IMAS Mine Risk Education
Best Practice Guidebook 1

AN INTRODUCTION TO MINE RISK EDUCATION

International mine action standards

United Nations

IMAS

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Geneva, November 2005

Acknowledgements

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Foreword

Over the last few years the mine action community has taken major steps towards professionalising its mine risk education (MRE) projects and programmes. A central element in that process has been the development of international standards for MRE by UNICEF, within the framework of the International Mine Action Standards (IMAS), maintained by the United Nations Mine Action Service (UNMAS). In October 2003, UNICEF completed seven MRE standards, which were formally adopted as IMAS in June 2004.

The MRE component of the IMAS outlines minimum standards for the planning, implementing, monitoring and evaluation of MRE programmes and projects. The IMAS are largely prescriptive, advising operators, mine action centres, national authorities and donors on ***what*** is necessary for the development and implementation of effective MRE programmes. They do not, however, guide stakeholders on ***how*** they might adapt their programmes and projects to be more compliant with the standards.

To facilitate the implementation of the MRE standards in the field, UNICEF entered into a partnership with the Geneva International Centre for International Demining (GICHD) to develop this series of *Best Practice Guidebooks* to provide more practical advice on how to implement the MRE standards. A total of 12 Guidebooks have been developed, using expertise from a variety of different people, countries and contexts. The Guidebooks address a wide range of areas covered by the MRE IMAS, including:

- How to support the coordination of MRE and the dissemination of public information;
- How to implement risk education and training projects;
- How to undertake community mine action liaison; and
- What elements should be considered to implement effective MRE projects in emergencies.

The primary aim of these Guidebooks is to provide practical advice, tools and guidance to undertake MRE programmes that are compliant with IMAS. They are

also meant to provide a framework for a more predictable, systematic and integrated approach to risk education, and are intended for use by anyone engaged in planning, managing or evaluating mine risk education programmes and projects, such as government ministries, mine action centres, United Nations agencies and bodies, and local and international organisations. Donors may also find them useful in assessing proposals for mine risk education projects and programmes.

But while the Guidebooks seek to provide practical advice for the design, implementation, monitoring and evaluation of programmes and projects, they remain general in nature and will need to be adapted to each new situation in its specific cultural and political context. UNICEF and the GICHD hope that they will prove a useful tool in making mine risk education more effective and efficient.

In addition to being distributed in hard copy, the *Best Practice Guidebooks* can be downloaded free of charge from the Internet at *www.mineactionstandards.org* as well as the GICHD website *www.gichd.ch* and the UNICEF website *www.unicef.org*.

Introduction

Introduction to the Series

According to the IMAS, the term "mine risk education" refers to "*activities which seek to reduce the risk of injury from mines and ERW by raising awareness and promoting behavioural change, including public information dissemination, education and training, and community mine action liaison.*"[1] MRE is one of the five components of mine action. The others are: ***demining*** (i.e. mine and explosive remnants of war [ERW] survey, mapping, marking and clearance); ***victim assistance***, including rehabilitation and reintegration; ***advocacy*** against the use of anti-personnel landmines; and ***stockpile destruction***.[2]

The first two editions of the IMAS — in 1997 and 2000 — did not include MRE-specific standards and guides. In 2000, the United Nations Mine Action Service, the focal point for mine-related activities within the UN system, requested UNICEF to develop international standards for MRE. UNMAS is the office within the UN Secretariat responsible for the development and maintenance of international mine action standards. UNICEF is the primary actor within the UN in undertaking mine risk education.

In October 2003, UNICEF completed a set of seven MRE standards, which were formally adopted as IMAS in June 2004. The seven standards are as follows:

- ***IMAS 07.11: Guide for the management of mine risk education***;
- ***IMAS 07.31: Accreditation of mine risk education organisations and operations***;
- ***IMAS 07.41: Monitoring of mine risk education programmes and projects***;
- ***IMAS 08.50: Data collection and needs assessment for mine risk education***;
- ***IMAS 12.10: Planning for mine risk education programmes and projects***;
- ***IMAS 12.20: Implementation of mine risk education programmes and projects***; and

- *IMAS 14.20: Evaluation of mine risk education programmes and projects*.

To facilitate the implementation of the MRE standards in the field, in 2004 UNICEF contracted the Geneva International Centre for International Demining to develop a series of best practice guidebooks for MRE programmes and projects.[3] The following 12 *Best Practice Guidebooks* have been developed:

- *1: An Introduction to Mine Risk Education*;
- *2: Data Collection and Needs Assessment*;
- *3: Planning*;
- *4: Public Information Dissemination*;
- *5: Education and Training*;
- *6: Community Mine Action Liaison*;
- *7: Monitoring*;
- *8: Evaluation*;
- *9: Emergency Mine Risk Education*;
- *10: Coordination*;
- *11: The Collected IMAS on Mine Risk Education*; and
- *12: Glossary of Terms and Resources.*

The *Best Pratice Guidebooks* seek to address the particular needs of MRE as an integral part of mine action. Each Guidebook is intended to serve as a stand-alone document, although some include cross-references to other Guidebooks or to other sources.

Introduction to Guidebook 1

This Guidebook, number 1 of the Series, provides an introduction to MRE. No previous experience in MRE is assumed or necessary in order to understand the Guidebook. Indeed, it is intended that the Series also serves as an overview of MRE for those concerned with mine action but not necessarily with direct responsibilities for implementing or managing MRE projects or programmes.

Layout of the Guidebook

Section 1 looks at the definition of MRE, including its main goals, activities and beneficiaries.

Section 2 discusses the role of MRE within mine action as well as in the context of broader relief and development work.

Section 3 provides a brief history of the discipline for newcomers to MRE.

Section 4 summarises the MRE project cycle.

Section 5 lays down guiding issues and principles for MRE projects and programmes.

Section 6 reviews the national coordination of MRE projects and programmes.

Section 7 provides some concluding remarks to the Guidebook.

A glossary of abbreviations and acronyms, the IMAS definition of key terms, and a selected bibliography and list of resources for all the *Best Practice Guidebooks* in the Series can be found in *Best Practice Guidebook 12*.

Endnotes

[1] IMAS 04.10, Second Edition, 1 January 2003 (as amended on 1 December 2004), 3.157.
[2] *Ibid.*, 3.147.
[3] For the purpose of the IMAS and these Guidebooks, a project is defined as an activity, or series of connected activities, with an agreed objective. A project will normally have a finite duration and a plan of work. An MRE programme is defined as a series of related MRE projects in a given country or area.

1. What is mine risk education?

1.1 The IMAS definition of mine risk education

As noted in the Introduction, the term "mine risk education" refers to "*activities which seek to reduce the risk of injury from mines/unexploded ordnance by raising awareness and promoting behavioural change, including public information dissemination, education and training, and community mine action liaison.*"[1]

Although the discipline is called ***mine*** risk education, it seeks to prevent harm to civilians[2] from all types of victim-activated explosive devices. MRE therefore covers the dangers not only of landmines (whether anti-personnel or anti-vehicle) but also of explosive remnants of war (ERW). ERW are defined under international law[3] to mean unexploded ordnance (UXO – bombs, shells, grenades and other munitions which have been fired or dropped but have not exploded as intended) and abandoned explosive ordnance (AXO – abandoned stockpiles or weapons caches).

There are a number of different reasons why individuals are at risk from landmines and ERW. Risk-takers are broadly put into five categories:

- **The Unaware** (the person knows nothing about the dangers that mines or ERW represent – typical examples are refugees or young children);
- **The Uninformed** (the person knows that mines and ERW exist and are potentially dangerous but doesn't know about safe behaviour – typical examples are the internally displaced or older children);
- **The Misinformed** (the person has been given the wrong messages or thinks, wrongly, that he or she knows about safe behaviour – typical examples are former soldiers);
- **The Reckless** (the victim knows about safe behaviour but deliberately ignores it – typical examples are adolescent boys playing with mines or other explosive devices); and
- **The Forced** (the victim has little or no option but to intentionally adopt unsafe behaviour – typical examples are adults in highly-impacted

communities who need to forage for food or water for their families to survive).

As we will see, understanding who is at risk from mines and ERW and why is critical to an effective MRE project or programme.

1.2 The goals of mine risk education

MRE has three main goals:

- To minimise deaths and injuries from landmines and other ERW;
- To reduce the social and economic impact from landmines and other ERW; and
- To support development.

These goals are interlinked and interdependent, though each has distinct elements as part of the strategy to achieve them.

1.2.1 Minimising deaths and injuries

The first goal of MRE is to minimise deaths and injuries from ERW. The main strategies employed to achieve this goal include information provision and exchange, advocacy and capacity development. This means:

- Providing information and training to at-risk populations;
- Wherever possible, ***exchanging*** information with affected communities; and
- Providing information to, and advocating with, the mine action, relief and development sectors.

The activities corresponding to these strategies are discussed in greater detail below.

1.2.2 Reducing the social and economic impact from landmines and ERW

The second goal of MRE is to reduce the social and economic impact from landmines and other ERW. The main strategy to achieve this is by facilitating other mine action activities, that is to say supporting:

- Demining (survey, marking and clearance of landmines and ERW);
- Victim assistance (physical and psychosocial rehabilitation and social reintegration of the survivors of explosions of landmines and ERW);
- Stockpile destruction (of landmines, AXO and other weapons or munitions retained by civilians in their homes); and
- Advocacy against anti-personnel mines (including support for the Anti-Personnel Mine Ban Convention and other international law regulating landmines and ERW).

MRE can also support some of the other enabling activities for mine action, such as coordination, quality management, assessment and planning, priority selection and setting, and broader advocacy for mine action, including resource mobilisation.

It achieves these goals by exchanging information between affected communities and the mine action sector. This process of linkages and advocacy is called community mine action liaison. The role of MRE in supporting other mine action is discussed in greater detail in Section 2 below.

1.2.3 Supporting relief and development work

At its broadest — as with mine action itself — mine risk education seeks to support community development. MRE organisations have often found that the main obstacle to safe behaviour is not ignorance or irresponsibility, but a lack of suitable alternatives to "forced" risk-taking. Most of the people living in especially vulnerable communities will know that an area or an activity is potentially hazardous, but may need to enter an area to collect water, firewood or food in order to survive, or decide to collect ordnance for its scrap metal value in order to earn some money. So simply telling them that what they are doing is dangerous is both pointless and disrespectful.

We therefore need to identify realistic solutions to help the community. Some of these may be mine action related, as referred to in Section 1.2.2; others are more generally found in the relief or development spheres. Thus, for example, if access to water is the key problem because of explosive contamination around a well or water point, perhaps a new borehole can be sunk in a safe area by a development organisation supporting water and sanitation projects. If income-generation is the prerequisite for safe behaviour, perhaps micro-credit or other self-sustaining solutions can be identified in collaboration with relief and development organisations or local/national government departments and ministries. As already mentioned, this process of linkages and advocacy is called community mine action liaison.

Moreover, the process of community liaison itself can contribute to effective development, as one of its primary tasks is to support people in a community in their efforts to take responsibility for managing the mine and ERW contamination that is affecting them. This is done by developing community capacity for participatory approaches to planning, assessment and management, which are the backbone of good community liaison. The result of this capacity development is social capital, which enables the community also to better manage the many other problems it must face.

1.3 Mine risk education activities

We will now look in turn at the three main MRE activities, namely:

- Public information dissemination;
- Education and training; and
- Community mine action liaison.

1.3.1 Public information dissemination

Public information dissemination as part of MRE refers primarily to the provision of information to at-risk individuals and communities to reduce their

risk of injury from mines and other ERW. It seeks to raise their awareness of the dangers and to promote safe behaviour.

Public information dissemination is primarily a one-way form of communication transmitted through mass media, which can provide relevant information and advice in a cost-effective and timely manner. In contrast to the other MRE activities, public information dissemination projects may be "stand-alone" projects that are implemented independently, and often in advance, of other mine action activities.

In an emergency post-conflict situation, due to time constraints and lack of accurate data, public information dissemination is often the most practical means of communicating safety information to reduce risk. Equally, this may form part of a more comprehensive risk reduction strategy within a mine action programme, supporting community-based MRE, demining or advocacy activities.

Public information dissemination is addressed in detail in *Best Practice Guidebook 4* of this Series.

1.3.2 Education and training

The term "education and training" in MRE refers to all educational and training activities that seek to reduce the risk of injury from mines and other ERW by raising awareness of the threat to individuals and communities, and by promoting behavioural change.

Education and training is a two-way process, which involves the imparting and acquisition of knowledge, attitude and practice through teaching and learning. It is therefore more targeted to those at risk, using more specific messages and strategies, than is typically the case with public information dissemination.

Education and training activities may be conducted in formal and non-formal environments. For example, this may include teacher-to-child education in schools, parent-to-children and children-to-parent education in the home, child-to-child education, peer-to-peer education in work and recreational environments, landmine safety training for humanitarian aid workers, and the incorporation of landmine safety messages in regular occupational heath and safety practices.

Education and training is addressed in detail in *Best Practice Guidebook 5* of this Series.

1.3.3 Community mine action liaison

Community mine action liaison refers to the exchange of information between affected or at-risk communities ***and*** between national authorities, mine action organisations and relief and development actors on the presence of mines, ERW, and of their potential risk. It is considered by the IMAS to be a "strategic principle of mine action" and is widely regarded as the key to more effective MRE projects and programmes.

The IMAS definition of community liaison*

Community mine action liaison refers to "liaison with mine/ERW affected communities to exchange information on the presence and impact of mines and UXO, to create a reporting link with the mine action programme and develop risk reduction strategies. Community mine action liaison aims to ensure community needs and priorities are central to the planning, implementation and monitoring of mine action operations."

"Note: Community liaison is based on an exchange of information and involves communities in the decision making process, (before, during and after demining), in order to establish priorities for mine action. In this way mine action programmes aim to be inclusive, community focused and ensure the maximum involvement of all sections of the community. This involvement includes joint planning, implementation, monitoring and evaluation of projects."
"Note: Community liaison also works with communities to develop specific interim safety strategies promoting individual and community behavioural change. This is designed to reduce the impact of mines/UXO on individuals and communities until such time as the threat is removed."

** IMAS 04.10, Second Edition, 1 January 2003 (as amended on 1 December 2004), 3.38.*

Community mine action liaison enables, for example, communities to be informed when a demining activity is planned to take place, the nature and duration of the task, and the exact locations of areas that have been marked or cleared. It also enables communities to inform local authorities and mine action organisations on the location, extent and impact of contaminated areas. This information can greatly assist the planning of follow-on mine action activities such as technical survey, marking and clearance, and if necessary the provision of assistance to landmine survivors.

Community mine action liaison creates a vital reporting link to the programme planning staff, and enables the development of appropriate and localised risk reduction strategies. Community mine action liaison aims to ensure that mine action projects address community needs and priorities.

Community mine action liaison should be carried out by all organisations conducting mine action operations. These may be MRE-specific organisations, or MRE individuals and/or multi-disciplinary teams within a mine action organisation.

Community mine action liaison with the affected populations may start far in advance of demining activities and may help the development of a capacity at the community level to assess the risk, manage the information and develop local risk reduction strategies. This may assist communities to gather the necessary information, lobby the relevant stakeholders and advocate for mine action and other assistance intervention.

The role of MRE in mine action — notably through effective community liaison — is discussed further in Section 2. Community mine action liaison as a whole is addressed in detail in *Best Practice Guidebook 6* of this Series.

Endnotes

[1] IMAS 04.10, Second Edition, 1 January 2003 (as amended on 1 December 2004), 3.157.
[2] Typically, mine risk education seeks to protect only civilians; it is therefore not responsible for providing information to soldiers on how to minimise the risks to themselves.
[3] Article 2, Protocol V to the Convention on Certain Conventional Weapons

2. The role of mine risk education in mine action

Effective MRE can play a significant role in mine action, by virtue of the information it collects at community level and the relationship it can build with affected communities. Let us look at some of the practical contributions that MRE can make to other mine action activities.

2.1 MRE support for demining

Demining includes survey, marking and clearance of landmines and other ERW. MRE, especially through community liaison work, can contribute to each of these three activities, as well as develop community capacity for management of risk.

In terms of survey, MRE teams can, based on information supplied by the community:

- Locate affected areas;
- Identify types of ordnance present;
- Understand how mines and other ERW are affecting the lives and well-being of the community; and
- Help to generate community lists of priorities for clearance or marking.

In terms of marking, MRE teams can:

- Learn about local warning signs;
- Encourage respect for minefield marking and fencing; and
- Help to generate community lists of priorities for marking (including suitable materials that will reduce the risk of removal, theft or destruction).

In terms of clearance, MRE teams can:

- Advise the community of the arrival of demining teams;
- Inform the community about safety procedures during clearance operations;
- Inform community members about areas that have been cleared and those that remain hazardous, including markings of cleared and uncleared areas;

- Facilitate handover of land, including confidence-building measures to show the community that cleared land is actually clear; and
- Follow-up, by returning to communities weeks or months after clearance to ensure that land is being used, and used appropriately, by the intended beneficiaries.

2.2 MRE support for victim assistance

Victim assistance includes minefield rescue, first aid, surgery, physical rehabilitation (physiotherapy and prosthetics for amputees), psychosocial rehabilitation, and social reintegration of the survivors of explosions of landmines and other ERW.

MRE has a particular role to play in facilitating the provision of assistance to amputees, many of which are the victims of anti-personnel mines. However, their duty to try to assist amputees applies more generally, whether the amputation was caused by mines or ERW or any other cause (e.g. gunshot wound, snakebite, car accident or diabetes). To do otherwise would be to discriminate between victims, something that is ethically not acceptable.

In particular, MRE teams can:

- Identify national and local capacities for victim assistance, and under what conditions assistance is available;
- Identify amputees in need of assistance during their work in communities;
- Liaise with physical rehabilitation centres to ensure assistance is provided;
- If necessary, facilitate transport of the amputee and family member to and from the centre for treatment; and
- Consider employing survivors in their project.

2.3 MRE support for stockpile destruction

Similar to the actions they can undertake in favour of demining, MRE teams can support the process of destruction of weapons caches (i.e. not just of anti-personnel mines), AXO and explosive ordnance retained by civilians in their homes.

This is both a process of information collection and of advocacy: information collection to find out where weapons are stored or held, and advocacy to persuade families or local military forces to accept that they be safely destroyed.

2.4 MRE support for advocacy

MRE can play an important role in building political will in concerned countries in favour of mine action. National and local ownership of the management of mine action is the only long-term, sustainable approach to dealing with the impact of mines and other ERW — and represents one of the fundamental underpinnings of the IMAS. This can be done through lobbying ministries and the parliament, as well as generating public interest in and support for, mine action through seminars and good communication through the mass media.

In addition, MRE projects should always consider including a national or regional advocacy element in their work. This can be advocacy in favour of

banning anti-personnel mines, in the 50 or so countries that have not yet joined the Anti-Personnel Mine Ban Convention. It can also be advocacy in favour of Protocol V to the Convention on Certain Conventional Weapons, which regulates ERW, and allocates responsibilities for dealing with them.

3. A brief history of mine risk education

Mine risk education, or mine awareness as it was originally called, began as a modern humanitarian and development discipline in Afghanistan at the end of the 1980s. The discipline developed from recognition that ERW and mine clearance, while being the ultimate solution to a community's mine problem, was also slow, expensive and at times simply not possible for reasons of access, ongoing conflict, or lack of political will or funding.[1]

In this context, it was quickly understood that a number of interventions could be undertaken to reduce a community's exposure to the threat in the short to medium term. These centred on disseminating information among affected communities to increase knowledge of the dangers of mines (and, to a lesser extent, UXO), their typical locations, and providing suggestions on how to minimise exposure to risk.

Most activity and key learning about how MRE should be undertaken emerged from the experience of a few key countries (most prominently, Afghanistan, Angola, Cambodia, northern Iraq and Mozambique) — often with very different mine threats.

Initially, approaches tended to be one-way and largely non-participatory, using a variety of "small media", such as posters, leaflets, billboards and T-shirts. As mine action has matured and learned from other relief and development sectors, changes have been instituted to reflect improved practice regarding prioritisation, coordination, communication and ownership of activities.

A trend of the last few years, certainly among the more established organisations, has been an evolution of MRE activities from a narrow educational function towards one of community liaison — to develop information-gathering capacity, to share information with key mine action stakeholders, and to assist in developing a community's sense of ownership of mine action.

Such a community liaison approach appears to be the way forward for MRE. It is a reflection that education in the traditional sense has often overlooked many of these approaches and has not linked well with clearance organisations —

particularly with regard to prioritisation and sharing the data gathered from communities. However, still too many programmes continue to undertake inappropriate "traditional" programmes of questionable value and impact.

3.1 The role of NGOs

As with much of mine action, mine awareness was pioneered in the 1990s by a small number of NGOs, most of whom developed programmes in parallel to mine and ERW clearance. Among the NGOs involved, Norwegian People's Aid (NPA), Handicap International (HI, both Belgium and France) and the Mines Advisory Group (MAG) were the most prominent innovators in this sector.

Of the three main NGOs, MAG pursued the most integrated model, eventually seeking to incorporate MRE and clearance within the same team. Key countries which provided important learning opportunities and thus were crucial to the development of what became MAG's community liaison approach were Angola (1993), Cambodia (1992), northern Iraq (1992) and the Lao People's Democratic Republic (Lao PDR) (1994). These countries, the first in which MAG undertook clearance and MRE activities, provided the opportunity to develop solutions to overcome programming limitations.

Over time, MAG learned that many of the constraints to efficient programming (limited information on the scale and scope of particular threats, poor prioritisation, lack of clarity as to the objective to be achieved in demining a particular area, duplication of visits to particular communities, and inefficient use of often scarce transport resources) were eliminated or reduced by providing their mine awareness teams with a wider brief — to encompass data gathering and ongoing communication with key community representatives. In Angola, this learning process was supported by reorganising large clearance teams into smaller multi-skilled mobile teams, which incorporated a community liaison element.

NPA's mine awareness programming began in Cambodia and Mozambique in 1993 and Angola in 1994. Today, NPA does relatively little MRE in its work, although the organisation is conducting an integrated clearance programme in Croatia designed explicitly to include mechanisms for promoting community involvement, communication and ownership issues.

HI has tended to run separate clearance and MRE programmes — either MRE programmes stand alone in a country where demining is not being undertaken, or parallel programmes are implemented within the same country programme (for example, in Mozambique).

HI began including community liaison teams (CLTs) in its demining programmes from 1996, viewing the work of these teams as a sub-activity of MRE in the larger sense — making the link between demining activities, the community and any externally implemented MRE. CLTs gather information useful for the demining units, inform the community about demining activities and conduct limited mine risk education in communities near to the demining activity. HI has been responsible for much impressive programming — including developing training and programme management tools, applied as appropriate both to CLT operations and to its more traditional MRE educational activities.

Save the Children has played an important role in MRE at various times, in particular through promoting and using the child-to-child approach to MRE

developed by the Child-to-Child Trust in London. Ministries of Education have been critical partners in school-focused risk education for children. Many local NGOs have also implemented MRE projects across affected countries.

For most of the 1990s, and in common with many aid organisations, communication and sharing of best practice between practitioners did not occur either efficiently or systematically. In part this simply reflects the circumstances of small, overstretched NGOs where time and resources have been at a premium, where communication from conflict affected countries is difficult, and where budget and time is lacking for the publication and dissemination of "lessons learned" publications. The result is that emphasis tended to focus on that day's problems rather than on reflection and external communication — "fire fighting" rather than sharing policies and procedures.

3.2 The work of the International Committee of the Red Cross

The International Committee of the Red Cross (ICRC) first became involved in MRE in the mid-1990s, within the context of its broader efforts to alleviate the suffering caused by war. Field staff, particularly doctors, who were finding themselves treating increasing numbers of mine victims, had been encouraging the organisation's headquarters to consider possible preventive measures for several years. While most of the ICRC's efforts to stem the "epidemic of mine injuries" were directed towards campaigning for a ban on anti-personnel mines, some within the organisation had also recognised the need to undertake mine awareness in affected countries.

The first full-scale ICRC mine and ERW programme was launched in spring 1996 in Bosnia and Herzegovina, and Croatia. Since then, the ICRC has conducted programmes directly, or through national Red Cross/Red Crescent Societies, in some 20 countries or regions. Initially programmes tended to concentrate on information collection and dissemination, sometimes including statistics on the number of landmine victims. Over time, ICRC has come to regard this aspect of its work as key to planning and implementing more community-based activities that address the specific reasons for risk taking. Thus, posters and other one-way "small" media have been replaced by more community engagement in the process.

3.3 The involvement of the military

During the last decade, international military contingents (and sometimes police units) have also engaged in mine awareness presentations in several countries and territories, including Afghanistan, Albania, Bosnia and Herzegovina, Cambodia, Croatia, Kosovo and Iraq. In addition, members of national military units have undertaken MRE in Lebanon, Nicaragua and Thailand among others.

Most agencies recognise that the involvement of the military or police in MRE is undertaken for the best of intentions. Perhaps the argument can be made that in certain countries the military, whether national forces or international peacekeeping contingents, are respected authority figures, particularly to adolescent boys.

MRE organisations have, however, expressed concern that flawed methodology can, and often does, undermine the message being delivered. For example, situations in which military MRE instructors touch or hold mines during presentations are numerous, and there is also concern that soldiers in full uniform — often armed — do not represent the best role model for impressionable children. Presentations are often one-off deliveries of information with little capacity to establish an ongoing link with that community — or use the contact to develop further intelligence as to the location and impact of mines or ERW on that population.

3.4 UNICEF and the UN

UNICEF began its involvement in MRE in El Salvador and Somalia in 1993, and is now supporting or planning mine action activities in 34 countries/regions. The primary motivation for UNICEF to undertake MRE in the early 1990s stemmed from the need to protect children in post-conflict situations and the threat that mines and ERW posed to civilians, especially to safe repatriation. Early UNICEF MRE projects were often undertaken in refugee camps and linked with activities supported by UNHCR and NGOs. Such projects focused on the provision of basic warning messages, informing communities about the nature of mines and ERW, the threats they posed and basic messages to help avoid the risk. Since that time, more sophisticated projects have been developed that include awareness raising, education and training, and community liaison. Such programmes were principally developed in high-risk countries, where UNICEF had a longer term and more developed mine action programme.

Following the adoption of the Anti-Personnel Mine Ban Convention, mine action was included in UNICEF's Core Commitments for Children in Emergencies, and landmine activities were institutionalised in the Office of Emergency Programmes, where it sits to this day. UNICEF's role in MRE was recognised throughout the UN system with the release of the UN Mine Action Policy in 1998, which designated UNICEF as the focal point in the UN system for MRE. The document also outlined UNICEF responsibilities with regard to advocacy and victim assistance programmes.

In 2005, the Policy was updated and includes important reflections related to UN reform and the primacy of the UN Country Team in determining which agency might be allocated "focal point" status or "lead agency" responsibility in any given context. While these new arrangements may have implications in determining the lead agency for MRE at the country office level and can lead to other UN agencies taking a lead in MRE, globally UNICEF's commitment to supporting MRE remains strong.

In 2002, UNICEF and the International Campaign to Ban Landmines (ICBL) established a Mine Risk Education Working Group (MREWG), co-convened by both organisations, and made up of NGOs and agencies engaged in MRE. It aims to bring together MRE practitioners to better coordinate activities, share lessons learned, identify field support needs and develop strategies to meet these. The MREWG was involved with the development of the MRE components of the IMAS.

The United Nations Development Programme (UNDP) and UNMAS also have mandates that impact directly on MRE. UNDP has responsibility for addressing socio-economic consequences of landmine and ERW contamination, as well as for developing and supporting national and local capacity to tackle the impact of mines and ERW in the long term. UNMAS was formed in October 1997 to serve as the UN focal point for mine action. At the global level, it is responsible for coordinating all aspects of mine action within the UN system. At the field level, it is responsible for providing mine action assistance in the context of humanitarian emergencies and peacekeeping operations. As such, the role of UNMAS includes MRE, although recognising that UNICEF has a primary role in the implementation and development of MRE programmes and projects.

Endnote

[1] This section is largely adapted from the chapter by Andy Wheatley, "Mine Awareness and Mine Risk Education", in *Mine Action: Lessons and Challenges*, GICHD, Geneva, 2005.

4. The project cycle

The project cycle for MRE consists of five activities:

- Data collection and needs assessment (see Guidebook 2);
- Planning MRE projects and programmes (see Guidebook 3);
- Implementation (see Guidebooks 4, 5, 6 & 9);
- Monitoring (see Guidebook 7); and
- Evaluation (see Guidebook 9).

4.1 Needs assessment and data collection

The purpose of collecting data and conducting a needs assessment is to identify, analyse and prioritise the local mine and ERW risks, to assess the capacities and vulnerabilities of the communities, and to evaluate the options for conducting MRE. A needs assessment will provide sufficient information necessary to make informed decisions on the objectives, scope and form of the resulting MRE project.

There are five key questions that the needs assessment should seek to answer:

- **Who** among the civilian population is at risk from mines and ERW? (e.g. children or adults, males or females, farmers or shepherds?);
- **Where** are they at risk? (e.g. which geographical region, on which type of land or area?);
- **What** is the explosive danger they are facing? (e.g. anti-personnel mines, anti-vehicle mines, cluster bomblets, grenades, mortar or artillery shells?);
- **Why** are they at risk? (e.g. what is the reason for their taking risks — are they unaware, uninformed, misinformed, reckless or forced, and what livelihoods put them at most danger?); and
- **How** can we best help? (e.g. what resources are available in the community, the MRE project, other mine action actors, or the relief and development sectors?).

Systematic data collection and analysis are key to the effective implementation of all mine action activities. Data collected for MRE needs assessment should ideally

be collected and analysed in conjunction with other mine action implementing organisations, the Mine Action Centre (MAC) and the National Mine Action Authority (NMAA).

Data collected should be regularly updated to see whether the mine and ERW risk has changed.

4.2 Planning

There are two main types of planning for MRE projects and programmes: strategic planning and operational planning. Strategic planning seeks to identify an overarching strategy to respond to the identified needs of at-risk communities. This will include goals, subsidiary objectives and activities to achieve those objectives. Once identified, the implementation of the activities becomes the subject of an operational plan.

Where possible, the strategic planning of an MRE programme should be conducted as part of the overall planning process for mine action. At the level of the mine-affected community, the planning of MRE should be conducted jointly, or in close conjunction, with the planning of other mine action activities (in particular demining) in order to reduce the risk of injury from mines and other ERW. At the community level, planning may be conducted with affected communities themselves.

The purpose of the operational planning phase of a specific MRE project is to identify the most effective ways to address the needs. The plan should define the overall objectives, establish a plan of activities and tasks aimed at achieving these objectives, determine suitable measures of success, and establish systems for monitoring and evaluation.

The planning phase will also include preparatory activities such as:

- Identifying local capacities;
- Mobilising resources;
- Developing appropriate capabilities;
- Recruiting and training suitable staff; and
- Developing and field-testing MRE methods and tools.

The planning phase should:

- Involve all stakeholders;
- Ensure that the project is in accordance with the national mine action strategy; and
- Support wider humanitarian and development strategies where they exist.

In addition, the project, objectives, activities and responsibilities should be consistent with the needs and expectations of all those involved in the MRE project.

Planning should not be a one-off activity but a process that is repeated on a regular basis incorporating the results of project and programme monitoring and evaluations. Of course, it is important to note that as the local context and circumstances change, so the MRE programme and individual projects must change and adapt. In the immediate aftermath of conflict, MRE will focus on saving lives and limbs. But as the country moves through the transition from a complex emergency to stability, reconstruction and traditional development, educational activities and community mine action liaison will normally take on an ever-growing importance.

4.3 Implementation

The success of an MRE project depends on the proper application of the MRE tools and methods as planned, the ability to refine and adjust the tools and methods in response to changing needs, and the timely reporting of progress and lessons learned.

For MRE projects of limited scope and duration, the implementation phase may be relatively short. However, for larger projects with several stages of varying duration, the implementation may be complex and difficult to manage. It may involve transferring management responsibilities from international staff to local employees, funding arrangements may change, and the operating environment may improve from one of open conflict or humanitarian emergency to a more stable one focusing on development, requiring a change of the MRE tools and methods used to communicate with at-risk populations.

As already mentioned, MRE projects may be broadly categorised into three separate but mutually reinforcing activities: public information dissemination, education and training, and community mine action liaison. In an emergency, MRE projects are likely to focus on the first of these, i.e. public information dissemination, through the mass media and other appropriate communication channels.

4.3.1 Communication channels

MRE attempts to promote the adoption of safer behaviour by at-risk groups. One of the key tools in seeking to achieve this objective is a clear communication strategy. Communication is the process of sharing information and understanding. It is used to inform people of the dangers of mines and ERW and to demonstrate safe behaviour. MRE also uses it to create support for mine-safe behaviour among communities and leaders.

There are many different ways to communicate, and effective MRE programmes need to use a variety of communication channels and techniques. The ways in which they are used and the messages and meanings they convey can differ with culture and context.

Communication channels can be divided into four major categories:

- Person-to-person or interpersonal communication;
- Small media;
- Traditional media; and
- Mass media.

Person-to-person or interpersonal communication

This involves direct, face-to-face contact and allows questions and answers and clarification of meaning. It helps to ensure mutual understanding. Interpersonal communication includes conversation between friends or family, discussions with health professionals, community health workers, religious and community leaders, traditional health practitioners, women's and youth organisations, school teachers, trade union leaders, development workers, government officials, parents and child-to-child communication.

Small media

The small media are often tools that are used to support larger communication initiatives or to illustrate interpersonal communication. They include posters, cassettes, leaflets, brochures, slide sets, video, flip charts, flash cards, T-shirts, badges and the use of loudspeakers.

Traditional media

Traditional media are performance arts that are used to illustrate and convey information in an entertaining way. Live performances can provide special opportunities for interaction between performers and audience. They include drama, traditional forms of theatre, puppet shows, street theatre, storytelling, songs and dance. Traditional media are often artistic methods of communication passed down from generation to generation.

Mass media

The mass media typically provide indirect, one-way communication and include community, national and international radio and television as well as newspapers, magazines, comic books, cinema or other situations where a large number of people can be reached with information without personal contact, such as pop music.

4.4 Monitoring

Monitoring — tracking progress in a programme or project — is an essential part of the MRE project cycle. Together with accreditation and evaluation, monitoring provides stakeholders with the necessary confidence that MRE projects are achieving the agreed goals and objectives in an appropriate, timely and affordable manner. Monitoring is an ongoing process, conducted throughout implementation to provide feedback and information on the application, suitability and effectiveness of MRE tools and methods.

Monitoring will normally involve an assessment of the MRE organisation's capabilities (people, procedures, tools and methods) and how these capabilities are being applied. External monitoring should be used to complement the MRE organisation's own internal quality management system. External monitoring should verify the MRE organisation's quality assurance procedures and internal quality control inspections — but it should never replace the organisation's responsibility for ensuring the proper application, suitability and effectiveness of its chosen MRE tools and methods.

Monitoring should not be limited to measuring and reporting on the achievement of set objectives, but should trigger a review process to reflect changing MRE needs and/or local circumstances.

4.5 Evaluation

Evaluation is a systematic effort to measure the ***impact*** of a programme, or its effectiveness. An evaluation may also look at other defined (and agreed) criteria, such as relevance, efficiency, and sustainability of activities in the light of the

specified objectives. According to UNICEF, an evaluation "*should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process of project partners and donors*".

For MRE, evaluation aims to measure the acquisition of knowledge, attitudes and practices among the target communities, assess the impact and use of specific tools and methods, and make recommendations for changes to these tools and methods. In practice, the evaluation of MRE is usually difficult to achieve as it may not be possible to identify the connections between the cause (i.e. the MRE intervention), and the effect (i.e. behavioural change).

Having a baseline of knowledge and attitudes to mines and ERW is a valuable tool in ensuring that evaluations can be carried out successfully, but the key is for a project or programme to have clear, meaningful objectives. A widely used approach to setting objectives in particular, and to planning projects in general, is the logical framework (or logframe). The logframe is explained in *Best Practice Guidebook 3* of this Series.

Evaluation is usually conducted upon completion of a project but may also be conducted at specific intervals throughout the life of the project to assess its actual impact and justify its continuation.

5. Guiding principles for projects and programmes

5.1 The guiding principles for mine action

The IMAS as a whole are shaped by five guiding principles, namely:

- That national governments shall be empowered to apply national standards to national programmes;
- That standards should protect those most at risk;
- That national capacity should be developed to draft, maintain and apply appropriate standards for mine action;
- That mine action should be consistant with other international norms and standards; and
- That mine action should comply with international conventions and treaties, including the Convention on the Rights of the Child (1989) and the Convention on the Elimination of all Forms of Discrimination against Women (1979).

5.2 The guiding principles for MRE

In addition, the IMAS on MRE lays down eight guiding principles for MRE projects and programmes:

- That all stakeholders should be involved throughout the programme or project;
- That coordination requirements should be respected;
- That projects and programmes should be integrated;
- That communities should be empowered to be active participants in mine risk education;
- That good information management and exchange should be at the centre of projects and programmes;
- That projects and programmes should ensure effective targeting of those most at-risk in the community;

- That they should use appropriate educational tools and methods; and
- That appropriate training should be provided throughout the programme.

These are now considered in turn in more detail.

5.2.1 Stakeholder involvement

Mine-affected communities are the primary stakeholders in mine action and must be acknowledged as such. Other stakeholders are mine action organisations, governments and public institutions, aid agencies and community groups.

Stakeholder participation is necessary at each stage of the project cycle, to ensure that:

a) The needs of mine-affected communities and groups are addressed;
b) National and local economic and development priorities are taken into account; and
c) Mine action supports and enables humanitarian and development activities.

5.2.2 Coordination

MRE should be well coordinated, both between and within projects. Effective coordination enables consistency of pedagogical content, optimises the use of resources, and minimises any duplication of effort.

5.2.3 Integration

MRE activities should be fully integrated with other mine action, relief and development activities.

5.2.4 Community participation and empowerment

The primary stakeholders in MRE are the members of the affected communities. Accordingly, the goal of empowering communities through their active participation should shape MRE projects throughout the project cycle.

5.2.5 Information management

The effective management of MRE projects requires accurate, appropriate and timely information.[1] There are many sources of information at local, national and international level and the resulting collated information is needed by a wide range of individuals involved in the planning, implementation, monitoring and evaluation of MRE projects.

National mine action authorities and MRE organisations should establish and maintain effective management information systems. The UN's preferred system for the management of mine action information, the Information Management System for Mine Action (IMSMA) has been developed to provide the facility to collect, collate and distribute relevant information at field and headquarters levels in a timely manner. IMSMA is available to all mine action programmes.

5.2.6 Appropriate targeting

MRE programmes and projects should be context specific and respect the different needs and priorities and the different local cultural values and norms of the affected communities.

5.2.7 Education

The development of appropriate and effective educational methodologies with appropriate content is an essential part of any MRE project throughout its cycle.

5.2.8 Training

A major management responsibility of the MRE organisation during the planning and preparation phase is the recruiting and training of staff. This responsibility continues throughout the implementation phase, in particular if responsibilities are transferred from international to national staff.

Endnote

[1] Guidance on information needs, information management and the application of information systems to mine action programmes, including MRE projects, is given in IMAS 05.10.

6. National coordination of mine risk education

Coordination is of course a major concern in MRE, as it is in any relief or development programme. This issue is addressed in detail in *Best Practice Guidebook 10* of this Series.

6.1 The role of the national mine action authority

The setting of mine action policy and strategy, including for MRE, is the task of the NMAA, if one exists. The NMAA, which is typically an interministerial body, is responsible for adopting national standards for all mine action.

The NMAA will also be responsible for accreditation of MRE organisations. There are two types of accreditation: organisational accreditation and operational accreditation. These are discussed briefly in Section 6.1.1. They are also reviewed in detail in *Best Practice Guidebook 10*.

6.1.1 Accreditation of MRE operators

Organisational accreditation is the procedure by which a MRE organisation is formally recognised as competent and able to plan and manage MRE activities safely, effectively and efficiently. Accreditation will be given to the in-country headquarters of an organisation for a finite duration.

Operational accreditation is the procedure by which a MRE organisation is formally recognised as competent and able to carry out specific MRE activities. The organisation will receive accreditation for each operational capability required to carry out a particular activity such as community mine action liaison or public information dissemination. The awarding of operational accreditation assumes that the capability will not change beyond the original scope or intention for which it was accredited.

6.2 The role of the mine action centre

Operational coordination is the task of the national MAC and any regional offices. This includes responsibility for the following, which will directly or indirectly affect MRE projects and the MRE programme as a whole:

- Information management;
- Priority setting and task selection;
- Overseeing the implementation of national mine action standards;
- Adopting, if desired, a national curriculum for MRE messages;[1]
- Accreditation of MRE operators;
- Monitoring of MRE activities;
- Resource mobilisation for mine action; and
- Oversight — at least, if not the direct provision — of training and capacity development in MRE and other mine action.

The MAC may also provide landmine and ERW safety briefings for programme and project staff working in a mine-affected country or region.

Endnote

[1] As part of the MAC's responsibilities, it may be useful to draw together a set of common curriculum points for programmes and projects. These can add value to quality assurance and help to ensure the maintenance and implementation of effective national standards.

7. Concluding remarks

In conclusion to this Guidebook, MRE projects and programmes need to be well-targeted, integrated, innovative, and flexible. Good MRE exploits opportunities in the media to get its messages across, while supporting communities in their efforts to manage the risks that mines and ERW inflict upon them.

Good MRE adapts to changing circumstances, while continuing to reach the people that need information and support. It addresses the risk-taking behaviour prevalent in the communities while effectively supporting broader mine action, and relief and development activities.

In short, we need to make sure we're not only doing a ***good*** job, we're also doing the ***right*** job. This is what complying with the IMAS is really all about.

Geneva International Centre for
Humanitarian Demining
Centre International de
Déminage Humanitaire - Genève

unicef

IMAS Mine Risk Education
Best Practice Guidebook 2

DATA COLLECTION AND NEEDS ASSESSMENT

International
mine action standards

United Nations IMAS

IMAS Mine Risk Education
Best Practice Guidebook 2

DATA COLLECTION AND NEEDS ASSESSMENT

Geneva, November 2005

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Contents

Foreword

Over the last few years the mine action community has taken major steps towards professionalising its mine risk education (MRE) projects and programmes. A central element in that process has been the development of international standards for MRE by UNICEF, within the framework of the International Mine Action Standards (IMAS), maintained by the United Nations Mine Action Service (UNMAS). In October 2003, UNICEF completed seven MRE standards, which were formally adopted as IMAS in June 2004.

The MRE component of the IMAS outlines minimum standards for the planning, implementing, monitoring and evaluation of MRE programmes and projects. The IMAS are largely prescriptive, advising operators, mine action centres, national authorities and donors on ***what*** is necessary for the development and implementation of effective MRE programmes. They do not, however, guide stakeholders on ***how*** they might adapt their programmes and projects to be more compliant with the standards.

To facilitate the implementation of the MRE standards in the field, UNICEF entered into a partnership with the Geneva International Centre for International Demining (GICHD) to develop this series of *Best Practice Guidebooks* to provide more practical advice on how to implement the MRE standards. A total of 12 Guidebooks have been developed, using expertise from a variety of different people, countries and contexts. The Guidebooks address a wide range of areas covered by the MRE IMAS, including:

- How to support the coordination of MRE and the dissemination of public information;
- How to implement risk education and training projects;
- How to undertake community mine action liaison; and
- What elements should be considered to implement effective MRE projects in emergencies.

The primary aim of these Guidebooks is to provide practical advice, tools and guidance to undertake MRE programmes that are compliant with IMAS. They are

also meant to provide a framework for a more predictable, systematic and integrated approach to risk education, and are intended for use by anyone engaged in planning, managing or evaluating mine risk education programmes and projects, such as government ministries, mine action centres, United Nations agencies and bodies, and local and international organisations. Donors may also find them useful in assessing proposals for mine risk education projects and programmes.

But while the Guidebooks seek to provide practical advice for the design, implementation, monitoring and evaluation of programmes and projects, they remain general in nature and will need to be adapted to each new situation in its specific cultural and political context. UNICEF and the GICHD hope that they will prove a useful tool in making mine risk education more effective and efficient.

In addition to being distributed in hard copy, the *Best Practice Guidebooks* can be downloaded free of charge from the Internet at *www.mineactionstandards.org* as well as the GICHD website *www.gichd.ch* and the UNICEF website *www.unicef.org*.

Introduction

Introduction to the Series

According to the IMAS, the term "mine risk education" refers to "*activities which seek to reduce the risk of injury from mines and ERW by raising awareness and promoting behavioural change, including public information dissemination, education and training, and community mine action liaison.*"[1] MRE is one of the five components of mine action. The others are: ***demining*** (i.e. mine and explosive remnants of war [ERW] survey, mapping, marking and clearance); ***victim assistance***, including rehabilitation and reintegration; ***advocacy*** against the use of anti-personnel landmines; and ***stockpile destruction***.[2]

The first two editions of the IMAS — in 1997 and 2000 — did not include MRE-specific standards and guides. In 2000, the United Nations Mine Action Service, the focal point for mine-related activities within the UN system, requested UNICEF to develop international standards for MRE. UNMAS is the office within the UN Secretariat responsible for the development and maintenance of international mine action standards. UNICEF is the primary actor within the UN in undertaking mine risk education.

In October 2003, UNICEF completed a set of seven MRE standards, which were formally adopted as IMAS in June 2004. The seven standards are as follows:

- ***IMAS 07.11: Guide for the management of mine risk education;***
- ***IMAS 07.31: Accreditation of mine risk education organisations and operations;***
- ***IMAS 07.41: Monitoring of mine risk education programmes and projects;***
- ***IMAS 08.50: Data collection and needs assessment for mine risk education;***
- ***IMAS 12.10: Planning for mine risk education programmes and projects;***
- ***IMAS 12.20: Implementation of mine risk education programmes and projects***; and

- *IMAS 14.20: Evaluation of mine risk education programmes and projects*.

To facilitate the implementation of the MRE standards in the field, in 2004 UNICEF contracted the Geneva International Centre for International Demining to develop a series of best practice guidebooks for MRE programmes and projects.[3] The following 12 *Best Practice Guidebooks* have been developed:

- *1: An Introduction to Mine Risk Education;*
- *2: Data Collection and Needs Assessment;*
- *3: Planning;*
- *4: Public Information Dissemination;*
- *5: Education and Training;*
- *6: Community Mine Action Liaison;*
- *7: Monitoring;*
- *8: Evaluation;*
- *9: Emergency Mine Risk Education;*
- *10: Coordination;*
- *11: The Collected IMAS on Mine Risk Education;* and
- *12: Glossary of Terms and Resources.*

The *Best Practice Guidebooks* seek to address the particular needs of MRE as an integral part of mine action. Each Guidebook is intended to serve as a stand-alone document, although some include cross-references to other Guidebooks or to other sources.

Introduction to Guidebook 2

This Guidebook, number 2 of the Series, focuses on needs assessment for MRE and the linked issue of effective data collection. It aims to provide MRE staff with a general orientation to the topics along with tools, tips and examples of good practice to assist in ongoing data collection and undertaking MRE needs assessment as part of the programme cycle.

Needs assessment and data collection — while similar — have a number of important differences. **Data collection** is an *ongoing process* of surveillance in support of MRE and mine action programming. While critical to effective programming it is not an end in itself or an "event", but rather a tool that takes place within the programme or project as part of day-to-day activities. Ideally, data collection should take place alongside other MRE activities on a regular and continual basis.

A **needs assessment** is a *time-bound event*, which should ideally take place at the start of a programme cycle, when programming objectives and the identification of those in need of MRE are being identified. A localised needs assessment should take about a month to conduct, depending on the context and country concerned; a nationwide assessment is likely to take longer. It will be necessary to continuously amend and update the assessment based on additional data that is collected during the course of the programme and changing

circumstances. (*See also Guidebook 7 on monitoring for information to be collected on an ongoing basis.*)

Layout of the Guidebook

Section 1 looks at the guiding principles of good practice laid down by the IMAS on MRE, and their relevance for data collection.

Section 2 provides an overview of the needs assessment, including the reasons for doing one, who is appropriate to conduct a needs assessment, and the main stages in the process.

Section 3 elaborates on how to collect data for a needs assessment. Many of the techniques, tools and issues for consideration are common to a programme evaluation or mid-term project review and can be found in the data collection sections.

Section 4 focuses on why data collection is important and explains a few key ***do's*** and ***don'ts***.

Section 5 outlines appropriate methodologies for the collection of both quantitative and qualitative data.

Section 6 describes how to manage the data that is collected, including the editing, storage and analysis of information.

The Guidebook is completed by a series of seven annexes. Annex 1 sets out a list of information needs for a needs assessment. Annex 2 details predisposition factors for risk-taking. Annex 3 includes details of information to be included on a casualty assessment/accident form. Annex 4 includes a model KAP ("Knowledge, Attitudes and Practice") survey form questionnaire. Annex 5 details a set of questions for a semi-structured interview. Annex 6 provides a village risk-taking assessment framework. Finally, Annex 7 suggests an appropriate layout for the needs assessment or KAP survey report.

A glossary of abbreviations and acronyms, the IMAS definition of key terms, and a selected bibliography and list of resources for all the *Best Practice Guidebooks* in the Series can be found in *Best Practice Guidebook 12*.

Endnotes

[1] IMAS 04.10, Second Edition, 1 January 2003 (as amended on 1 December 2004), 3.157.
[2] *Ibid.*, 3.147.
[3] For the purpose of the IMAS and these Guidebooks, a project is defined as an activity, or series of connected activities, with an agreed objective. A project will normally have a finite duration and a plan of work. An MRE programme is defined as a series of related MRE projects in a given country or area.

1. IMAS guiding principles of good practice

There are a number of principles of good practice that must be remembered when collecting information either as part of a needs assessment or an ongoing programme requirement. These are summarised below and should be considered in all data collection and needs assessment activities.

1.1 Stakeholder involvement

The purpose of collecting data and assessing needs should be established in agreement with all relevant stakeholders, and results shared with them. This is particularly applicable for data collected from the affected communities themselves.

1.2 Coordination

Organisations conducting MRE projects should be committed to coordination, when collecting and analysing data for needs assessment. In particular, they should:

- Use information from existing assessments, when available, to avoid unnecessary duplication; if using secondary data, it should be checked to make sure it is up-to-date and accurate;
- Share the results of their own assessments; in particular, they should provide information feedback to the national mine action centre (MAC) and the national mine action authority (NMAA); and
- Consider joint needs assessments.

To facilitate coordination, project managers or those responsible for implementing MRE should identify potential partners and discuss potential solutions with them. They should identify gaps and opportunities for partnerships and define the duration and purpose of partnerships. They should also consider the relevance of the chosen partner in the short-, medium- and long-term (i.e. in emergency, transition and rehabilitation, and development contexts).

1.3 Integration

To ensure integration of MRE with other mine action activities, as well as those of other relevant sectors (e.g. relief and development), a needs assessment should gather information not only from MRE and mine action organisations but also from other organisations and authorities (e.g. police, education, health, social welfare and agriculture sectors, civil society organisations, hospitals and rehabilitation centres).

Data should be collected and reported according to a national standard (where this exists), and all information on suspected mine- and ERW-contaminated areas or, subject to rules of confidentiality, concerning mine victims should be widely shared with all relevant mine action organisations, either by the collecting agency directly or through a MAC or NMAA, where these exist.

1.4 Community participation and empowerment

Where possible, the process of needs assessment should actively involve the at-risk communities. Methods to ensure community involvement and participation (in the assessment itself as well as in the proposed projects afterwards) should be a concern in planning a needs assessment.

Wherever possible, participatory approaches should be employed to generate interest and ownership at the community level from the very beginning of the MRE project or programme.

1.5 Information management and exchange

Organisations conducting MRE needs assessments should:

- Draw on information from existing sources;
- Use terminology and categorisation that is consistent with the national mine action information system and, wherever possible, should use nationally agreed data collection forms; and
- Make use of all appropriate informants, such as the village committee, village elders, ex-combatants, women's groups, village deminers, teachers, out-of-school children, and religious groups.

1.6 Appropriate targeting

The needs assessment should address the different needs, vulnerabilities and expectations of various groups and should be sensitive to culture, gender, age, and so on. A review of existing community social networks, key community opinion leaders and local development committees should be included in the needs assessment.

1.7 Education

The design of safety messages, and where applicable the curriculum, should be based on information collected during the needs assessment to enable the teaching of valid behaviours known to reduce mine/ERW risks.

The identification of local needs and capacities connected with education and message delivery should be considered when undertaking a needs assessment. Needs assessments should gather information relating the existing skills, knowledge, attitudes, structures and practices that may be relevant for the intended projects. Consider, for example, the different focus of public information or peer education projects.

1.8 Training

The training provided to staff conducting needs assessment should ensure that members of staff:

- Understand the reason for collecting the data and how it will be analysed;
- Are aware of the safety standards that shall be applied when conducting assessment and are not put at unnecessary risk; and
- Are provided with comprehensive and ongoing training, including in relation to norms and ethical standards for collecting data and conducting a needs assessment.

2. Needs assessment: An overview

2.1 What is a needs assessment?

A needs assessment is the process of systematically collecting and analysing information in order to identify *who* is at risk, *why*, and *what* can be done about it. Annex 1 contains a suggested list of information to be collected. The assessment should be done in close liaison with clearance organisations where these exist. A good needs assessment should be the first stage in the planning process and assist in identifying:

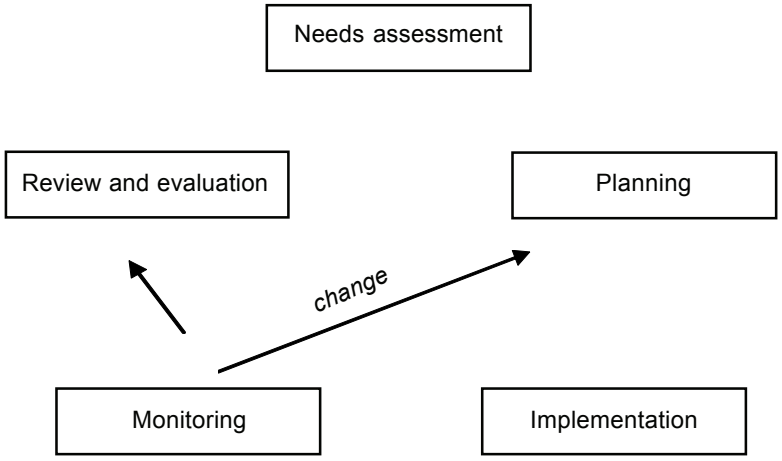
- **The location of the problem.** How widespread (or contained) is the problem?
- **Who is most at risk.** This may be specific social groups, those doing certain jobs, specific age groups, or those undertaking specific risk-taking activities, either knowingly or unknowingly.
- **The level of risk.** Different groups will face different levels of risk — knowing this allows for prioritisation of programming and more effective targeting of information.
- **Contributing factors.** In the analysis, all factors contributing to risk need to be identified and listed. These factors then need to be sorted into a logical order to try to identify the causes of injuries from all explosive remnants of war (ERW); that is, the series of factors or events that lead to someone being exposed to risk (*see Annex 2 for a list of "risk-taking predisposition factors"*).
- **The medical response.** What happens to victims and their families? What medical and other support facilities are available?
- **Potential partners.** This may be community groups, existing local or international NGOs, government bodies, or, in areas where there is no government control, parts of rebel structures (where feasible and appropriate).
- **Change agents.** Who or what are considered to be respected and

authoritative sources of information and authority in the community, and could they possibly be used to assist dissemination of MRE information?

- **Existing programming.** Mine action programmes may already be operating, or there may be ongoing relief or development projects or programmes that could benefit from MRE or mine action projects in their area. See whether MRE projects could develop links with any of these projects or programmes to strengthen MRE delivery.
- **How information is spread.** The assessment should find out what are the important communication channels — either the traditional community means by which information is shared or the wider media, such as radio, papers, or government channels.
- **MRE programme objectives.** What should the programme seek to do, how should it seek to do it, by when, and what will be required to achieve its goals? Of course, it may become clear after a needs assessment that an MRE programme is not appropriate or necessary, or that other non-educational interventions are more appropriate.
- **Baseline data.** Ideally, a statistically valid sample (*see Section 5.6 below*) will provide baseline data of knowledge and practice which can be used to compare the effectiveness of future MRE programming.

As the first stage of the project cycle (*see Figure 1*) the needs assessment informs and influences all subsequent events. It should be used to develop measurable impact and outcome objectives, identify indicators which will show the programme's progress towards reaching its objectives, and support the strategy that will underpin the programme. The assessment should also try to identify which approaches, or range of approaches, are likely to have the most impact at the lowest cost.

Figure 1. The project cycle



2.2 Main stages in a needs assessment

A needs assessment can be divided into four main stages:

1. **Preparation.** At the end of this stage, you should know where you need to go, how and what information you will collect, as well as the training and resource requirements for the process. (*see Section 3.1*)
2. **Data collection.** This will provide the evidence you need for your assessment. Data needs to be edited for accuracy and then stored so it can be analysed. (*see Section 3.2*)
3. **Data analysis.** The close investigation of the data collected, "unpicking" it to see if there are important issues that needed to be looked at in more detail, or understanding why certain events or mine accidents happen where and when they do. Understanding this will allow you to help tailor interventions to stop it happening again. (*see Section 3.3*)
4. **Presentation and programme planning.** Using the data and the analysis to develop objectives, prepare programme proposals and respond to the situation in a well-informed way is the ultimate objective of data collection. (*see Section 3.4*)

2.3 Why do a needs assessment?

It's simple! If you don't know what the problem is, how can you respond to it? At the planning stage of a new programme, information about the main issues and the context in which the programme will operate is a vital platform on which to base your work. For example:

- Is the problem caused by mines or ERW?
- Who are being injured or killed?
- What were they doing at the time that put them at risk?
- What were the underlying causes of risk (e.g. lack of knowledge, inadequate mine action response, economic or survival pressures)?
- How widespread is the problem — throughout the country or in specific areas?
- Are victim numbers high or low?
- Are there seasonal variations to the victim statistics?

These are just some of the basic questions that a needs assessment will seek to answer. The answers will vary substantially from country to country, but all will considerably affect the shape and content of the MRE programme.

However, while this seems obvious, the reality is that needs assessments are rarely done, and even more rarely done well. Amid the confusion and pressure of programming ***common sense*** and ***the obvious*** are often lost in the jungle of organisational procedures and competition between agencies.

It is important not to ***assume*** you know the nature and scope of the mine/ERW problem. Simply because you may be aware of the impact of mines and ERW in another country or context does not mean the situation is the same in the one you are studying. Research has shown that communication material designed for one country does not work effectively in others. Similarly, trying to implement a programme designed for one country in another location will usually be a waste of time and resources.

So avoid making assumptions. It is always best to check with those who have first-hand experience of the problem. You may feel you are asking an obvious or foolish question, but you will look much more foolish if you don't check and are subsequently found to be wrong.

It is crucial that a needs assessment is undertaken as soon as possible at the start of an intervention, although obviously the methodology and timescale will vary depending on the specific context. Particularly in emergencies, but also in other programming contexts (often related to donors and the availability of funding), there is a pressure to "not just stand there — do something!"

But remember that poor planning and coordination are often the biggest blocks to effective and efficient programming in almost all emergency or post-conflict scenarios. These lead to unnecessary deaths and suffering. So investing time at the beginning in undertaking a needs assessment will, in all likelihood:

- Save time;
- Save resources;
- Improve programme focus and impact; and therefore
- Save lives.

In addition, it will highlight the professional nature of you and your organisation, and thus help in attracting future funding, should this be required.

Emergency programming is covered elsewhere (*see Guidebook 9 in this Series*). It is worth noting, however, that needs assessments for emergency and transitional programmes have often been overlooked as MRE organisations are required not simply to respond, but to be ***seen*** to be responding. And once programmes are started they generate their own momentum — and can rarely be turned around easily.

In situations where access, and possibly security, is poor, and resources for a detailed evaluation are not available, a "quick and dirty" needs assessment is perfectly acceptable — and certainly better than no assessment at all. An initial rapid assessment will not provide detailed and statistically valid information, but it will allow you to test your initial assumptions and to check whether these are correct or need adjusting. Remember, you can always conduct — or join in — a more thorough needs assessment later.

2.4 How long does a needs assessment take?

The simple answer is **as long as is necessary to collect adequate and accurate information**. In reality, however, many factors affect the length of time available or required. These include the internal and external factors outlined below. It is necessary to consider these issues and then to determine how long is realistically required (or if there is a deadline, the time available).

2.4.1 Internal factors

- **Time.** Are there internal organisational pressures that mean you face a particular deadline?
- **Funding available.** Often there is a "chicken and egg" situation: needs assessments are used to determine whether there is a need, and the scale

and nature of any programme intervention, and on the basis of this information a programme proposal can be written. With some organisations this may mean there is limited funding available at this stage of the project cycle.

- **Staff.** How many people are available to support the assessment? Will you be able to field a large number of staff over a few days, or a small number over a longer period? Will you be able to second staff from your own organisation or is it necessary to hire — and train — outsiders to assist you?
- **Vehicles/transport.** Access to transport is always an issue for almost all organisations. Needs assessments can be very demand-heavy for vehicles. This will affect the time you have available for an assessment.
- **Staff skills.** The skills and knowledge of staff will determine how much training is required prior to beginning data collection. Sometimes staff may be experienced in data collection but not in mine action, while at others staff may know about mine action but never have been involved in a needs assessment. It is necessary to ensure sufficient time is given to training staff, not only in the specific skills required in collecting the data, but also to explain why this information is important.
- **Methodology.** This will be determined by the urgency of the programme, access, resources, size of the affected area, and so on. A participatory approach has many advantages, but may be more time-consuming than one which is less participatory (*see Section 5.1 for more information*). Qualitative data gathering is less rigid, and requires fewer staff, but they need to be well trained.

2.4.2 External factors

- **Size of country.** The bigger the area being assessed, the longer the process will take, particularly if there is a great deal of diversity within mine-affected areas (*see below*).
- **ERW problem.** Is it necessary to cover a large area or is the threat from ERW limited to specific geographic areas?
- **Accessibility.** In some countries, certain areas with a suspected mine problem will not be accessible, or accessing them requires substantial and time-consuming negotiation. Areas of ongoing conflict, or those under the control of a rebel organisation, will hamper access from government-held areas, and *vice versa*.
- **Diversity.** The more similar the area (e.g. in terms of economic/agricultural systems, geography, ethnicity, belief systems, religion, and language), the easier it will be to extrapolate information from one area to another and therefore to reduce the time required for the data collection.
- **External agencies.** Are there others who can assist in the assessment, whether with resources or with information? Can work be shared between a number of different agencies, either on a geographic basis or by sharing resources and activities? Such an approach, while often more complex from a training and management angle, may ultimately prove far quicker.

Of course, the luxury of time is often missing from MRE projects and programmes. Depending on methodology and context it is envisaged that a reasonably accurate assessment could be undertaken by a reasonably-well-resourced team in three to six weeks, depending on methodology and scale.

2.5 Who should do a needs assessment?

It is necessary to consider who will take responsibility for various aspects of a needs assessment. It is likely that some or all of the tasks in the check-list below will be included in a needs assessment. It is therefore important to be absolutely clear who will be responsible for undertaking each aspect.

So define at the beginning the level of participation and the tasks and responsibilities expected of the different participants. Sources of support and expected inputs should also be identified.

Ensure that you have the necessary interpreters for the local language(s). When using interpreters, ensure that they are fully aware of the purpose and objective of the assessment: brief them to ensure they do not discriminate against certain social groups, for example, children, or women, or ethnic minorities, or persons with disabilities.

Interpreters should be briefed to translate what is said, not to summarise or answer the question on the interviewees' behalf. Also ensure that sufficient time is set aside for translating and testing questionnaires and the written material required for the assessment.

The assessment team will be determined by the resources available to the organisation, particularly time and cost. When using a team the following should be considered:

- All teams should include at least one woman, and all members of the team should be trained in gender awareness to ensure a balanced perspective;
- There should be a balance of technical expertise including experience in:
  - mine risk education,
  - social survey techniques, and
  - emergency/development management experience;
- There should be a balance of cultural perspectives — to ensure that the views of local people are properly understood; and
- There should be a balance of personnel who are familiar with the particular agency conducting the assessment and those who are not.

3. How to collect data for a needs assessment

The previous sections have outlined background issues concerning needs assessment. This section will focus on practical issues to be considered when designing a survey and how to go about organising this. Further detail on the many techniques used for data collection and needs assessments are in Section 5.

3.1 The process

Before selecting a research strategy, always work out a detailed study programme with a realistic timetable and budget. Make a checklist of tasks to be undertaken. Some of these are outlined below and discussed in greater detail in the various sections that follow.

The basic steps in a needs assessment are outlined below. They are listed as separate activities — but bear in mind some of these could overlap. For example, the design of survey forms and field-testing of tools may be carried out simultaneously with the training of fieldworkers.

3.1.1 Preparation of the assessment

Discussion and information review

Identify and discuss with those individuals, both within your organisation and outside, who can provide information on the mine and ERW problem and who may be able to generate useful ideas or highlight problems you may face. They may include government personnel, those working for mine action or relief/development organisations, along with embassies and diplomatic personnel. Don't forget, when you can access them, the members or representatives of communities affected by mines and ERW.

Develop the questions the assessment is designed to answer

This should be in the form of a hypothesis your survey will prove or disprove

(such as " *there is a humanitarian mine problem severely impacting the lives and livelihoods of people in this area*"). This will usually be drawn up by the organisation or person managing and overseeing the survey.

Consider the variables that may influence the answer

As the name suggests, a variable is any characteristic that can vary. For example, when considering the developmental and humanitarian impact of landmines and ERW, variables can include; age, sex, occupation of victims, size of population, location of affected population, and geography of the area.

You will need to identify the key variables to be covered in the assessment and ensure that none is left out.

Consider who to ask

It will not be possible to interview or consult the entire population of a suspected area, so a sample population has to be chosen. This should, as far as possible, be representative of the whole population but the specific informants should be selected randomly to avoid bias.

Consider how best to ask the information

Will you collect information in a qualitative or quantitative manner? (*see Section 5.1*) Will you use a detailed questionnaire with tick boxes or ask open-ended questions (i.e. not ones that are answered with a "yes" or " no"answer)? Remember, open-ended questions can be supplemented with follow-up questions.

Who do you wish to ask: groups or individuals; in private or in public? Will this affect the answers you receive? Who will ask the questions — do you need a team or will you do it yourself?

Consider the logistical requirements and constraints

How many people will you require? For how long? What expertise must they have? Usually funding and transport issues, along with time constraints, will limit your work. Consider these carefully, meeting and negotiating with those responsible for providing these inputs.

If necessary revise your methodology at this stage before progressing further. It is from this stage you will start incurring costs.

Consider the design of the survey

Will it be a questionnaire? Consider if you wish to supplement your main methodology approach with another. For example, needs assessments usually use quantitative data which can be analysed using statistical methods to give precise estimates of ***what*** is happening (provided, of course, that the sample is representative and the tools used are reliable).

Qualitative information developed through participatory rural appraisal (PRA) techniques (*see Guidebook 6 for further details of standard PRA techniques*) can be used to help interpret the findings and understand ***why*** it is happening. Consider the implications for the training of field staff and the time required for data collection.

Consider how and where to field test

Once you have designed assessment tools these ***must*** be field-tested to make

sure they ask all the relevant questions, and that they are understood by those who will be answering them. It is very unusual, for example, for a questionnaire to be perfect first-time-around, particularly if it requires translation.

Plan a detailed timetable of activities

Consider how long you need to recruit staff, train, develop materials, collect the data, and analyse and present the information. Make sure this is realistic and takes into account travel, public holidays, the best time of day to reach the target population, the time needed for data collection, and so on.

3.1.2 Data collection

Train fieldworkers in data collection (*see Section 5.8*)

It is important that data is collected in a consistent manner and avoids bias. It may be necessary for substantial training time to be devoted to data collection techniques. Provide guidelines on how to ask questions, how to select interviewees, and how to collate data. Supervisors will probably be necessary to help with quality control.

Undertake a pilot survey/pre-test

A pre-test will help to ensure that both the tools and the fieldworkers are functioning as intended, to identify any problems, and to make necessary changes before "going live".

Collect data

Ensure that staff are supported in the field, that data is checked ***as soon as it comes in*** and that any errors or potential problems are identified and resolved as soon as possible. This may require refresher training during the data collection phase.

3.1.3 Data analysis

Collate data

On completion of data collection the entire teams should assist in analysing data, being careful to compare variables such as age, sex, and occupation.

Identify trends

Identify what is happening to whom. If you have gathered qualitative data you should also be able to identify ***why*** this is happening and possibly be able to state what factors promote risk-taking (*see Annex 2*). If you are unable to identify ***why***, it will be almost impossible to develop an effective strategy of assistance.

Summarise data

Present data in an accessible manner. Using charts and tables may make it easier for the reader to identify trends. Reports should be as short as possible. If it is necessary to include details of the survey, include these in an appendix wherever possible, not in the main report.

3.1.4 Present, discuss and use findings

Promote it!

Once completed, the report should be circulated widely and, wherever possible, a verbal presentation made. This should highlight the key findings and areas you wish to draw attention to. Using visual aids, such as charts, and PowerPoint can be extremely effective. Leave plenty of time for questions from your audience.

Use it!

Remember that the results of a needs assessment need to be used effectively. A needs assessment is only one stage in a process, it is now necessary to use this information to develop objectives and methodologies for developing a MRE response to the problems identified.

3.2 Common mistakes

Be careful of certain pitfalls. Remember, a needs assessment is not simply about *getting* the information:

Make sure you are sufficiently well prepared.

Agreeing methodologies, preparing questionnaires (including field testing), training data gatherers, and so on, all takes time. Poor training may make much of the data collected unusable, making the entire needs assessment much less useful than it should have been.

Likewise, spend sufficient time designing your tools and be clear as to what you wish to ask. It is rarely possible to change what you are asking once the process has started.

In sum, think carefully what you need to know, and make sure that you and the team know how this is to be collected and why. Pre-test everything.

Make sure you have enough time for analysis.

Often a great deal of time is spent collecting information, but too little time given to preparing for it, or analysing it. Pressures on staff time, organisational priorities and outside events mean that there is a temptation to rush the analysis of data.

Ensure you have sufficient time to carefully examine information collected, determine trends, implications and the age or gender differences among those answering. Insufficient analysis may mean a poorly designed programme. Getting it right at the start is much easier than correcting a programme midway through, so ensure that a needs assessment is sufficiently resourced — and that includes sufficient time.

In sum, turn *data* into *information*. Be careful to ensure you have enough time to discover what your data collection has uncovered.

Make sure you share your data with those who need it.

Time often runs out, leaving not enough for consultation and presentation of findings. There is no point in undertaking a possibly expensive and resource-intensive needs assessment if this is not shared, and quickly.

Often there is the temptation once the work is done to move on and focus on the next job. Present the results. Share them widely. And not just with other MRE organisations, but also with mine clearance, or relief or development agencies, and, wherever possible, the affected communities themselves. This will give you a chance to double check your findings.

Additionally, how you share the results is important. Simply sending a large paper report to someone does not mean it is read or understood. Arrange a verbal feedback to stakeholders in which you can present the key facts and findings, and at which they can ask questions.

In sum, be clear about who would benefit from the findings and make sure you share the information with them in an accessible manner, including the affected communities themselves.

4. An overview of data collection

Data is collected to help in assessing needs, to monitor ongoing projects and programmes, and to assist in evaluations. Data gathering is not an objective or an end in itself, but it is crucial to the success of a project or programme. Data is collected to support quality programming — ensuring lives are saved and objectives met successfully.

4.1 Why collect data?

It is obviously important to know *why* you are collecting data, *who* it is for and *what* it will be used for, and to *share* this information with those collecting it. So be clear what your objective is when collecting data.

MRE programmes have rightly been criticised in the past for not adequately measuring the results of their work or not monitoring factors that influence risk, and for not proving to donors or the clearance community that what they do achieves results. Partly this is due to weak — or, at times, non-existent — data collection.

So plan your data collection from the start. Without it, donors will not know whether their money has been used effectively and may not provide further funding, while clearance bodies will continue to question why funding that could be used in clearance is being "wasted" on MRE.

In fact, MRE data has many uses:

- **As a priority-setting tool.**

Data should be used to identify what needs to be done and to ensure the programme or project remains on track to attain its goals.

Obtaining information on, for example, the location and frequency of deaths or injuries, as well as other socio-economic impacts from landmines and ERW, assists staff to adjust programming content and focus to those who require it most.

- **As a means of ensuring quality.**

Data should be collected from the community concerning their perception of the mine action programme, including the work of clearance and MRE activities. This helps to ensure we can adjust programme delivery and respond to gaps in programmes when these are brought to our attention, improving programme impact as a result.

- **As a tool to strengthen the community liaison content of the programme.**

Community liaison is a two-way process. Regularly interacting with communities to obtain their input and feedback provides a point of contact with them and enables a greater sense of ownership of the MRE. It also provides a channel for future dialogue on mine action issues — for example, linking with communities during clearance activity to ensure it is in keeping with community needs and priorities.

- **As a monitoring and evaluation tool.**

Data should be used to determine whether the programme has attained, or is on track to attain, its objectives. This is greatly assisted if baseline data is collected at the very initial stage of the programme. Possibly this can be combined as part of the needs assessment.

- **As a means to measure programme impact over time.**

By undertaking a baseline survey at (or near) the start of a programme, over time it will be possible to determine how well communities have absorbed messages provided by MRE organisations, as well as measuring how effectively mine action and community initiatives have managed to reduce death and injury as a result of mines and ERW.

- **As a tool for learning.**

Gathering information on what works and what does not, allows not only programmes but also other mine action and MRE organisations to improve over time.

Objectively analysing the cost-benefit of different approaches and the rationale for undertaking certain types of programming over others assists in the development of more rigorous and focused programmes.

- **As a tool for internal reporting.**

While counting organisational outputs such as posters produced, presentations given and individuals addressed is of limited use, reporting accident rates and disaggregating these into age, activity, gender and occupation can be reported. This in turn can lead to a greater and more comprehensive knowledge of the effect mines have on a community, and may allow for improved programming in response to this.

4.2 Who is data collected for?

There are a number of potential users of data collected:

1. **The mine action community.**

Mine action ultimately seeks to overcome the obstacles to regeneration and development that mines and ERW represent. Physically removing the mines is not the overriding priority, but rather removing the threat they pose and alleviating the suffering they cause.

Data collection linked to MRE is a vital step in establishing a mine action strategy, providing a means by which the mine action community can monitor the progress of its work, receive community feedback on mine contamination, and contribute to priority setting procedures.

2. The victim assistance community.

One of the five main pillars of mine action is victim assistance, although operationally it is more a responsibility of the health and development community. No distinction should be made between mine victims and other victims, whether of conflict or accidents, therefore to assist victims of mine accidents is in fact to assist the health care system as a whole.

Where victim assistance programmes and mine action programmes largely find common ground is through data collection and exchange. The community liaison and mobilisation that comes with MRE data collection provides an overview of the situation of mine and other war victims at a community level. Victim details are recorded and through this process the needs of a victim and his/her family can be assessed and referred to agencies or organisations that can provide medical and psychiatric support, as necessary.

3. The rehabilitation/development community.

Community liaison and other MRE work can provide the means by which organisations outside the narrow field of mine action can be identified and linked to communities requiring their assistance. Of the mine action disciplines, MRE and community liaison activities, and the staff that undertake them, are best positioned to reflect and express the needs of communities affected by mines and ERW. By using the contacts and the data collection component of MRE programmes, mine action can begin to address the wider needs of the community.

By building on the socio-economic data generated by a landmine impact survey (assuming this exists) and updating information on a regular basis, mine action can seek to address the mine problem at local, regional and national levels.

4.3 What data to collect

The golden rule is to collect the minimum data ***necessary***. The temptation is to ask too much, which often means that teams gather poorer quality data and analyse even less. Collect only what you know you can use. This means thinking very clearly from the start what information you will need and use.

The information you need will vary over time, and from context to context. If a national needs assessment has been undertaken it may be appropriate to collect local information to supplement or update this. For example, if a needs assessment has generated information about the sources people rely on for obtaining news in their community, try to keep this information relevant. It may change over time or as people's circumstances change. Thus, a population previously relying on radio as a primary means of receiving information may not have the same access if forced to flee, becoming displaced or refugees.

Annex 1 provides an example of possible data to be collected. In reality, information gathered may include some, but probably not all, of that listed below. What is collected is very context specific, but may include:

- **Socio-economic information.**

As the community liaison approach has developed, so has the recognition of the importance of collecting socio-economic data. This means taking an in-depth look at the exact ways mines and ERW affect a particular community, and how these impacts can be reduced or eliminated. Data could therefore be collected on how mines and ERW restrict a community (or a particular section of the community) in access to resources such as water, wood or fields. With this information an MRE/community liaison programme is more able to work with those communities, making links with relief and development NGOs and resource providers.

- **Information on movement.**

Mobile populations cause particular challenges for all relief and development disciplines, including MRE programmes. Internally displaced persons (IDPs) and refugees (or returnees) are often those most in need of MRE and protection against mines and ERW. They often lack knowledge about local conditions and, by moving, expose themselves to the danger of mines and ERW over a wider area.

Designing MRE messages and methodologies for groups on the move is always difficult: but having up-to-date information about movement patterns, numbers, location, and cultural and communication mechanisms allows for the design and modification of a programme in support of such groups.

- **Casualty and victim information.**

Numbers of victims and their age, sex and occupation, along with some detail as to when incidents happened and, if possible, what caused them, are all extremely useful for MRE programming. This information can be used to ensure mine victims receive ongoing assistance, as well as providing information on the scale, location and type of threat.

A model casualty data form that can be adapted for other programmes can be found in Annex 3.

- **Behavioural information**

In years gone by, it was assumed that people step on landmines or handle ERW by chance. In reality, the reasons individuals have mine accidents are very complex. An individual's risk-taking behaviour is dependent on a number of factors, some intentional, some voluntary, some neither. We can divide risk takers into five broad categories:

  - ***The Unaware*** (the person doesn't know about the danger of mines or ERW);
  - ***The Uninformed*** (the person knows about mines but doesn't know about safe behaviour);
  - ***The Misinformed*** (the person has been given the wrong messages or thinks, wrongly, that he or she knows about safe behaviour);
  - ***The Reckless*** (the victim knows about mine-safe behaviour but deliberately ignores it); and
  - ***The Forced*** (the victim has no option but to intentionally adopt unsafe behaviour in order to survive).

Unintentional risk-taking (the unaware and the uninformed or misinformed) can often be the result of pure curiosity or lack of knowledge about the actual threat. This tends to happen to children and individuals on the move, such as refugees and the internally displaced. Overall knowledge and perception of risk

are important issues to assess early on. Changes in the overall scope and awareness as well as the perception of risk can be a strong indicator of success or progress.

Intentional risk-taking (the reckless and the forced) is more nuanced and therefore much more difficult for an MRE programme to attempt to modify or change. Information on belief in fate, feelings of invincibility, adventure seeking and economic necessity (linked to socio-economic issues mentioned above) are all required.

Don't ignore the issue of intentional risk-taking, but remember that a series of negative "do not" messages are inadequate. In such circumstances messages need to be realistic and achievable, otherwise they will lose credibility and be ignored. Additionally, you need to ensure that messages are practical and "doable" and provide realistic alternative ways of doing things that reflect resources available to the population.

Individual perception and understanding of the issue of mines and ERW is therefore an important issue to monitor as the MRE/clearance programme continues, and as this and other socio-economic factors start to bring changes to the community.

- **Communication information.**

To provide information you need to know how people receive information. What are the trusted and accessible channels through which people receive information? When does communication take place (for example, when do people listen to the radio, or have time to sit and talk)? Is there a difference due to age or sex? What means of communication do people not have access to? Why? Does this apply to all the community or only a part of it? Which part?

Asking these questions will make it much easier to design a programme that successfully accesses the communities in which the programme is focused. Communication issues are included in the model knowledge, attitudes and practice (KAP) survey in Annex 4.

Linked to this issue is literacy. Mines usually impact greatest on rural communities — and these are often areas of widespread illiteracy, low schooling levels and often a lack of familiarity with written communication of any kind. Electronic and printed media are therefore usually inappropriate, and targeting such groups requires a very community-based approach combined with precise programme planning and design.

- **Direct feedback from communities.**

Obtaining information from the community — not only leaders but all sections — can be one of the quickest and effective means of obtaining information on whether a programme is well targeted and having an impact. In essence, all data collection is ***indirect*** feedback from communities — so think about setting up ***direct*** feedback, through, for example, a focus group (or possibly a mine action committee also tasked with other functions). Such groups can periodically reflect on the programme and consider how it can be improved. This is the key user group for your information or MRE programme, and consulting them on whether they feel the programme is meeting their needs is a simple and effective indicator of impact.

- **Mine-specific factors.**

Obtaining information from target communities on their ability to recognise mines/ERW, and the areas where these may be found, may be a further indicator

of programme success. Baseline data gathering will show a certain (possibly low) level of knowledge. Over time, an effective MRE programme should result in a greater capacity to identify (and hopefully avoid) dangerous areas. Cross-referencing this information with socio-economic and victim data will ideally show that mine accident trends are reducing. So, following the collection of baseline data through a survey process, mine casualty surveillance is important for effective targeting and prioritisation of MRE, as explained below.

Victim surveillance

Information on the number of victims and their profiles is of obvious importance, not only for MRE but also to ensure ongoing assistance to mine victims. For example, ask questions such as:

- Have there been mine or ERW accidents in the area within the last year?
- Who had the accidents?
- What were they doing at the time?
- Have the victims received medical treatment? If so, where and what form?
- Is assistance ongoing or have medical needs gone unmet?

An example of a casualty surveillance form can be found in Annex 3. Note that this was designed for a specific country and cannot simply be copied completely to another context. It should, however, prove a useful model to adapt to your particular context.

4.4 Do's and don'ts of data collection

There are a number of practical and ethical issues related to the collection of data and information from the community that should be respected:

- **Avoid information bias.**

Who you ask for information, where you ask it, and when you ask it will all introduce a bias to the results. For example, men will have a different worldview and different priorities from women, children will differ from adults and the richer will differ from the poorer. Try to ensure that data and information are received from a cross-section of the community, not simply one part of it.

How questions are asked (for example, if the questioner is in a hurry, the tone of voice used or body language) may encourage people to answer in a particular way. Likewise, the attitude of the questioner towards particular groups (women, children, ethnic minorities) may affect the way questions are asked and answers recorded. Careful training should be undertaken to minimise the influence of these factors.

Who researchers are — their gender, social and educational background — may affect the way that people respond to them. Interviewers should be carefully selected and trained and given clear guidelines on how to conduct their interviews.

How questions are translated may affect their meaning, and therefore the answers received. Language should be as simple as possible and translation should be undertaken carefully. A good check is to arrange for someone else to retranslate back to the original language.

- **Ensure a representative sample.**

Of great importance, particularly for needs assessments providing baseline data against which change is going to be measured, is to ensure that samples are representative. This means that they should reflect the population in general — by sex, age, and nature of the problems faced.

- **Don't rely on only one source.**

It is important that you obtain information as widely as possible to help avoid information bias. Checking accuracy by obtaining information from as many different sources as possible — at least three, if at all possible — should allow you to obtain a clearer and a more accurate view of the situation.

- **Respect confidentiality.**

Discussion of mines and their locations can be difficult in countries emerging from conflict. Confidentiality is often required for some information and it is crucial that this be respected if the trust of the community is to be maintained.

- **Ensure informed consent is received.**

Linked to the issue of confidentiality, you must explain who you are and why you are collecting information and what will be done with it. If you wish to take a testimonial or pictures from someone, be sure they are clear they know what you intend to do with it and that they are happy with this.

- **Provide feedback.**

Wherever possible, provide feedback to a community on what you have found out. This not only shows them respect, including for the time they have given you, it also enables you to double-check your data. It also helps counter the problems communities face of being "over surveyed" — being asked similar questions on a regular basis without seeing any issues resolved. Be careful, however, not to raise their expectations by implying that mine action will start immediately.

- **Try to mainstream data collection.**

Over time, MRE programming should seek to be mainstreamed with other ongoing information, education, and health activities. Ideally, ongoing collection of data should also be mainstreamed in a similar manner. This demands closer coordination with other relevant sectors than has so far been the case in most MRE programmes.

- **Share information received.**

It is crucial that data — once it has been analysed and collated — should be shared as widely as possible with the mine action community, and other relief/development organisations or bodies. Refusing to share information gathered will lead to inefficient programming, possible duplication of information collection and may result in less accurate information as communities become irritated with answering similar questions.

- **Credit the source of information.**

When data is taken from secondary sources (i.e. someone else collected it first-hand), the original source should be fully referenced as the owner of the data.

5. How to collect data

5.1 Qualitative and quantitative data

This section looks at appropriate techniques for collecting data. For more information on these, see for instance P. Nichols, *Social Survey Methods: A Fieldguide for Development Workers*.[1]

5.1.1 Quantitative methods

Quantitative research methods are used to collect data which can be analysed in a numerical way. They ask questions such as: ***Who***; ***What***; ***When***; ***Where***; ***How much***; ***How many***; ***How often***?

Indicators are either counted or measured, or questions are asked according to a questionnaire designed so that answers can be coded and analysed numerically. For example, a quantitative survey in support of an MRE programme might try to find out how many adolescents received MRE messages, how many did not, and whether this is statistically related to their socio-economic status, education, age, sex, distance from the village, or ethnicity.

Statistical analysis of quantitative data can generate a description of the findings in terms of averages, ratios, or ranges. This is useful when you need to:

- Provide accurate, precise data, e.g. the exact number of mine deaths during the last year;
- Have a broad view of a whole population, e.g. exact percentages affected by mines and/or ERW;
- Identify major differences within a population, and find out which sectors of the population are worst affected;
- Test whether there is a statistical relationship between a problem and an apparent cause (e.g. death rates in an area of mine/ERW contamination);
- Generate evidence that a certain problem exists, or that a particular strategy is achieving positive results (e.g. that an MRE communication campaign

has lead to greater knowledge about mines and ERW); and
- Establish baseline information that can later be used for evaluating the impact of a MRE programme.

It is only possible, though, to achieve these aims if the sample is representative, otherwise you will only be able to measure frequencies for the particular group sampled.

Surveys are the most common quantitative research tool. They are often used in development work to:
- Look at the size and distribution of a specific problem (e.g. mine/ERW impact);
- Investigate the characteristics of a population (but you need to keep these relevant, e.g. literacy levels are useful information);
- Look at the relationship between different variables to see if there is a pattern (e.g. age or activity and injury rates from mines/ERW);
- Collect baseline data on selected indicators early in a programme, which can be compared with data collected later to see whether the programme has had any impact;
- Identify the project beneficiaries: household data can be used to understand in detail the needs of communities; and
- Collect epidemiological data on a mine problem: e.g. identifying the population at risk or looking at trends.

5.1.2 Qualitative methods

Qualitative research methods are designed to help build up an in-depth picture from a relatively small sample of people as to how communities function, what the key relationships are, and how different aspects of life are linked together. They also reveal how people view and understand their own situations and problems, and what their priorities are.

Research is flexible, questions are asked in an open-ended way and the findings are analysed as data is collected. This means that the design of a study can be adjusted to follow up on significant or surprising findings as they are identified. The research focuses on the questions *how* and *why*. For example, a qualitative survey in support of an MRE project or programme might find why adolescents do not attend MRE sessions, look at their experience of receiving MRE and try to understand how this affects their behaviour.

Qualitative methods, such as discussion and observation, are used informally all the time, but the results can be impressionistic and subjective. However, when qualitative research is done in a systematic way, the findings are as reliable and as objective as those produced by quantitative methods. Remember that quantitative methods are only reliable if a representative sample is used and if the tools are consistently applied.

Qualitative methodologies are useful when:
- Planning a project or programme focusing on social change;
- A thorough understanding of a topic in a particular context is required — e.g. the impact of the mine problem in a particular area;
- Information is needed about what people think about their situation or a

problem, and what their priorities are;
- Selecting appropriate indicators for qualitative change (e.g. to show whether a situation is getting better or worse); and
- There is a shortage of time and money (this approach is often cheaper and quicker than quantitative surveys).

The real decision is deciding when to use the different methods. Neither approach excludes the use of the other, and often the two are best used together. For example, in a quantitative study, qualitative methods can be used to develop an appropriate questionnaire, to gather detailed information about selected issues, and to explore the reasons behind relationships which have been discovered by quantitative survey. However, whatever method is used, you will only gather valid information if the research is carried out in a systematic manner with proper planning, execution and analysis.

When deciding on the method to be used, you need to consider three important issues:

- **The information required.**

To define the information required, begin by asking yourself what is the problem you wish to investigate (e.g. do you want to know the size of the mine problem, or why a particular group is most at risk?). Then draw out the questions you need to answer (e.g. why are most adolescents continuing with risk behaviour?).

- **The purpose of the exercise.**

Next, consider what you need the information for. If you need to demonstrate a problem to other organisations or bodies, quantitative data is more widely believed to be objective, and so may be needed to support requests for assistance from donors.

Qualitative methods can highlight nuances and highlight diversity, and are often more useful for understanding an issue. If the main purpose is to improve delivery of programmes or to review programming to date, qualitative approaches may be more appropriate.

- **The availability of resources.**

Quantitative approaches are generally more costly in terms of assets, human resources and time. Qualitative approaches require specific skills, particularly in the analysis of findings, and may require substantial training time, but can be used effectively for a quick assessment of a situation and are more suitable when time and resources are limited.

5.2 Sources of data

Sources for data collection can be divided into two main groups: primary and secondary data.

5.2.1 Primary data

Primary data is data that you, or your organisation, have collected direct from the source, and which you have analysed and collated. Examples include needs assessment surveys, information about victims and ongoing monitoring data.

5.2.2 Secondary data

Secondary data is data that has been collected, collated and analysed by other agencies or bodies, but which is useful and relevant for your needs. Examples might include information received from central government reports, census data, reports or evaluations from donor bodies of other agencies, project reports and baseline data. Analysing secondary data will highlight gaps, issues for further investigation and provide you with a better "feel" for the situation.

Data you may consider using include:

- **At community level.**

Some or all of the following may be useful contacts: mine/ERW survivors, local community leaders, teachers, soldiers, religious or spiritual leaders, village elders, women's groups, health officials, prominent business people, and children's clubs.

Remember to provide feedback — you are under an obligation to share findings with the community. If the community perceives a benefit from you sharing information they will be more willing to assist in future.

Ideally you should seek to establish an ongoing information source — one that you can go back to regularly to obtain updates.

- **At district level.**

Hospitals and government administrators should be approached as providers of data, particularly on victim rates and assistance follow-up. Trends in accident statistics and similar issues can be more clearly identified at district level, and information may be more accurate. When carried out through an institution data collection may be more reliable and provide a broader picture.

- **At national level.**

Relevant ministries (particularly education, health, social welfare, planning and agriculture); mine action centres (or their national equivalent) are good points of contact, along with donors, embassies, the International Committee of the Red Cross and other relief or development or mine action NGOs.

Additionally a landmine impact survey (LIS), if it has been conducted, will provide useful information (especially on severely impacted communities); data will normally be held by the national mine action centre.

General surveys will provide data on the extent of landmine and ERW contamination around a community.

Technical surveys provide more detailed information on the precise extent of mine contamination: they aim to delineate the perimeter of mined or dangerous areas. They should normally provide more details on the types of mines and ERW found in the area.

Post-clearance documentation, conducted in conjunction with mine clearance, should accurately record the area cleared.

MRE programmes will need to refer regularly to the information available as a result of mine action survey activity and orientate the programme accordingly. However, more specific information for MRE programming may still need to be collected.

5.3 Participatory techniques

This section looks at participatory techniques for data collection. Participatory techniques are key to qualitative methods of data gathering, and mainly focus around methodologies developed out of the participatory rural appraisal (PRA) and participatory learning and action (PLA) approaches. PLA and PRA techniques are forms of assessment based on the participation of a range of different people, not least those from the community affected by the planned or ongoing activity. The main difference is that with PLA the emphasis is on follow-up action to ensure that assessment leads to a change for the better in people's lives.

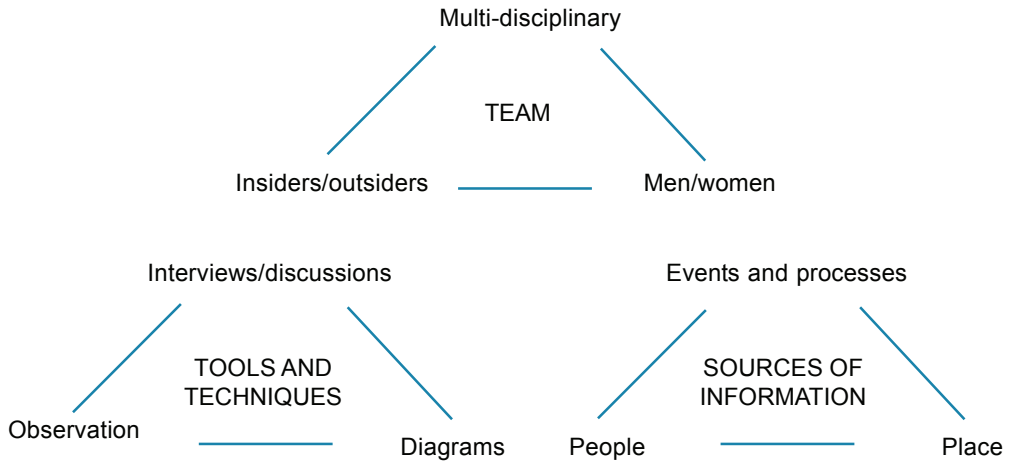
For more information on PRA and participatory data collection, see for instance L. Gosling and M. Edwards, *Toolkits: A Practical Guide to Monitoring, Evaluation and Impact Assessment*.[2] For more information on PLA techniques, see for instance, J.N. Pretty et al, *Participatory Learning and Action: A Trainer's Guide*.[3]

The aim of PLA and PRA techniques is for people to analyse their own situation — facilitated by researchers or data gatherers from outside — making it a very useful tool for any kind of community development activity. Such an approach facilitates ownership of the information by the community itself and is also very much an attitude or philosophy as well as a series of tools, since it is important for outsiders to show respect, support and interest for the views of the community.

5.3.1 Features of the PRA approach

The following are the key features of PRA:

Triangulation



Triangulation is a method for cross-checking qualitative information. Information is collected in different ways and from at least three sources to make sure it is reliable and accurate. This is done by:

- Using a multidisciplinary team with different skills, expertise and viewpoints;
- Using different tools and techniques for collecting and analysing information; and

- Collecting different information about the same problem from different sources.

Mixing techniques

Using different techniques can generate a greater depth of information. For example, direct observation may pick up different information from that which is gathered in interviews. Mapping the area may also do likewise.

Multi-disciplinary team

The multi-disciplinary team exploits the principle of using different people who will look at things differently, or look at different things, to obtain a deeper understanding of the situation. All team members should be involved in research design, data collection and analysis. Women should always be included in the team, and also, where possible, members of the community in question.

Flexibility and informality

Plans and research methods are semi-structured (*see below*) and are revised as the fieldwork proceeds. This allows the team to follow up on any unexpected findings and methods can be adapted to suit the situation.

Community-based.

Most of the activities are performed jointly with community members in as participatory a manner as possible.

On-the-spot analysis.

The team constantly reviews and analyses its findings to decide how to move forward. This approach builds on the increasing understanding that the team builds up over time and allows a change of focus as issues emerge.

5.3.2 Interviews and techniques

Semi-structured interviews

In this approach interviewers do not have a detailed questionnaire, but a checklist of questions related to each topic of interest. Follow-up questions can be added if necessary during the interview, and other questions left out when they appear to be irrelevant.

Ideally, the interview team should consist of two or more people. One asks the questions and discusses issues of concern with the interviewee or group; the other writes down the answers.

Analysing findings from semi-structured interviews is always more difficult than with questionnaires, since there will be a greater range of answers, different points will have been raised, and answers will often be long. One possibility is to try to summarise answers into the main points that were raised, and then create a limited number of categories. This will help to determine how many interviewees agreed or disagreed on issues. It is also very interesting for the reader of the final report if particularly revealing answers or views are recorded word-for-word.

When conducting semi-structured interviews consider the following:

- Begin questioning by referring to someone or something visible;
- Conduct the interview informally and mix questions with discussion;
- Be open-minded and objective;
- Carefully lead up to sensitive questions (e.g. deaths from landmines);
- Be aware of non-verbal signals and gestures;
- Avoid leading questions and value judgements;
- Avoid closed questions (i.e. those that can be answered with a simple "yes" or "no");
- Try to keep individual interviews to about 45 minutes or less; and
- Make sure group interviews never last more than two hours.

Be careful! It is not easy, especially after a few days of asking the same things. Try to avoid common mistakes such as:

- Failing to listen closely;
- Repeating the same question;
- Helping the interviewee give an answer;
- Asking vague or insensitive questions;
- Failing to judge answers (i.e. believing everything you are told);
- Asking leading questions (i.e. ones that prompt a specific answer);
- Letting the interview last too long;
- Over-generalising findings;
- Relying too much on answers from the richer parts of the community, or from men, or the educated;
- Ignoring information that does not fit with your preconceptions;
- Giving too much weight to quantitative data in the answers; and
- Incomplete note-taking.

For more information on semi-structured interviews, see for example the PRA training manual by J. Theis and H. Grady, *Participatory rural appraisal for community development: a training manual based on experiences in the Middle East and North Africa*.[4]

Individual interviews

A cross-section of people can be interviewed on the same topic to reveal a range of attitudes, opinions and behaviour. Be careful to select interviewees so as to give a good cross-section, and avoid interviewing only one part of the community e.g. the better educated.

When asked in relative privacy, answers may be more personal than in group interviews and may reveal conflicting views and discrepancies.

Key informant interviews

Interviewing specialists such as elders, teachers or administrators can sometimes provide more objective information, or a concentration of relatively informed information. Such "key informants" should be able to answer questions about the knowledge and behaviour of others and give a good overall view of the way different things impact on the community. They should receive several days' notice of the topics, to allow them to organise their thoughts.

The researcher must be alert to signs of fatigue, or competing concerns. Use a carefully prepared checklist, but keep questions open-ended. Informants may prefer

to give information in a small group to avoid community suspicions. Community members also benefit from hearing them.

Group interviews and discussions

Interviewing a group of people together provides access to the views, opinions and knowledge of several people at once, while also allowing for immediate cross-checking of information. Groups should be no larger than 20 to 25 people for optimum performance.

Group interviews are not good for revealing sensitive information, and they require an experienced facilitator to encourage each person to speak so as to prevent one or a few people dominating, to keep the discussion focused, and to summarise key points.

Focus group discussions

This is a small group of people (6 o 12) who are invited to discuss the topic in more detail and can be an ideal follow-on to a representational activity, such as a map, diagram or matrix. Key informant interviews can often develop into focus group interviews.

Focus groups can be useful for hearing from people who do not speak up at large meetings (such as women or children) or those who are on the margins of that community (for example, the poor or nomadic herders). The facilitator must keep the discussion (as the name implies) "focused" and should stop individuals dominating. For a focus group discussion to be successful you need:

- A comfortable location;
- No interruptions;
- An informal atmosphere;
- Trust between participants and facilitator;
- Understanding and agreement within the group about the reason for the discussion; and
- An effective means of recording the discussion.

5.3.3 Direct observation

This means observing events, relationship and behaviour systematically and recording these observations. This is a good way to cross-check people's answers to questions. Checklists can be used to ensure certain factors are noted, but ensure you leave space to also record the unexpected.

A great deal can be learned by simple observation. It is good if the research team can set aside time to share its observations, conclusions and findings. Observation usually generates questions for further investigation. Observation in company with a local guide usually precedes any kind of wandering around, which must await acceptance of the researcher by the local community. It is best to cultivate a habit of good recall, and to make notes later.

Casual, wandering around

This is usually done early on in the research, as soon as the researchers are comfortable. A local market is usually an excellent first stop, as it gives a useful

picture of what people produce, buy and sell, prices, and criteria for selection. But it is useful throughout a research period to set aside intermittent periods for casual observation.

Structured, counting (quantitative)

Quantitative observation can yield useful preliminary information on physical features: how many fields are being cultivated?; how many families own livestock?

Such information can be a useful check on what people tell you. For example, it is not uncommon for farmers to overestimate the area they have under cultivation (and therefore underestimate their yield per unit area).

Structured, sample (quantitative and qualitative)

After information is obtained on the total population, structured sample observations may be conducted for quantitative or qualitative estimation. The specific research design and experience will influence what is to be described or quantified, but might include such topics as grazing pressure or cultivation characteristics.

Transects

Transects are diagrams of the main land-use zones in the area. They are constructed by walking in a line through an area with a key informant using direct observation to note features and characteristics of the land. Normally done early in the field research, a transect offers both an overview of the field site and the opportunity to make structured observations on natural resources and human activity. This is important to understand the social and economic dynamics in a community — and therefore how mines and ERW might affect that community.

When presenting a transect some additional information is useful to append as notes or free comments. It is important to record who walked it and when, and during what season (and perhaps at what time of the day or week). It can be accompanied, of course, with casual, on-the-spot interviews, collection of local names of things, and so on.

A transect can provide the researcher with a quick entry into local terminology and classification for different types of soils and vegetation, indicator species for soil types or ecosystem health, and indicators or observations of land degradation.

When using teams it is important to standardise techniques, since different people view things differently. One way to do this is, during training, to undertake an exercise where everyone observes the same event, and takes notes. Afterwards compare notes, see the differences of what is recorded, and agree on how to standardise and what to include.

5.3.4 Ranking and scoring

This involves communities placing issues being discussed in order of importance or preference, and can reveal major differences within a population. It

is a useful tool for recording differing priorities among different groups, and can lead to further useful questions (such as "why is X more of a problem than Y?"). Some of the different types of ranking include:

Preference ranking

This is where people vote to select priorities. It can be a means to help understand the reasons for local problems or issues. It helps if the group members generate the list themselves (in the example below the "access to" column).

Give each person one vote/stone/bean (in this case "*") for each row and they place their vote on whichever column they wish, repeating this for each row. At the end of this process it is clear how well each resource can be accessed.

	No access	Easy	Moderate	Difficult
Access to schools		**	***	*
Access to health clinic	**		***	*
Access to markets			*	*****
Access to income-generating activities	****			**

For this example, access to markets and income generation appears particularly difficult —indicating the resources primarily blocked to this community. This finding can then be followed up by the facilitator with the question "why".

Paired ranking

The purpose here is to discover which is the more important of two items. In this technique every item in a list is compared to every other item according to a single criterion, the final ranking emerging from a simple total of the number of wins. For example, ask each person *Which of these two activities is more dangerous in this area?*

	Collecting firewood	Farming	Herding	Collecting water
Collecting firewood	—	firewood	herding	firewood
Farming		—	herding	water
Herding			—	herding
Collecting water				—

For this example:
herding was preferred 3 times: rank A
firewood was preferred 2 times: rank B
water collecting was preferred once: rank C
farming was preferred 0 times: rank D

Sequential prioritisation

This can be a useful technique for determining coping strategies. It consists of asking about how people would behave, for example in response to a stress. If mines contaminate your fields and you are too afraid to farm what do you do? If strategy x fails, what do you do then? And so on down the list of increasingly unattractive options.

In this way, a list is generated that may include, for instance: use famine foods, borrow grain from kin, use stored foods, sell labour locally, migrate for wage work, undertake dry season farming, sell livestock, borrow from merchants, sell domestic assets, pledge land, migrate for aid, sell land, farm the land anyway, or permanent out-migration.

Of course, not all options will be open to all, and different social or cultural circumstances will influence priorities.

5.3.5 Mapping and diagrams

A diagram is a model that presents information in an easily understandable form — a simplified model of reality. This is useful because:

- Diagrams simplify complex information;
- The act of construction encourages people to analyse the data they are using;
- Diagrams facilitate communication;
- They stimulate discussion;
- They promote consensus among team members; and
- They are extremely participatory and offer a good way for the community to be involved.

Maps

Normally maps are one of the most popular and successful activities. A large map on the ground can be made by a team of people, using whatever natural materials are at hand.

It is interesting to get maps drawn by different groups of people: men, women, or children; different groups represent different things, depending on what is most important to them. Differences in maps can reflect community conflicts in the management of natural resources.

It is good not to show too many things on a single map, but to make several maps showing different sets of items.

Thematic maps

These are maps representing a single topic or set of topics, e.g., soils, water. Thematic maps are an excellent way to link community knowledge to formal knowledge.

Farm plans and grazing plans

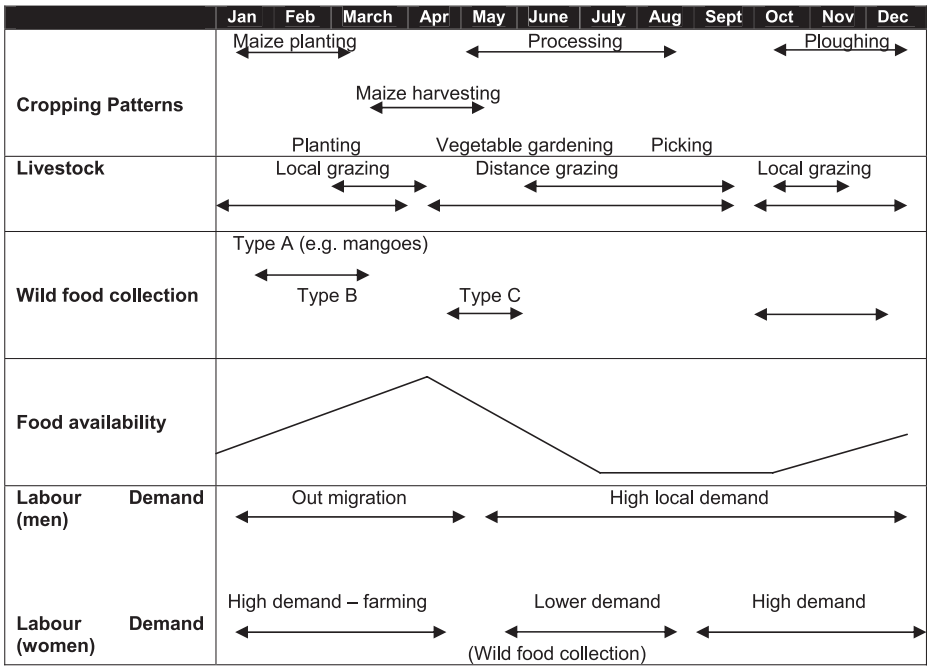
Farm plans can provide much information about crop patterns, crop preferences, and can lead into extensive discussions on strategies. Grazing maps are also important representations for discussions on range management, common property resource management institutions, herd size and composition, herding arrangements and social aspects of cattle.

Daily routine diagrams

These involve comparing the daily routines of different groups of people and seasonal changes in routines. This can help identify suitable times for meetings or training.

Seasonal calendars

These are ways of representing seasonal variations in climate, land use, income-generating activities, movement, nutrition, and so on. They can help identify times of difficulty, and the best time of year for particular development work — e.g. for clearance activity. An example of a seasonal calendar can be found below.



Venn diagrams

Venn diagrams are often made with circular cards of different sizes and colours, which are placed in relation to one another to show key individuals and institutions in the community. Different circles indicate the institutions and individuals. (*See Guidebook 6 for further details of a Venn diagram*).

When cards are separate there is no communication or contact between them. When there is contact between the cards, information passes between them, and when there is overlap there is a stronger bond, possibly indicating cooperation in decision-making. The greater the overlap, the stronger the link.

Venn diagrams are very useful for indicating which key institutions may assist in the development of education projects. Men and women, wealthy and poor, young and old, may well produce different diagrams, and the differences are often instructive. This exercise can lead into more intensive interviews with key informants or focus groups, and participant observations.

Causality diagrams

In causality diagrams, people draw linkages between different events or findings and offer their own explanations of how they are related. This may be instructive in developing an understanding of how mines or ERW impact on the community. See for instance J.K. Rennie and N.C. Singh, *Participatory Research for Sustainable Livelihoods: A Guide for Field Projects on Adaptive Strategies*.[5]

5.3.6 PRA techniques for working with children

Participatory rapid appraisal techniques can be used to find out about children from adults, but it is also important to find out from children themselves about their lives, perceptions and expectations. PRA with children depends on developing a rapport between children and the team members.

Experience has shown that training in communicating with children, child development, and awareness about age and gender issues are essential for the techniques to be successfully used. Participatory observation, group interviews, drawing and songs have proved to be particularly successful when working with children.

Make sure you obtain informed consent from children and their parents before working with children.

5.4 Interview techniques

Section 5.3 on participatory techniques discussed how interviewers or researchers and data gatherers should collect information when conducting semi-structured interviews. Below is a quick checklist for good interview technique when using written questionnaires.

The interviewer should:

1. Introduce himself/herself (use a traditional greeting where appropriate), explain the reason for his/her being there, and the aim of the interview, which is to learn …
2. Create a friendly atmosphere: ask after the family …
3. Respect the other person.
4. Look at him/her and smile to put him/her at ease.
5. Listen to what the interviewee has to say even if it isn't directly relevant to the data collection.
6. Give the interviewee time to think and answer. Don't worry about moments of silence.
7. Carefully encourage the person to speak, but without putting words in their mouth.
8. Fill in the boxes following the reply.
9. Remain on guard and check information given.
10. Respect the other's anonymity.
11. Do not let the interviewee go away with false ideas about what has been discussed — or the likelihood of any follow-up activity.
12. In each question make sure you are clear what they answered and sum up.
13. Say thank-you before leaving.

The interviewer **should not**:

1. Be too formal.
2. Forget that he/she is not at home.
3. Be too quick with the first exchanges.
4. Force the interviewee to speak.
5. Ignore what the interviewee is saying: this is arrogant.

6. Depart from the questions as written.
7. Forget to smile and to look at the other.
8. Cut the interviewee off to get on with the questions in the list.
9. Answer the questions instead of the interviewee.
10. Make any value judgement on the other.
11. Make false promises.

5.5 The KAP survey

KAP stands for "Knowledge, Attitudes, Practice" and is sometimes referred to as KAPB — adding "Beliefs" at the end, or alternatively as KAB — with the final B standing for "Behaviour". In essence, such a survey will look at:

- **Knowledge**

Specifically, what is the current knowledge about landmine/ERW safety within a community? Are people aware of the means by which they can minimise their exposure to mines and ERW?

- **Attitudes**

What leads to risk-taking behaviour? What are the underlying beliefs and assumptions, or the economic necessities, which result in either deliberate or unintended exposure to landmines and ERW?

- **Practices**

This includes questions such as:

- What are the current practices regarding landmine/ERW safety?
- Are landmines and/or ERW reported?
- How is information communicated?
- What is likely to induce behavioural change and what strategies can be used to influence behaviour in order to reduce the risk of exposure to mines/ERW?
- How do communities alter their behaviour in the face of mine accidents, or the risk of accidents, and how appropriate is this behaviour?
- Who are most at risk and therefore should be targeted?
- What has been the impact of previous MRE activities (if any) directed at these communities?

It is likely that, in addition, a KAP study will investigate MRE requirements, asking questions such as:

- What is the existing level of MRE knowledge in at-risk communities?
- Which geographical areas require further MRE support?
- Which aspects of MRE should future programming focus on?
- What appears to be the most appropriate channels for promoting MRE?

Usually KAP studies do not attempt to quantify the extent of landmine and ERW contamination, but rather try to address the beliefs and attitudes of a population affected by a particular problem — in this case mines and ERW.

KAP studies can be qualitative or quantitative, or both. Determine the best approach in any specific case by considering the guidelines outlined in Section 5.1.

Most KAP surveys are cross-sectional and are conducted within a randomly selected population. Many use a structured questionnaire designed for relatively straightforward data collection, entry and analysis. Reliance on structured

questionnaires at times results in criticism — being seen as too narrow a methodology.

Although a survey questionnaire on mines and ERW may provide quantifiable descriptive data on knowledge and attitudes, the instrument usually lacks the flexibility to uncover the basis for such attitudes. This is not characteristic of all KAP studies, however, particularly those that rely on a mix of methods. So try combining, for example, participant observation, semi-structured interviews, focus group discussions and key informant interviews to maximise the reliability of data.

Annex 4 includes a KAP survey form used during a UNICEF survey, which acts to highlight one type of KAP approach.

Be careful though: surveys, questionnaires and interviews, in general, even those with considerable flexibility in their design, describe only ***reported*** behaviours and practices, and answers are often normative, ideal or typical rather than actual. Quantitative methodologies are seldom able to document variations in behaviour, either routine or occasional and circumstantial, and cannot identify the gaps between stated and actual behaviour.

In addition, some "courtesy" bias inevitably occurs with survey research and interviewing, since interviewees often respond in accordance with what they believe to be the "correct" answers or normative replies. Such bias is, of course, a problem in all interviews, and must be treated carefully — e.g. through appropriate pre-testing of materials and training of staff.

5.6 Sampling

Sampling of large populations can be extremely complex if seeking to develop statistically valid, random surveys — in which case the cluster sampling method is recommended. This section will seek to provide an overview of issues to consider when sampling — and examples of various types. For greater detail in planning surveys see P. Nichols, *Social Survey methods: a Field Guide for Development Workers*.[6]

At an early stage in the planning you need to be clear which group of people you are targeting. The first step is, therefore, to be clear who is part of your target population.

Since you cannot interview everybody, you need to decide how you will choose who to interview. The second step is therefore to decide how big the sample should be.

Generally, the bigger the sample, the more accurate the results — but also the more expensive the survey. Cost is usually the deciding factor, along with time. As a rough guide, use the table below for the number of surveys you can expect fieldworkers to manage to complete each day. This figure will obviously depend on location (varying particularly in rural areas), how good the interviewer is, and the time needed to travel between interviews.

Number of completed surveys	Urban areas	Rural areas
Long (5-10 pages), taking 30–45 minutes	3-5	2-3
Short (less than 5 pages), taking 15–30 minutes	5-10	3-5

For a large sample survey, fieldwork should take up no more than 10–20 per cent of the time available. The remainder of the time should be taken with

study design, pre-testing, printing, training, data analysis and report preparation.

Careful work at the preparation stage, along with good management during the survey, will improve the reliability of the survey results whatever sample size is used.

Once you have an idea of the sample size you can afford or have time for, you can think about the level of accuracy you need. For exploratory work such as a needs assessment, you are seeking to get a "feel" for the problem, and so a smaller number of more detailed interviews will probably be sufficient: in the range of 30 to 50 or so. Such small, informal studies should also seek to include units from all sub-groups you are interested in, such as farmers, children or pastoralists.

With larger samples try to ensure random samples wherever possible. In reality, however, the choice of sample size is more a matter of judgement than calculation.

The main factor is usually the need to look separately at the results of different sub-groups (e.g. herders). Therefore, it is best to consider the different data tables you are likely to produce and then to estimate the numbers in each sub-group for the number you are considering overall. You will want to be able to compare and contrast results, and therefore need to ensure the sample size in each area is large enough to let you do this.

There are many different approaches to sampling. These are divided roughly into three types: random, non-random and repeat sampling.

5.6.1 Random sampling

Random sampling is where all units in a target area have an equal and known chance of being included. Random sampling includes simple stratified and cluster sampling, and is the best way to reduce selection bias from a survey. A detailed guide to implementing a cluster survey is included below (*see Section 5.7*) and is recommended as an appropriate approach to random sampling.

5.6.2 Non-random sampling

Random surveys have many advantages in theory, but in practice their value is limited by the quality of the sampling and the need to keep fieldwork costs low or logistically simple. This is the reason for non-random sampling often being used.

Non-random sampling is any form of selection based completely or in part on the judgement of the researcher or interviewer. Such samples are simpler in that the work involved in developing a sampling methodology is no longer necessary, and the task of finding people to interview is much faster and less time-consuming.

If you're looking for a small number of case studies, bear in mind that non-random sampling has few disadvantages compared to random sampling and many advantages.

The simplest form of non-random sampling is the *purposive* or *judgemental* sample. In this a judgement is made as to what is "typical" of the area, e.g. choosing two villages with a mine/ERW problem that you believe to be representative of the area as a whole.

This approach does mean that your experience and knowledge (guided by relevant "experts") is crucial, and you have no way of knowing whether these selected areas are indeed typical or not.

A more advanced version is the *quota* sample, in which an interviewer is given a quota of certain types of people (e.g. mine victims, children, or different age groups) with whom to complete interviews, but the final choice of *who* to interview is up to the interviewer themselves. While it is possible to guarantee that interviewees will fit with these criteria, they may not reflect the society as a whole. For example, there is no guarantee that the interviewer will select a group that reflects the social or economic groups in the community — for example, rich or poor, or ethnic groups.

Other problems are that biases go undetected and interviewers may consider quota sampling as less scientific and therefore less acceptable than random surveys.

Set against these challenges are the advantages of ease of use and speed of data collection.

Alternatively it may be useful to use the *genealogy* sample in which the entire family, including all close relatives, are interviewed rather than individual households. In rural areas especially, this can give a reasonable cross-section of the community by age and sex.

Additionally there is the *chain* or *snowball* sample, in which, having made contact with one member of the target population (e.g. mine survivors), the interviewer asks whether they know of any similar people and, through this method, are put in touch with a number of the target population.

Such an approach is useful when seeking small minority groups, or those often less visible in communities such as persons with disabilities.

5.6.3 Repeat sampling

Repeat sampling is a version of non-random sampling. It is particularly useful for ongoing data collection over a longer period of time. Examples include the *panel* survey, where a group is established and interviewed regularly throughout a set period of time: for example, a group of farmers may be interviewed throughout one growing season.

This approach reduces the work involved in sample selection, but does have problems. For example, if members of the panel lose interest or are too busy bias can be introduced to your results. Also, changes over time may mean that the community no longer reflects the group in your study — for example, following the return of refugees to an area.

The *repeat* survey is one way of avoiding these difficulties by repeating the entire process, in particular the selection process. But this will obviously be more time-consuming than the panel survey and it will be necessary to select a larger sample size if accurate comparisons are to be made over time. Whereas the panel survey automatically compares like with like, in the repeat survey changes over time may be confused with random changes in the sample used, making trends hard to identify.

A *rotating* survey is a mixture of the above two techniques. A part of the panel (e.g. 25 per cent) is changed each visit. Each panel member is interviewed a

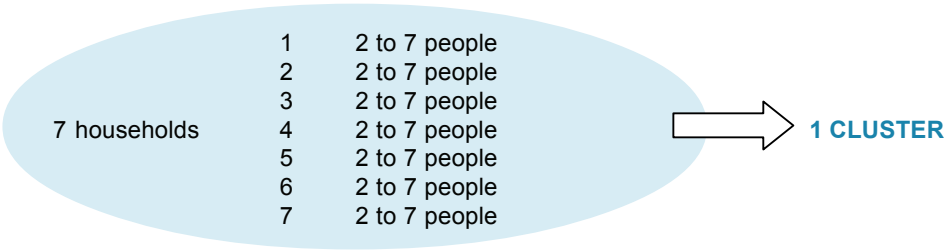
set number of times (e.g. three times) and then leaves the panel. This way there is less danger of members losing interest while at the same time changes to the panel mean that changes in society can be reflected.

5.7 Cluster surveys

This section describes how to select a cluster for interviewing. Much of this section is adapted, with thanks, from internal guidelines issued by Handicap International in France.

The cluster technique is used when the population exceeds 15,000 and is spread over a wide area. Often used to measure vaccine coverage, the technique is simple, practical and reliable. It was developed — and is recommended — by the World Health Organization.

In this method, what is called the "statistical unit " for sampling purposes is not an individual, as in normal surveys, but a "cluster ". A cluster is a geographical entity made up of groups of persons, generally encountered inside their homes. For the persons to be "representative" of the population as a whole, each cluster must have an equal chance of being randomly selected.



In practice, calculations have shown that, for a total population in excess of 15,000 (and it could be 100,000 inhabitants), 30 clusters suffice. Each cluster is made up of seven households of between two and seven persons each.

5.7.1 Planning the survey

Define the geographical area of the study on a map and list towns, villages and rural communities. Mark them on a three-column table (*see example below*).

In the first column, mark the names of these geographic units.

In the second column, next to each geographic unit, mark the number of inhabitants living there. (If this information is lacking, then a preliminary enquiry is necessary. But if you have estimated figures which seem correct, do not launch into a long survey of dubious utility when compared to the cost.) Total the column at the bottom.

In the third column, next to each population marked in the second column, mark the total of the populations: just add up each time n°1 + n°2 then n°1 + n°2 + n°3, and so on. This gives what is called the cumulative population.

The following table gives a fictional example.

Given that a survey team comprises two people and can investigate one cluster per day (30 clusters in all), provide for a sufficient number of interviewers and an adapted schedule.

Location	Population	CUMULATIVE population
A	752	752
B	329	1,081
C	875	1,956
D	4,230	6,186
E	3,650	9,836
F	825	10,661
G	180	10,841
H	5,640	16,461
I	253	16,734
J	1,320	18,054
K	561	18,615
L	781	19,396
M	1,021	20,417
N	329	20,746
O	560	21,306
P	2,145	23,451
Q	890	24,341
R	2,140	26,481
S	255	26,736
T	366	27,102
U	1,005	28,107
V	465	28,572
W	753	29,325
X	159	29,484
Y	3,571	33,055
TOTAL	**33,055**	**33,055**

Provide also for a supervisor to whom each team reports the places and results of their investigations daily.

Ensure the budget will cover all costs, from initial mapping to final evaluation.

5.7.2 Sampling parameters

From the table, determine the **sampling interval**, by dividing the total population by 30 (i.e. the number of clusters considered statistically valid):

For the example in the table 33055/30 = 1,102 = the sampling interval.

Then select a **random number** less than this sampling interval. This random number (i.e. one chosen by chance) is taken from a "random number table", or, more simply, you can use a banknote. Unfold a banknote and find its number. Then note the last three or four figures in the number: these will be your random number.

The random number must be equal to or less than the sampling interval. In the present case, the four-figure number chosen at random must be less than 1,102. If this is not the case, then use only the last three figures of the banknote.

Example: 836

Choose the **starting cluster**: simply take the first village for which the cumulative population is equal to or greater than the random number.

In the example, this first cluster lies in "B", since the cumulative population as we read it on the line for this village is 1,081. Thus, it is the first village for which the cumulative population is equal to or greater than the random number 836.

Then choose the second cluster by adding the sampling interval (1,102) to the random number (836).

1,102 + 836 = 1,938. In the table "C" is the village just over this number in the cumulative population column. So the second cluster should be from "C".

Repeat this procedure 30 times, each time adding the sampling interval (1,102 in our example) to the previous number. The random number is not being used any more: it served only to choose the starting cluster at random.

Thus, 1,938 + 1,102 = 3,040 (making it "D" for the 3rd cluster). Then 3040 + 1102 = 4142 (so "D" again for the 4th cluster).

Thus, it is quite possible for one place to give several clusters: this is legitimate. If the draw was based just on the place names (as with names on pieces of paper drawn from a hat), then each place would have an equal chance of getting chosen. Now, to be **representative**, the sample should resemble the general population as much as possible. This general population is not evenly distributed over the territory, and cluster sampling takes account of this fact, preventing marginal populations being drawn with the same chance as the rest of the population.

In the case of landmine victim surveys, the number of clusters can be increased by 10 per cent because certain areas selected at random are not going to be able to be investigated for reasons of safety.

Draw up the list of the places (clusters) selected and plan the interviewers' work in time and space.

5.7.3 Conducting the survey

For each cluster, the procedure is the same: identify the "centre" of the place. This may be, for example, a monument, a religious building, the market, the village hall, or a crossroads.

Starting from this spot, choose a direction to go in. To observe randomness, just place a pen (or a bottle) on the ground and spin it.

Walk in the direction pointed to by the pen (or the bottle) to the last house in the village, counting the houses along your way.

Take the last figure from a banknote: this will be your "survey step". If, for example, this figure is four, then every four houses on the way back to the centre are to be visited. Should one of these houses be empty, the next one to it is to be visited.

Sometimes there are not going to be enough houses in a given direction. In that case the interviewers are going to end up back where they started, in the centre, and they just spin their pen again and go off in another direction, following the same procedure.

After seven houses have been visited in which the inhabitants were able to be interviewed, the "cluster is full". The interviewers check the completeness of the

questionnaires and of the number of houses visited, and they fill in the information for the places where these people have been questioned.

After 30 clusters, the ground survey is through. And it just remains to make use of it …

Cluster surveying cannot easily be applied to total populations of less than 15,000. For further information refer to the handbook by S.K Lwanga and S. Lemeshow, *Sample size determination in health studies: A practical manual*.[6]

5.8 Training and developing tools for data collection

The IMAS MRE principles state that the training provided to staff conducting needs assessment should ensure that members of staff:

- Understand the reason for collecting the data and how it will be analysed;
- Are aware of the safety standards that shall be applied when conducting assessment and are not put at unnecessary risk; and
- Are provided with comprehensive, ongoing training, particularly in relation to norms and ethical standards for collecting data and conducting a needs assessment.

You may also wish to involve staff in the design of the study, and in developing survey tools.

5.8.1 *Selection of staff*

Staff selected for data collection or a needs assessment survey should be literate, and with as high a level of education as possible. Past experience of data gathering will also be very useful.

They should be of an appropriate age and gender for the target population to be addressed. Individuals seen as being too young or of the wrong sex may have difficulty in collecting data in depth.

In general, information collected from young children and women is often best done by other women. Male ex-combatants or middle-aged males are best approached by men. Obviously the specifics of such cultural perceptions depend on context, but should be considered.

5.8.2 *Training staff and pre-testing tools*

All fieldwork teams need training. An experienced team can probably master the methodology and content of a new survey in a few days, but will probably need longer. Teams who are not trained in PRA techniques, or who are new to the mine action sector, may require substantially longer. For major surveys, using long forms and advanced interview techniques, up to three weeks may be required, including formal sessions and supervised fieldwork practice interviews.

Training should cover the areas of interviewing and questioning, PLA/PRA techniques (where necessary), the mine action context in general (and the fieldworkers' role within this as data collectors). Training should also cover data

entry and analysis procedures to be used, and clearly stress the reasons for data collection so the interviewer can share this information while interacting with the community.

Be aware of the past experience and abilities of staff recruited or seconded for data collection, including the methodologies and subjects of any previous surveys they have been involved in.

Be sure to explain the background and the purpose of the research and the importance of the information fieldworkers are due to collect. Make certain that staff recruited for this survey are realistic as to the possible outcomes, including the expected outcomes, of the survey and any possible work opportunities that might result. Avoid raising false hopes.

Use practical methods as far as possible, avoiding long lectures and make sessions as interactive as possible. For example, if you are teaching mapping, once the basic methodology has been shared, hold practice sessions in the local area.

Likewise, training sessions are a good time to translate questionnaires into local languages, since this is the time staff are developing a clear and accurate understanding of what information is to be collected and how this is to be done. Group translation in this way usually produces far more nuanced and accurate translation than sending the form to a person not involved in the process, since many of the terms and references made are unfamiliar to those outside of mine action.

Plan most of the training around the interview form, ensuring that you cover topics such as necessary definitions, instructions on how to record answers, how to choose people to interview, observation methods, controlling and facilitating group interviews and focus groups, and ensuring randomness. When dealing with each topic, give a short introduction, followed by questions, discussions and practical exercises.

One useful practical exercise is the mock interview. These work best when the trainer has prepared a set of detailed profiles of people to be interviewed, including, for example, their background, job, family circumstances and a series of characteristics (e.g. shy, talks too much, not very well informed, or too busy to be interviewed). These will test the capacities of the interviewer.

Divide the team into pairs, or select two for everyone to observe, and then discuss and compare the completed interview forms, checking to see if definitions are being used correctly, if the right questions are asked, and if the interviewer has the correct time balance, and so on.

Once the trainer is confident of the capacities of the team, supervised field trials can then be undertaken, testing both the quality of the form and of the interviewer. The trainer should observe each interviewer at least once, discussing the interview with them afterwards and carefully checking the completed form. This is the stage at which fieldworkers can be given most guidance on their interview technique, in particular on avoiding bias and encouraging honest and full answers.

The trainer should promote fieldworkers to appear sympathetic but neutral, being careful not to reveal their expectations or own feelings. For example, one approach may be to not inform the interviewee that they are undertaking a survey

on mines at the start of the interview, but rather to say they are looking into problems faced by the community. Don't forget to inform the interviewee afterwards of the focus of the interview though.

Pre-testing questionnaires and the interview methodology are vital to ensure that all required information is included, the questions are clear and are easily understood, and that they remain relevant to the objective of the study.

5.8.3 Supervision and management

Fieldworkers have difficult work to do, often in difficult conditions. Morale is important. In large surveys, staff may be required to work in difficult conditions, asking similar questions each day. Terms and conditions of employment must reflect these working conditions, and reflect payment for similar work undertaken by other organisations.

You should consider whether to use interviewers and fieldworkers on their own, in pairs or large teams. Pairs of interviewers often work very well, particularly a female and male team (where this is culturally acceptable). If single interviewers are used, make sure they have regular contact with other team members to compare notes and keep morale high.

Except for the smallest studies, you will need to appoint one or more experienced fieldworkers as supervisors. They need to be hired early in the training programme and provided with additional skills in management and supervision.

There must be enough supervisors to ensure that each fieldworker's work can be checked at least two or three times a week — and preferably every day. Be clear as to their responsibilities and what is expected of them. They should be expected to deal with day-to-day problems encountered during fieldwork, and to keep in regular contact with the person running the survey, along with checking that forms are correctly completed. Typical problems include missing out questions, or recording inconsistent answers that are contradicted by an answer elsewhere. Any answers that sound unlikely should be checked.

Additionally, the supervisor should compare the work of all fieldworkers. Is one of them recording significantly different results, imposing their views on the respondents, or are other responses diverging?

Consider also where you wish to hold interviews. The interviewee's home is convenient in many ways, but may not offer privacy if this is required. Fieldworkers should be encouraged to consider this issue. In some circumstances, interviews at the place of work (e.g. a farmer's field) are more useful. Likewise, if conditions deteriorate — for example, if a large crowd gathers to listen —arrange to make an appointment to come back later.

Designing forms with space for commenting on interview conditions can be useful in this regard. Alternatively fieldworkers can keep a diary to note particular issues for discussion with supervisors during the fieldwork.

Well-trained teams will make a major difference in the quality of information gathered during a survey. Ensure sufficient time is spent developing the capacity of your team. Training and preparation is not "downtime" but should be considered as important as the fieldwork collection itself.

5.9 The importance of casualty surveillance

Casualty surveillance provides for the ongoing and systematic collection, storage, analysis, dissemination and use of data on casualties. Surveillance involves the use of standard questionnaires which are distributed in hospitals, clinics and community settings such as local government, the police, or the local Red Cross, and are completed by trained, often volunteer, agents, and returned to a central data repository on a regular basis.

As landmine casualties are often grouped around mine-affected villages, cluster sampling is not always effective in organising an effective surveillance system, and some form of "sentinel surveillance" may be required. Sentinel sites are specific areas chosen for data collection because they are known to be affected by landmines. To establish an effective surveillance system you will need:

- A common definition of a mine casualty, i.e., a "case definition";
- A standard questionnaire for distribution (*see Annex 3 for an example*);
- A general understanding of the scope and location of the mine problem;
- A database of agents who will collect the information;
- Some centralised training and monitoring capacity, to guarantee the accuracy of the information;
- A central database; and
- A regular framework for reporting the information collected.

Surveillance systems are often established by mine action agencies themselves, but often it is better from the outset to work through the ministry of public health, or some existing capacity, to ensure the sustainability of the system and allow it to cover a range of injuries, beyond just landmines. By doing this you are adding value to the system, by making it relevant to other sectors and partners.

If a consistent system is established, casualty surveillance systems are essential to guide the ongoing progress of a programme and inform changes that may be required in terms of prioritisation. The data may also be used as a baseline to evaluate the effectiveness of the programme, by showing changes in casualty rates in your areas of operation and some of the factors that may have contributed to these changes.

Further guidance on setting up surveillance systems is available from the World Health Organization (WHO) website.[7]

Endnotes

[1] P. Nichols (1991), *Social Survey Methods: A Fieldguide for Development Workers*, Oxfam Development Guidelines No. 6, Oxfam, Oxford.
[2] L. Gosling and M. Edwards 1995), *Toolkits: A practical guide to assessment, monitoring, review and evaluation*, Save the Children, London.
[3] J.N. Pretty, I Guijt, J. Thompson and I. Scoones (1995), *Participatory Learning and Action: A Trainer's Guide*, International Institute of Environment and Development, London.
[4] J. Theis and H. Grady (1991), *Participatory rural appraisal for community development: a training manual based on experiences in the Middle East and North Africa*, IIED, London.
[5] J.K. Rennie and N.C. Singh (1995), *Participatory Research for Sustainable Livelihoods: A Guide for Field Projects on Adaptive Strategies*, International Institute for Sustainable Development, Winnipeg.
[6] S.K. Lwanga and S. Lemeshow (1991), *Sample size determination in health studies: A practical manual*, WHO, Geneva.
[7] *www.who.int/violence_injury_prevention/publications/surveillance/landmines/en*.

6. Information management

In needs assessment and data collection, particular emphasis is often put on the process of data collection itself. Issues of editing, storage and analysis tend to be seen as dull, administrative matters that take place after the "real" work has been completed. **But editing and entering data, storing it, analysing it, and, most importantly, using it properly, are all just as critical to the success of the overall process.**

Having data collected and stored but sitting unused is pointless and means the entire process of collecting it has been a waste of resources. Managing data, particularly the ongoing collection of data, often by many different organisations in different locations, requires discipline and organisation.

With one-off data collection, such as a baseline survey or needs assessment, issues of information management are more straightforward. This is because there is a beginning, a middle, and an end (the end being the analysis and sharing of data).

With ongoing data collection, particularly if the process continues for a long time and involves many agencies, or is conducted over a large area, controlling and managing data is much more complex. In addition to stressing the importance of effective information management, this section gives tips on how to do it well, and raises questions you will need to consider when editing, analysing and using data.

6.1 Editing and storing data

6.1.1 Data entry

Information collected during surveys or ongoing collection is known as raw data. Generally it will make little sense and be of little value until you have gone through the following four steps:

- Checking through forms and correcting errors;

- Coding;
- Preparing data tables; and
- Making sense of the data (*see Section 6.2*).

Checking raw data quality

There will usually be some data missing from several forms: possibly the question was never asked, or the respondent was confused or refused to answer. Much of the checking should therefore take place in the field, when the problem is fresh in the mind of the fieldworker, and one task of the supervisor should be to check fieldworker forms and to clarify any outstanding issues such as this.

But checking goes further than this. A debriefing session should be held for the team in which they have the opportunity to highlight problems with the wording of questions, or failures to answer. Also, in a large survey it is useful to have a filing system in which a chart is kept showing forms returned, when they are checked and corrected, and then filed by study area.

Coding

When designing a form it is important to code each answer, giving it a number or letter (*see, for example, the KAP survey form in Annex 4*). This will make the task of analysing the data easier.

Whether you use a computer or not when collating answers, a well-designed questionnaire form is crucial. Clearly identified boxes, with variable numbers next to them, make it easy to pick out the coded information and any missing values.

It will also be necessary to consider how to code open questions, best done by hand, using a counting sheet. In this process you work through the open answer on each form, listing each new answer type (i.e. similar answers) as it occurs. Keep count of how many times each answer type is repeated, and once completed — give each answer type a code. Additionally you need to code missing data, usually with a "not applicable" or "don't know" code.

Preparation of data tables

In the early stages of the survey design, at the same time as drafting the fieldwork questionnaire, work out a list of variables to look at and prepare the tables to be produced. This is the tabulation plan, and is the framework on which all the data analysis will be built.

Take each research question at a time and decide all the tables that apply to that question. For example, if one variable in the questionnaire is the job of the person being questioned, other variables you may wish to analyse alongside this include sex and age. Therefore you will draw up one table with the jobs on one axis and the age in the other, and then a second table with jobs on one axis and sex along the other. Tally the responses as you go through the forms to obtain results (*see example below*).

Occupation	Age			
	0-12	12-18	18-40	40 +
Farmer	0	6	22	29
Herder	8	13	12	0
Trader	0	0	2	3
Government worker	0	0	3	3
Student	7	0	0	0

Occupation	Sex	
	M	F
Farmer	16	35
Herder	33	0
Trader	0	5
Government worker	1	2
Student	5	2

This process results in the creation of a database for the information gathered. This can be done by hand or by computer, either way the steps and process are similar. It is up to you how to proceed, using a system with which you are more familiar and comfortable.

The process of entering data into a database must be given considerable thought as it represents a key link in the chain. The establishment of a database is crucial. Any data collection and storage system must be designed with the specific needs of the user in mind.

6.1.2 Using computers

Use of computers in data entry and analysis has many advantages, in particular reducing human error and increasing speed of data manipulation. This is particularly the case with quantitative data. However, this does require someone with knowledge of database programmes, and limits the role of the team in collating information. Many organisations have resident computer technicians that can be tasked with developing an appropriate and simple database system on commercially available software (such as *Excel*™, *Access*™, Epi-Info and BASE).

With smaller scale programmes, data storage and editing may be undertaken in-house and may only require someone entering data part-time. With large mine action programmes, data collection is a key role of the mine action centre (MAC) and where these exist they are usually well resourced.

MACs are increasingly making use of the IMSMA database (Information Management System for Mine Action), which was designed specifically for mine action. The IMSMA system is available to all mine action centres free of charge. However, substantial time and cost may be involved in training system technicians in how to enter, manipulate and use data.

The system is designed to include socio-economic information on the impact of mines and ERW. Although more recent versions of the system include information specific to MRE, most of the information IMSMA holds is designed to be used by mine clearance personnel or those prioritising clearance tasks.

In case you are unable to get access to IMSMA, another useful software programme to store and analyse MRE and mine victim information is *Epi Info*. Epi Info is a tool initially designed as a field-compatible analytic programme to assist epidemiologist and other public health specialists to conduct infectious outbreak investigations. Public health practitioners use it to create questionnaires (forms) for disease outbreak investigations, studies or surveillance activities, enter, manage and analyse data both statistically and geographically.

Epi Info is also useful in assessing knowledge, attitudes, and practices and to measure theoretical concepts associated with behavioural interventions. It has applicability for use in a wide range of questionnaires-based inquiries, such as community needs assessment and programme evaluations. Epi Info is compatible with IMSMA and allows for the easy importing and exporting of data files. It is public domain software, which means that people anywhere can download the programme free from the Internet (*www.cdc.gov/epiinfo*). Epi Info is taught as part of the Field Epidemiology for Mine Action Course organised each year by the Centers for Disease Control (US) and UNICEF.

Whatever database you use, if undertaking a needs assessment or ongoing data collection, it is important to consider whether information collected is in a compatible format to that required by existing databases. Given the imperative to share information as widely as possible, it is important that any information you collect is in a format compatible with existing databases to allow maximum exchange of information.

However, while computer-based statistical analysis programmes are a useful means of presenting quantitative data, as stated previously, quantitative methods (and therefore computer software programmes), are not so useful in helping us to determine ***why*** risks are being taken. This is the advantage of qualitative surveys, and requires a human capacity to make sense of the data.

6.2 Making sense of data

Data interpretation — making sense of the results — is crucial. Accurately analysing data, identifying trends and determining the real-life situation accurately is central to your reaching representative conclusions and recommendations to meet the needs of affected communities.

Ideally — time and resources permitting — an MRE needs assessment or data collection exercise should seek to analyse data with the community the information was collected from, which will provide added insight and clarity to the overall conclusions. An MRE data collection process that analyses the information in this manner will undoubtedly learn more about how mines are affecting the community, and exactly how the progress of ongoing mine action activities is alleviating that impact.

Analysing outcomes, especially quantitative data requiring mathematical manipulation, can be initially intimidating. This is particularly so if software packages that you do not understand well are being used. Remember, though, that it is more important to use basic statistical tools — by hand if necessary — ***and to get these right*** than to use more sophisticated tools. As long as the information is accurate, usable and accessible people are unlikely to be interested in the method used to produce it.

Much of the analysis of quantitative data for MRE activities will be fairly straightforward descriptions of the target population. This requires identifying and presenting key socio-economic variables and mine-specific issues, including:

- Community knowledge of mines/ERW and safe practice when these are encountered;
- Victim numbers and profiles; and
- Risk-taking behaviours and attitudes.

What is more important is experience, confidence and a capacity to do simple statistical manipulations accurately. Calculating one-way tables, converting to percentages, and looking at the relationship between variables are the most common skills you are likely to use.

Computer packages are most useful when presenting data and making it more user-friendly. The actual database software chosen to record the data, will, to a large extent, decide the type of manipulation that can be done, but it is likely that, unless your data collection is particularly large or complex, a standard package such as Excel or similar will be sufficient for your needs. Charts, graphs and statistical tables are all generally possible as is the comparison of different fields (variables).

But whatever approach you take it is important to highlight socio-economic factors such as behaviour, access and general quality of life issues. These often go unnoticed or unreported by those undertaking other mine action initiatives. Personnel engaged in clearance, for instance, tend to focus on mine contamination issues such as location, nature and scale of the problem. But it is the socio-economic factors that are key to priority setting and ensuring that mine action initiatives — be they MRE, clearance or victim assistance — are focused on the real needs of communities … and are not based on incorrect assumptions.

6.3 Using and sharing data

Having a database with well stored and easily accessible information is one thing, analysing it and sharing the answers is quite another. Different forms of presentation are appropriate for different users. For example, results can be shared with partners, including affected communities, more informally. We saw examples of how to do this by using diagrams and other techniques to stimulate discussion in Section 5. On the other hand, when presenting reports to donors, agencies or government bodies, a more formal structured process of presentation — both written and verbal —will probably be required.

The report to be produced at the end will depend on the purpose of the assessment or data collection and the questions that are expected to be answered, and who it is for. Ideally the terms of reference agreed at the start should state how the findings will be recorded and presented, and the level of detail required. As a general guide a report should be short, written in clear and simple language, and translated as necessary. A long report can be shortened by placing details of methodology and details of finding in an appendix. Annex 6 provides one suggestion for a written report format.

Whatever format is used, those reading the report or receiving the presentation will require conclusions that can be acted on. An assessment will result in a plan of

activities designed to meet objectives, while the results of ongoing data collected for monitoring, review or evaluation purposes will be used to make recommendations about modifying existing objectives or activities.

It is important to show how conclusions have been reached. It may be helpful to use case studies or testimonies from different people with different perspectives: these can bring home the reality of the mine/ERW situation and how they affect people's lives and are therefore a useful means of highlighting key issues. Providing an example of what was actually said by interviewees word for word can illustrate important points effectively, both during a formal report back to donors or agencies, and also when feeding back results to communities.

Once you have shared your conclusions you then have to make recommendations based on these conclusions. Recommendations should propose:

- What course of action should be taken;
- How these should be implemented, by whom, and when;
- What main resources or inputs are required;
- The constraints or problems that are probably going to be faced and how these can be resolved or overcome; and
- The immediate follow-up activities needed to make sure recommendations are acted upon.

Programme and project planning is addressed in Guidebook 3 in this series.

Remember: if you do not present data widely or effectively, it is unlikely to be used.

Annex 1.
Information to be sought in a needs assessment

Country situation analysis

- Infrastructure;
- Population statistics and ethnic groups;
- Political context;
- National mine action plan (if exists);
- The situation of the country/regions (emergency; conflict zones; post-conflict; rehabilitation; development);
- Existing resources available locally and through other agencies (people, training, logistics, funding);
- International interventions (past, present and potential); and
- Government, local authority and agency awareness of the problem.

Communication patterns

- Traditional ways of communicating;
- Languages and dialect;
- Traditional systems of education;
- Materials and methodologies familiar to the local population;
- Government mechanism of passing on information; and
- Social communication networks.

Explosive threat

- Types of mines and ERW (most common types, patterns of deployment, booby-traps);
- Knowledge of conditions in which mines/ERW were deployed (i.e. type of warfare, battle lines, defensive or offensive, organised or random);
- Population affected (geography, socio-economic, demographic);
- Types of areas mined (e.g. schools, or roads);
- Location of abandoned stockpiles of ordnance;
- Estimated quantity of land mined and denied to the population;
- Accident/incident reports (victim profile, type of mine, where, when); and
- Livestock accidents (where, when, how).

Affected population

- Size;
- Demographic make-up;
- Sub-groups;
- Roles of men, women and children as different economic groups;
- Cultural attitudes;
- Religious beliefs;
- Power structures; and
- Levels of education.

Local mine problem

- Information on mine accidents:
  - age,
  - sex,
  - status,
  - military or civilian,
  - activities at time of accident,
  - location of accident,
  - date (seasonal variation, relationship to the end of the conflict);
- Known mines in area and where they were laid; and
- Information on accidents with livestock.

Current mine-related behaviour

- Activities per group, including seasonal variations, food production, family, community, religious;
- Activities influenced by the presence of mines, e.g. access routes blocked, children's games in relation to mines/ERW; and
- Current local coping mechanisms.

Factors influencing current behaviour

- Information on factors that affect behavioural change, such as attitudes towards the behaviour, social context and pressures, self confidence, economic necessity, relevant skills; and
- Analysis of predisposing, enabling and reinforcing factors.

MRE knowledge at a community and institutional level

- Lessons learned from existing MRE initiatives;
- Lessons learned from other development initiatives in country, for example, primary health campaigns;
- Knowledge of existence of mines and their effects;
- Knowledge of safe behaviour to minimise impact; and
- Knowledge of how mines affect their lives (socio-economic effects).

Existing capacities

- Community coping mechanisms;
- Existing MRE programmes;
- Other mine action programmes;
- Government support for mine action;
- Assistance to mine and ERW victims.

Annex 2.
Risk-taking predisposition factors[1]

This tool helps to encourage MRE personnel to consider why risk-taking is practised. It helps MRE staff to identify why people take risks, and helps identify activities and interventions that may be undertaken to counter this risk-taking.

Look at the enabling/reinforcing factors in the table overleaf. Once they have been clearly identified it may be possible to establish development interventions in response.

[1] Adapted, with thanks, from research undertaken by Jo Durham in Laos.

Risk behaviour: Men and adolescent boys deliberately tamper with UXO by moving, burning in-situ or opening and dismantling UXO to sell

Predisposing factors	Enabling factors	Reinforcing factors
◆ A belief that they have the necessary skills and understand how to dismantle UXO. ◆ A belief that some UXO, for example BLU3, are relatively easy and safe to dismantle. ◆ A belief that big bombs are less dangerous than "bombies" (cluster bomblets). ◆ Ex-soldiers have experience of dismantling UXO from the war. ◆ People do not consider the risk that their behaviour poses to others. ◆ UXO is seen as a cash crop. ◆ A belief that burning smaller types of ordnance which villagers are not confident about dismantling removes the threat to their families and children.	◆ Insufficient reporting of UXO. ◆ Scrap metal and explosives from UXO can be traded to supplement income. ◆ Few alternative income-generation activities and dwindling forest resources. ◆ Traders will purchase bomb casing and explosive once dismantled. ◆ The scrap metal trade is highly organised with middle men operating in the villages. ◆ Good road access (dry season) to facilitate trade and movement.	◆ No fines or sanctions imposed against people who dismantle UXO or trade in military ordnance. ◆ Sanctioned by the village head. ◆ Other villages in the area also participate in the scrap metal trade. ◆ The price of scrap metal has increased significantly in the last two years. ◆ UXO accidents through the opening of UXO cause the price to increase. ◆ No micro-credit or bank lending schemes to provide villagers with the initial start-up cash to participate in small commerce enterprise or income-generation activities. ◆ Increase of consumer goods available in the village increasing cash needs. ◆ Scrap metal can be exchanged for cash or consumer goods. ◆ When UXO are reported to mine action agencies they either destroy the bomb by «high order» explosion or remove the bomb after rendering it safe, thus removing a cash resource from the village. ◆ Cultural beliefs in karma and fatalism.

Annex 3.
Suggested content of a casualty assessment/accident form

LANDMINE / ERW CASUALTY FORM

Version 1,3 May 29, 2005

Serial No. ☐☐☐ – ☐☐☐☐☐

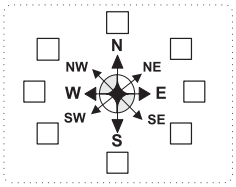
1. **Person collecting the information**
   Interviewer Name: _____
   Agency/Address: _____
2. **Place of Interview:** _____
3. **Date of Interview** ☐☐☐☐☐☐ *Day/month/year*

4. **Person giving the information**
   Name: _____
   Address: _____
   ☐ Casualty ☐ Government ☐ Witness
   ☐ Family/relative ☐ Friend ☐ Medical staff

5. **Casualty Name** _____
6. **Sex** ☐ Female ☐ Male
7. **Current address (if applicable)**
   Village/town
   Sub-district
   District
   Province
8. **Address at time of accident (if different)**
   Village/town
   Sub-district
   District
   Province
9. **Date of birth** ☐☐☐☐☐☐ *Day/month/year*
10. **Family status**
    ☐ Single ☐ Children (*how many*)____
    ☐ Married ☐ Head of household
11. **Occupation at time of accident**
    ☐ Deminer
    ○ *NGO*
    ○ *Government*
    ○ *Company*
    ☐ Homemaker
    ☐ Other _____
    ☐ Farmer ☐ Sheperd ☐ Fisher ☐ Driver ☐ Not working
    ☐ Labourer ☐ Student ☐ Police ☐ Military ☐ Religious leader ☐ Unknown
12. **Occupation at time of interview** _____

13. **Date of accident** ☐☐☐☐☐☐ *Day/month/year*
14. **Time of accident** ☐ Morning ☐ Afternoon ☐ Evening ☐ Night

15. **Where did the accident take place**
    ☐ **Rural area** →
    ☐ **Urban area** →
    ☐ Building ☐ Road/Roadside ☐ Path
    ☐ Field/Orchard ☐ Grazing Area ☐ Desert
    ☐ Forest ☐ River/Riverbank ☐ Military position
    ☐ Unknown ☐ Other_____
16. **Name of village or closest village to accident site**
    Village/town
    Sub-district
    District
    Province
17. **Distance of accident site from centre of the village**
    ☐ <500m ☐ 500m-2km ☐ 2-5km ☐ >5km
24. **Approximate direction of accident from village centre** →



18. **Did the casualty know the area was dangerous** ☐ Yes ☐ No ☐ Unknown
19. **If they knew the area was dangerous why did they go there** →
    ☐ Economic necessity ☐ Unknown
    ☐ No other access ☐ Other
20. **How often did the casualty go to the area** ☐ First time ☐ a Few times ☐ Often ☐ Unknown
21. **Was there any mine clearance in the area** ☐ Yes ☐ No ☐ Unknown
    → *By whom* ○ MAC ○ NGO ○ Army ○ Local people
22. **Was the accident site marked as dangerous** ☐ Yes ☐ No ☐ Unknown
    → *What kind of marking* ○ Unofficial ○ Official
23. **Did casualty receive mine risk education before the accident** ☐ Yes ☐ No ☐ Unknown

25. **What type of device caused the accident**
    ☐ Mine
    ○ Anti-tank
    ○ Anti-personnel
    ☐ Unexploded Ordnance
    ○ Cluster Munition
    ○ Other UXO
    ☐ Abandoned Ordnance
    ☐ Improvised Explosive Device
    ☐ Unknown
    ☐ Other _____

OFFICE USE | Receipt date: | Report checked by: | Computer entry by: | Entry checked by:

26. **What was the casualty doing when the accident occurred**

- ☐ Playing/recreation
- ☐ Hunting
- ☐ Fishing
- ☐ Grazing animals
- ☐ Farming
- ☐ Collecting water
- ☐ Gathering food
- ☐ Demining
- ☐ Military Activity
- ☐ Construction
- ☐ Housework
- ☐ Going to toilet
- ☐ Watching others tamper with mine/ERW
- ☐ Passing/standing near → *What caused the accident*
- ☐ Tampering with mine/ERW
  - *To use the metal*
  - *To use explosives*
  - *To make it explode*
  - *Curiosity*
  - → *To move it*, *To dismantle/destroy it*, *Other* _____
- ☐ Travelling
  - *By motorized vehicle*
  - *On foot/bicycle*
  - *By animal/cart*
- ☐ Other _____
- ☐ Collecting wood

27. **Who activated the mine/ERW** ☐ The Casualty ☐ Someone else ☐ Other _____

Describe the causes and circumstances of the incident:

28. **From the mine/ERW accident, was the casualty** ☐ Killed ☐ Injured

29. **If the casualty died, how long after the accident did they die** ☐ Immediately | *hours* | *days* | *weeks* | *months*

30. **Where did the casualty die**

- ☐ At place of accident
- ☐ On the way to health facility/hospital
- ☐ Unknown
- ☐ In health facility/hospital
- ☐ After leaving health facility/hospital
- ☐ Other _____

31. **What injuries did the casualty suffer**

Complete this section for all casualties who were killed or injured

	Arm	Fore Arm	Hand	Finger	Above Knee	Below Knee	Foot	Toe
Amputation								
Right	☐	☐	☐	☐	☐	☐	☐	☐
Left	☐	☐	☐	☐	☐	☐	☐	☐

- **Wounds** ☐ Face ☐ Upper Limb ☐ Upper Body ☐ Lower Limb ☐ Lower Body ☐ Entire Body
- **Burns** ☐ Face ☐ Upper Limb ☐ Upper Body ☐ Lower Limb ☐ Lower Body ☐ Entire Body
- **Permanent blind** ☐ One eye ☐ Both eyes
- **Permanent deaf** ☐ One ear ☐ Both ears
- **Paralysis** ☐ Face ☐ Upper Limb ☐ Upper Body ☐ Lower Limb ☐ Lower Body ☐ Entire Body

32. **What medical care did the casualty receive**

☐ None ☐ Treated Self ☐ Hospital ☐ Clinic ☐ Community member ☐ Traditional docter ☐ Unknown ☐ Other_____

33. **How long before the casualty received medical care** → ☐ <30min ☐ <60min ☐ Unknown ☐ < 2 hrs ☐ > 2 hrs ☐ Not applicable

34. **Hospital/clinic name** _____ **Address** _____

Complete this section for all casualties who were permanently disabled in the accident

35. **Does the casualty receive financial/in-kind support** ☐ Yes ☐ No ☐ Unknown → *From whom* ◯ NGO ◯ Govt ◯ Private/family

36. **Does the casualty have a prosthesis** ☐ Yes ☐ No ☐ Not applicable

37. **Does the casualty have a wheelchair** ☐ Yes ☐ No ☐ Not applicable

38. **Does the casualty have other walking aids** ☐ Yes ☐ No ☐ Not applicable

39. **If the casualty is under 15 is s/he attending school** ☐ Yes ☐ No ☐ Not applicable

40. **Were others injured/killed in the accident** ☐ Yes → **How many** Killed ___ Injured _____ ☐ No

What are the names of the other casualties

1.	3.	5.	7.
2.	4.	6.	8.

MINE/ERW CASUALTY REPORT — DESCRIPTION

A. PURPOSE

The Mine/ERW Casualty Report is designed to record cases of human casualties of mines and Explosive Remnants of War, in conflict and post-conflict situations. The purpose of the report is to inform the development of humanitarian mine and ERW risk education, advocacy and clearance activities, and casualty assistance activities.
One casualty report should be completed for each mine/ERW casualty, and returned to the central database office no later than the end of each month.
All questions should be completed. If a question is missed for any reason an explanation should be attached on a separate piece of paper.

B. DEFINITIONS

Mine: munition designed to be placed under, on or near the ground or other surface area and to be exploded by the presence, proximity or contact of a person, animal or a vehicle. Mines may be detonated by the action of its target, remotely activated, by the passage of time, or by any other means known or unknown.

ERW — Explosive remnants of war: abandoned ordnance (AO), unexploded ordnance (UXO), improvised explosive devices (IEDs) and booby-traps.

*Abandoned ordnance (AO)***:** munitions that have not been used and are no longer in the control of any particular armed group. AO could include mortars, grenades, bombs, rockets, bullets, artillery shells and so on, which have been abandoned in the course of fighting or at the end of the conflict.

*Unexploded ordnance (UXO)***:** munitions that have been fired, thrown, dropped or launched but have failed to detonate as intended. UXO includes artillery and mortar shells, fuses, grenades, large and small bombs, cluster munitions and their sub munitions,[1] rockets and missiles.

Improvised explosive device(IED): a manually placed explosive device, normally "home-made " and adapted in some way to kill, injure, damage property or create terror. Often UXO or abandoned munitions are modified to construct IEDs.

Booby-trap: an explosive device deliberately placed to cause casualties when an apparently harmless object is disturbed or a normally safe act is performed, like opening a door or turning on a television. Booby traps are often common objects found in unusual settings — they are out of place.

ERW may be detonated by the action of its target, remotely activated, by the passage of time, or by any other means known or unknown.

Casualty: Any human who sustains, directly or indirectly, a fatal or non-fatal mine or ERW injury in [specify area], from [specify date] to the present.
Included are individuals injured inside [area], but from other areas.
The definition excludes injuries from guns.

C. REPORT EXPLANATIONS

Title. **Serial No**: a unique number or code given to each report. This code is given by the database manager and not the data collector.

Box. **OFFICE USE**: indicates the date the report was received in the database office, who checked the report, who entered the report data into the data base and who checked data entry. This section is to be completed by the data base office manager, not the data gatherer.

Question 1. **Person collecting the information**: The name, address and agency of the person completing this report.

Question 2. **Place of interview**: the address or name of the place where the interview took place and the report was completed. If the place is a private home the address of the home

should be given. If it is a hospital or other medical facility, the name and address of the facility should be recorded.

Question 3. **Date of interview**: the date the interview took place, by day, month and year.

Question 4. **Person giving the information**: the name and address of the person giving the information to the person collecting the information, and their relationship to the casualty.

Question 5. **Casualty name**: the full name of the casualty. If the casualty is known by other names (nicknames) these should be recorded.

Question 6. **Sex**: the sex of the casualty, male or female.

Question 7. **Current address**: the place where the casualty currently lives, if applicable. If the casualty has died or has no current address, write Not Applicable and give explanation.

Question 8. **Address at time of accident**: the place where the casualty lived at the time of the accident. Complete this section if the address is different from the address given in question 7.

Question 9. **Date of birth**: the date of birth of the casualty. If the casualty's full date of birth is not known, record what is known, for example, the month and year. If any information is missing, write Unknown.

Question 10. **Family status**: record if the casualty is single (not yet married, divorced or a widow/widower) or married. Indicate if the casualty has children and the number of children.

Indicate if the casualty is the head of household, meaning they are or were the primary source of income for the family. The purpose of this question is to identify families that may be financially affected by the death or injury of the casualty.

Question 11. **Occupation at the time of accident**: indicate what occupation the casualty had at the time of the accident. If their occupation is not indicated in one of the check boxes, check other and specify what their occupation was.

Question 12. **Occupation at time of interview**: indicate the current occupation of the casualty. If the casualty died, write died; if the occupation is the same as at the time of the accident write same

Question 13. **Date of accident**: the date the accident took place, by day, month and year. If any part of the date is unknown write unknown above the section that is unknown, but complete the parts of the date that are known. For example, if the day is unknown, write the month and year.

Question 14. **Time of accident**: indicate the time of day the accident took place: morning, afternoon, evening and night. Night includes the hours of darkness. Morning includes sunrise. Evening includes sunset.

Question 15. **Where did the accident take place**: indicate if the accident took place in a rural or urban area, then whether the accident occurred in a field, building, on a road, and so on, in that area. A rural area is an area used for farming or agricultural activities. Rural areas include undeveloped areas such as forests or deserts. Rural areas may also include small communities. Urban areas are situated in large towns, cities or large villages.

Question 16. **Name of village or closest village to accident site**: if the accident happened in a town or village, write the name and details of the village or town. If the accident happened outside of a town or village, write the name and details of the closest village or town to the accident site.

Question 17. **Distance of accident site from centre of village**: indicate the approximate distance of the accident from the centre of the town or village given in question 16. The centre of the town or village is usually indicated by a central market, a town square, a church, mosque or religious temple of some sort. If the centre can not be easily identified give the distance from a well known landmark and indicate the landmark in the report.

Question 18. **Did the casualty know the area was dangerous**: sometimes an area is known to a community as being mined or contaminated with ERW. Indicate if the casualty knew the area was mined or contaminated with ERW.

Question 19. **If they knew the area was dangerous why did they go there**: indicate the primary reason why the casualty entered the dangerous area:

Economic necessity: this should be checked if the dangerous area is located in a place essential for the economic activities of the casualty or community. This could include a private field, a fishing area, a water point, area for collecting wood, hunting and so on.

No other access: this shows that the dangerous area must be crossed in order to access another area. This could include a road or path that is mined, and no other road or path is available to use.

Unknown: if no reason for entering is given or if the reason is unknown, check Unknown.

Other: if the casualty entered the area for some other reason check other and specify the reason.

Question 20. **How often did the casualty go to the area**: indicate if the casualty had never been to the area before, went there often or a few times.

Question 21. **Was there any mine clearance in the area**: indicate if mine clearance had taken place at the time of the accident or prior to the accident. Indicate who undertook the mine clearance.
If mine clearance has taken place since the accident check No.

Question 22. **Was the accident site marked as dangerous**: indicate if the area was marked as dangerous at the time of the accident. Marking could include official mine warning or dangerous area signs, such as those used by the military, government, or demining NGOs. Markings could also be unofficial signs erected by the local population to warn others.
If the accident area was marked as dangerous after the accident check No.

Question 23. **Did the casualty receive mine risk education before the accident**: indicate if the casualty had received formal training or attended some presentation about the dangers of mines and ERW before the accident.
If the casualty received mine risk education after the accident check No.

Question 24. **Approximate direction of accident from village centre**: indicate the direction of the accident from the location given in question 16. Check one of the boxes around the picture of the compass.

Question 25. **What type of device caused the accident**: indicate the explosive munition that caused the injuries.

Question 26. **What was the casualty doing when the accident occurred**: indicated the activity of the casualty at the time of the accident:

Playing recreation: includes activities like sport, games, picnic, taking a recreational walk. Excludes playing with a mine or any ERW.

Hunting: includes livelihood activities — hunting for food or sale — but may also include recreational hunting.

Gathering food: includes livelihood activities — finding foot to eat or sell — but may include recreational food gathering such as children picking fruit.

Fishing: excludes fishing with mines or ERW.

Collecting water

Demining: Official demining by the army, government or non-governmental organisation. Demining excludes local demining, otherwise known as village or spontaneous demining.

Military activity: includes fighting (combat), or any other activity in support of the fighting, such as transporting supplies, delivering ammunition, and so on.

Construction: Includes construction of a building, roads, public utilities such as water and electrical systems.

Housework: Includes activities like cleaning or painting the house, washing clothes, sweeping and so on.
Going to the toilet
Watching others tamper with mine or ERW
Tampering with mine/ERW: This excludes any activity associated with official demining activities or military activities, like preparing munitions for use. Tampering may be to move the device, dismantle or destroy it – associated with village demining. Other reasons for tampering with a mine or ERW may be to extract the explosives or metal for use or sale. Tampering may also be out of simple curiosity. For example, the casualty may not know what the device is an out of curiosity picks it up and attempts to open it.
Collecting wood
Travelling: this includes travel by motorised vehicle (car, bus, truck, motorcycle), on foot or by bicycle, by animal or animal cart.
Passing/standing near: this indicates people are injured as they pass or are standing near others who have an accident, but have no part in the accident. If the casualty was passing or standing near, indicate what caused the accident, by referring to list of causes.
Other: specify

Question 27. **Who activated the mine/ERW**: indicate if the mine/ERW exploded through some act of the casualty by someone else, or through some other means, such as the passage of time, or an object accidentally striking the mine/ERW.
If the casualty was travelling in a vehicle driven by someone else, check someone else.

Question 28. **From the mine/ERW accident was the casualty** (killed, injured): indicate if the casualty was killed or injured as a result of the mine/ERW explosion. If the casualty died after the accident but not directly from the accident injuries check injured.
If the casualty died complete questions 29 and 30. If the casualty was injured go to question 31.

Question 29. **If the casualty died, how long after the accident did they die**: if the casualty died instantly, at the area of the accident, check Immediately. If the casualty died sometime after indicate the time in hours, days, weeks or months.

Question 30. **Where did the casualty die**: indicate the place of death.

Question 31. **What injuries did the casualty suffer**: indicate the injuries sustained. If the injuries were multiple, check multiple boxes. Complete this section for casualties who were injured and those casualties who died from their injuries.
Question 32. **What medical care did the casualty receive**: indicate the primary medical care the casualty received, if applicable. Complete this section for casualties who died or were injured.

None: check this box if the injuries were slight and no medical attention was required, or if the casualty died instantly from the accident.
Treated self: indicate if the casualty gave medical treatment to him/herself or if s/he was treated by family members.
Hospital: indicate if the casualty went to a hospital for treatment.
Clinic: indicate if the casualty went to a health clinic for treatment. This includes small health posts and private doctors.
Community member: indicate if the casualty was treated by someone in the community. Often this may someone who has received first aid training and may be a red cross/crescent volunteer.
Traditional doctor: indicate if the casualty received care from a traditional healer in the community.
Unknown

Question 33. **How long before the casualty received medical care**: indicate the time from the accident to the time the casualty received medical care. Please note that this is first

medical care and does not include the first assistance the casualty received, for example, being rescued from a minefield and being transported to a medical facility.

Question 34. **Hospital/clinic name…address**: indicate the name and address of the hospital or clinic the casualty received care.

Question 35. **Does the casualty receive financial/in-kind support**: indicate if the casualty receives financial or other assistance from the government, non-governmental organisation or from private sources, following the accident. This could include government pensions, loans, or charity.

Complete question 35 – 39 only for casualties who have become permanently disabled from their accident.

Question 36. **Does the casualty have a prosthesis**: indicate if the casualty has a prosthesis, only for amputees.

Question 37. **Does the casualty have a wheelchair**: indicate if the casualty has a wheelchair, only for people with walking difficulties and without other walking aids which are sufficient to ensure mobility.

Question 38. **Does the casualty have other walking aids**: indicate if the casualty has crutches, a walking stick, leg braces or some other walking aids.

Question 39. **If the casualty is under 15 is s/he attending school**: indicate if disabled children are attending school or not. Check not applicable if the casualty is over 15.

Question 40. **Were others injured/killed in the accident**: indicate the number of others who were injured or killed in the accident. Write their names if they are known, otherwise check unknown.

Endnote

[1] Cluster munitions are canisters containing numerous small explosive devices (sub-munitions, bomblets or bombies) that open in mid-air, scattering them over a wide area. The bomblets may be delivered by aircraft, rocket, or by artillery projectiles. They come in a variety of colours and shapes, many the shape and size of tennis balls or drinking containers.

Annex 4.
KAP survey form questionnaire

Knowledge, Attitude, Practise Survey
Respondent Questionnaire

This questionnaire does NOT need the name and identity of the respondent.

INTERVIEW DATE	
INTERVIEWER NAME / CODE	
AREA/VILLAGE	
WOREDA	
REGION	
Street/House identification (do not ask, just fill)	

Demographic Information

1. Respondent Age *(Do not ask – guess)*

a 16 - 20 ☐
b 21-40 ☐
c Over 40 ☐

2. Respondent Sex *(Do not ask)*

a male ☐
b female ☐

3 People in household (ask)

a Adults (over 16) ☐
b Children (0-15) ☐

Main activity of the respondent (tick only 1 response)

a	Agriculture	☐	d	Store owner	☐	g	Don't know	☐
b	Animal husbandry	☐	e	industry	☐	h	student	☐
c	Government worker	☐	f	unemployed	☐	i	Other	☐
						j	Not willing to answer	☐

SECTION 1 Questions about Most important problems people face

1.1 You live in an area affected by war. During the war did you stay in your home area or did you have to move

a Stayed ☐
b Moved away ☐
c Don't know ☐
d Question does not fit ☐
e Not willing to answer ☐

1.2 Is it more difficult living in this area/ your village since before the war

a More difficult ☐
b easier ☐
c Don't know ☐
d Question does not fit ☐
e Not willing to answer ☐

1.3 What are the 3 main problems you face in this area
Very high (1) high (2) medium (3) low (4) very low (5)
Do not read list out –

a	Poverty	
b	Fear of war	
c	Unemployment	
d	Lawlessness	
e	Not enough land/ animals	
f	Poor quality schools	
g	Poor quality health care	
h	Lack of water	
I	Mine and UXO	
j	Housing problems	
k	Other (describe)	
l	Don't Know	

SECTION 2 We would like to understand how children and adults get information, so the next few questions will be about how people communicate

2.1 – Language literacy (Fill other languages in the empty space)

			Ability (✓, X)
a	Amharic	Speak	
		Read/write	
b	Tigre	Speak	
		Read/write	
c	Afar	Speak	
		Read/write	
d	Somali	Speak	
		Read/write	
e	_____	Speak	
		Read/write	
f	_____	Speak	
		Read/write	

2.2 What is the main way that ADULTS currently get new information about health, agriculture or other issues that are important to adults in this community – please choose two from the following list
(Read list - only tick two boxes)

a	Radio messages	
b	Television	
c	Information given at the Church/mosque	
d	Information given by community leaders	
e	Experts or Government officials giving talks in public places	
f	Experts going from house to house	
g	Training in School	
h	News paper	
I	Friends or Family members talking informally	
j	Health personnel giving talks when you visit them	
k	Notice boards or posters	
l	Loudspeakers	
m	Parents talking	
n	Other (describe)	
o	Don't know	

2.3 What do you think is the best way of providing information to children *(Read list - only tick THREE boxes)*

a	Radio messages	☐
b	Television	☐
c	Information given at the Church/mosque	☐
d	Information given by community leaders	☐
e	Experts or Government officials giving talks in public places	☐
f	Experts going from house to house	☐
g	Training in School	☐
h	News paper	☐
I	Friends or Family members talking informally	☐
j	Health personnel giving taklks when you visit them	☐
k	Notice boards or posters	☐
l	Loudspeakers	☐
m	Parents talking to them	☐
n	Other (describe)	☐
o	Don't know	☐

Now I would like to ask you some questions about the radio

2.4 How often do you listen to the radio *(read choices)* – choose one

a	Always / everyday *(go to question 2.5)*	☐
b	Often/around 3-5 times a week *(go to question 2.5)*	☐
c	Sometimes / around 3-5 times a month *(go to question 2.5)*	☐
d	Never *(go to question 3.1)*	☐
e	Don't know *(go to question 3.1)*	☐

2.5 At what time do you most often listen to the radio *(read choices)* – choose one

a	Morning	☐
b	Lunch time	☐
c	Afternoon	☐
d	Evening	☐
e	All day	☐
f	Varies	☐
g	Don't know	☐

2.6 What type of radio program do you listen to most. Choose one.

a	News	☐
b	Social affairs	☐
c	Music	☐
d	Stories- fiction	☐
e	Stories /documentaries - factual	☐
f	Other (describe)	☐
g	Don't know	☐

2.7 Which radio station do you listen to most . Please choose no more than 2

a	Ethiopia Radio Amharic	☐
b	Ethiopia Radio Afar	☐
c	Ethiopia Radio Oromifa	☐
d	Ethiopia Radio Somali	☐
e	Ethiopia Radio Tigrigna	☐
f	Ethiopia Radio Harari	☐
g	Radio Fana	☐
h	Radio Woyani	☐
i	Ethiopia Radio Somali	☐
j	Ethiopia Radio Somali	☐
k	Somali Radio from Somalia	☐
l	Other (describe)	☐
m	Don't know	☐

SECTION 3 We would now like to ask you some questions about Peoples knowledge of mines and UXO

3.1 Do you think you know what mines are ?

a Yes ☐
b No ☐

3.2 Do you think you know what UXO are

a Yes ☐
b No ☐

3.3 Do you think there are mines or UXO near where you live ?

a Yes ☐
b No ☐

3.4 Have you ever seen any mines /UXO in your area ?

a Yes ☐
b No ☐

3.5 Do mines stop you going anywhere important or doing normal day to day things

a Yes ☐
b No (*go to question 3.7*) ☐
c Question does not fit (*go to question 3.7*) ☐

3.6 What do they stop you doing? Do not read list out.

a	Collecting water	☐
b	Collecting wood	☐
c	Herding animals	☐
d	Working in fields	☐
e	Travelling to other areas	☐
f	Going to health centre	☐
g	Going to school	☐
h	Going to market	☐
i	Other (– what)	☐

3.7 If you were walking down a path alone, and there was no one to ask, what signs or signals would tell you an area had landmines (tick ALL that apply) Do not read list out.

a	Cloth	☐	h	Grass arranged in pattern	☐
b	Piles of stones	☐	i	Signs of fighting	☐
c	Painted stones	☐	j	Military material	☐
d	Thorn fence	☐	k	Metal/ plastic signs	☐
e	Animal skeletons/bones	☐	l	Unpicked fruit	☐
f	Deserted area/ high grass	☐	m	OTHER (describe)	☐
g	Piles of sticks/ sign from sticks	☐	n	Don't know	☐

3.8 Have you every seen something like this while walking near your community *(SHOW PICTURE OF MINE - BE CLEAR WE ARE TALKING ABOUT A REAL MINE AND NOT A POSTER)*

a Yes ☐
b No (*go to question 3.10*) ☐
c Question does not fit *(go to question 3.10)* ☐

3.9 What was the 1st thing you did (tick 1 box only) Do not read list out.

a	Turned back	☐
b	Kept going	☐
c	Found another path	☐
d	Stood still and shouted for help	☐
e	Took it with you	☐
f	Marked the area	☐
g	Touched it/ moved it	☐
h	Tried to explode it	☐

i Other (DESCRIBE) ☐

3.10 Have you every seen something like this while walking near your community *(SHOW PICTURE OF **UXO** - BE CLEAR WE ARE TALKING ABOUT A REAL MINE AND NOT A POSTER)*

3.11

a Yes *(go to question 3.11)* ☐
b No *(go to question 3.12)* ☐
c Question does not fit *(go to question 3.12)* ☐

3.11 What was the 1st thing you did (tick 1 box only) Do not read list out.

a	Turned back	☐
b	Kept going	☐
c	Found another path	☐
d	Stood still and shouted for help	☐
e	Took it with you	☐
f	Marked the area	☐
g	Touched it/ moved it	☐
h	Tried to explode it	☐
i	Other (DESCRIBE)	☐

Now go to question 3.14

3.12 If you were walking down a path and you saw this what is the 1st thing you would do *(SHOW PICTURE OF **MINE** - BE CLEAR WE ARE TALKING ABOUT A REAL MINE AND NOT A POSTER)* Do not read list out.

a	Turn back	☐
b	Keep going	☐
c	Find another path	☐
d	Stand still and shouted for help	☐
e	Take it with you	☐
f	Mark the area	☐
g	Touch it/ move it	☐
h	Try to explode it	☐
i	Other (DESCRIBE)	☐

3.13 If you were walking down a path and you saw this what is the 1st thing you would do *(SHOW PICTURE OF **UXO** - BE CLEAR WE ARE TALKING ABOUT A REAL MINE AND NOT A POSTER)* Do not read list out.

a	Turn back	☐
b	Keep going	☐
c	Find another path	☐
d	Stand still and shouted for help	☐
e	Take it with you	☐
f	Mark the area	☐
g	Touch it/ move it	☐
h	Try to explode it	☐
i	Other (DESCRIBE)	☐

Now go to question 3.14

3.14 What would you do if you were walking and saw a friend with one of these? (*SHOW PICTURE OF A **UXO***) Do not read list out.

a	Tell them it is dangerous and put it down immediately	☐
b	Tell them to throw it away as far as possible	☐
c	Run away	☐
d	Take it away from them	☐
e	Tell authorities	☐
f	Take the object yourself and throw it as far as possible away	☐
g	Take the object yourself and put it carefully in safe place	☐
h	Don't know	☐
i	Other (DESCRIBE)	☐

3.15 In your community do people use landmines/UXO's for anything

a Yes (go to 3.16) ☐
b No *(go to question 3.17)* ☐
c Don't know *(go to question 3.17)* ☐

3.16 If people use landmines what do they use them for ?

a	To sell/ make money	
b	To dig wells	
c	To split rocks	
d	To protect their property	
e	As pounding tool	
f	Don't know	
g	Other (DESCRIBE)	

Now I am going to read some statements to you and I would like to know whether you agree or disagree with each of them

3.17 Mines are always visible

a	Agree	
b	disagree	
c	Don't know	

3.18 Mines are only laid on roads

a	Agree	
b	disagree	
c	Don't know	

3.19 Herding animals in a suspected area is safe

a	Agree	
b	disagree	
c	Don't know	

3.20 If I found a landmine I would report it

a	Agree	
b	disagree	
c	Don't know	

3.21 Mines are always marked by warning signs

a	Agree	
b	disagree	
c	Don't know	

3.22 It is safe to pick up UXO and move them as long as you are careful

a	Agree	
b	disagree	
c	Don't know	

3.23 Do you think you have enough information about mines and UXO – what they can do to you, where they can be found, what you can do to keep your family safe

a	Yes	
b	No	
c	I can not answer	

3.24 Have you ever received any information from anyone about mines or UXO , or seen or heard any information about the dangers of mines and UXO .

a	Yes (go to section 4)	
b	No go to section 5)	
c	I can not answer (go to section 5)	

Section 4 I would now like to ask you some questions about questions about information you have received on mines (ONLY FOR THOSE WHO ANSWERED YES TO QUESTION 3.24)

4.1 What sort of information have you seen or heard about mines or UXO *(read out list and tick as many boxes as relevant)* Do not read list out.

a	posters	
b	Public meetings	
c	Discussions with friends/family	
d	Radio	
e	Television	
f	News letter (mention:_____)	
g	Leaflets	
h	Don't remember	
I	Other (DESCRIBE)	

4.2 Did you think the information was *(rank on scale)*

a	Very useful	
b	Quite useful	
c	Not very useful	
d	Of no use at all	

4.3 Because of the information /training – in what ways have you changed your behaviour if any *(tick as many answers that apply)*

a	I don't go near landmine areas	
b	I inform others of dangers	
c	I don't touch or pick up strange and unknown objects	
d	I report mines/ UXOs to the authorities	
e	I do not go to unknown areas	
f	I mark the location of mines	
g	I have not changed my behaviour	
h	Don't know	
i	Other (DESCRIBE)	

4.4 What is the most important information that should be given about landmines and uxos *(read the list and choose just one option)*

a	How to recognise mines /UXO	
b	How to avoid mines/UXO	
c	What to do when you find a UXO/mine	
d	Where mines/UXO can be found	
e	How to help people in a minefield	
f	Nothing	
g	Don't know	
h	Other (DESCRIBE)	

Section 5 Finally I would like to ask you about mine victims

5.1 Do you know anyone who has been killed or injured by mines or UXO

a	Yes (go to 5.2)	
b	No (end of question)	
c	I can not remember (end of question)	

5.2 What were they doing at the time *(tick all that apply)*

a	travelling	
b	Playing/ with UXO	
c	herding	
d	Looking for wood	
e	Collecting water	
f	Working in fields	
g	In their house	
h	Don't know	
i	Other (DESCRIBE)	

5.3 Do you think they knew they were in a dangerous area

a	Yes	
b	No	
c	Don't know	

5.4 Who do you think are most at risk from mines or UXO (choose a maximum of two from the list)

a	Farmers	
b	herders	
c	men	
d	women	
e	children	
f	People collecting water	
g	People collecting wood	
h	People travelling on roads	
i	Don't know	
j	Other (DESCRIBE)	

FINALLY – THANK THE RESPONDENTS FOR THEIR HELP AND DON'T FORGET TO ASK THEM IF THEY HAVE ANY QUESTIONS THEY WOULD LIKE TO ASK YOU

Annex 5.
Semi-structured interview questions

Key informants (chiefs/local leaders, church workers, local authorities)

N.B. This is a reminder of questions to ask. You need to formulate and order the questions in a way that you consider appropriate. You do not necessarily have to ask all these questions — decide which are the most appropriate in the situation.

Community composition

- What is it like living here? Has it got better or worse in recent years?
- Where are most of the returnees in this area from originally?
- What tribes are represented in this community?
- How many IDP or returnee households have been registered?
- How many of the households are headed by a female?
- Who are the main leaders of this community?
- How is land allocated to new arrivals for accommodation/agriculture/grazing?
- What do you feel are the main priorities for this community?

Sources of information

- Where do most people in this community get their information from? (probe – before they get here, when they first arrive, after they started living here)
  If not mentioned by participants remember to prompt them — asking about
- Posters
- Leaflets
- Meetings called by community leaders
- Religious leaders or events
- Friends /family
- NGOs

- Can most adults in your village read? *if yes – remember to find out which languages are most common*
- Of all the things that you've mentioned – which do you think is the most important to you? Which are the least useful/effective?
- Do most people have the chance to listen to radio?
  (note – do not ask if they own radios – but whether they can regularly hear one – possibly at a friend or family members house for example)

  Try to find out how often people listen and what they like to listen to — also WHICH language they listen in and WHICH stations

- Which methods do you think are the best ways of informing children about important information?
  (if school is mentioned ask what about those children who do not go to school, do most children attend school or only a few, and is there a difference between boys and girls)

Security situation

- What are the main security threats for this group of people? (probe civilian disputes, military, inter tribe/clan disputes, domestic violence, weapons, landmines/ERW)
- Are there civilian children/young people who have small arms & light weapons in the community?

Mine knowledge

- Have any new arrivals asked you about previous fighting in this area?
- Have any of the people in this group asked you about landmines and ERW in this area? (probe how many, what did they ask, what could you tell them)
- Do people know what mines are?
- Do people know what ERW are?
- Which are the more dangerous (i.e. the biggest problem) for you in this area … mines or ERW?

Impact

- Are there any sections of the community you feel may be at risk from a landmine/ERW injury? (probe who, why, activities of these people)
- Are there any landmines/ERW here? If yes, how do people manage the threat? What impact does it have on their daily lives? Do they stop you doing things you used to do in this area?

Practice

- How much local knowledge is there about landmines/ERW/previous fighting in this area?
- How does this information get passed on?
- How can we ensure that returnees are also given this information?
- What happens if mines or ERW are reported?
- What do you do if you come across ERW or a mine when you are travelling or working?
- Have you or your friends received information about landmines and ERW and how you can be safer from these.

If the answer is yes try and find out how they have received the information, what they have seen, where, and so on.

If people have seen information on mines it is important to find out if they thought it was useful or not. Try asking questions such as:

- Which information do you remember best? Why?
- Which way of delivering mine information is the most effective do you think – why?

Ask about specific means of information delivery such as posters or radio, leaflets, and ask people whether they thought it was memorable, interesting, attractive, clearly understandable or not.

- Have you changed what you do or how you do it because of the advice or information you have received about mines and ERW?

Mine injuries

- Have many people in this area been hurt or killed due to mines or ERW — how many of you know people who have been hurt?

- What were they doing at the time they were hurt?
- Do you think they knew they were in a dangerous area or doing something that was risky?
- If someone is killed – are the health authorities or others informed that the person was killed by a mine/ERW?

Semi-structured interviews for health workers/NGOs working in health

- What is the outreach of this health facility?
- Is there a health education programme here? If yes, how do you organise health education? How motivated are the community to listen to health education?
- What kind of injuries do you see in the health facility?
- What are the major causes of injuries?
- If someone was badly injured how would they get to the health centre?
- Have you ever seen someone injured from a landmine or ERW? If ***yes***, can you tell me what happened?
- Can you recognise mine/ERW injuries?
- Describe what you would be able to do if there was a landmine/ERW incident (can you give an IV? Can you stop the bleeding? If yes, how would you stop the bleeding? Can you give painkillers? Can you give anti-biotic? Can you give anti-tetanus? Do you have the necessary drugs?
- Where is the nearest hospital you can refer the patient to? (ask how long would it take to get there, how a patient would get there, and the cost);
- Who would you report the incident to?
- What would you do to try and stop a similar incident from happening again?
- If you were able to talk to an adult/child about preventing a landmine/ERW incident, what would you tell them?
- How do people in your area manage the landmine/ERW threat?
- What do you feel is the best way to inform people in the community of the dangers of landmines/ERW?

Semi-structured interviews for teachers/youth workers

- How many households headed by people under 18 years old?
- What do youth in this community do during the day?
- Is there any difference between the work female and male children do?
- Are there any schools in the area for children in the community to attend? If yes, what percentage of the children attend school?
- Are there any youth groups in the are/camp attended by youth? (probe what, who organises them, who attends)
- How many children are there in your school?
- How many are boys/girls?
- What curriculum do you use?
- Do you have any health education in the curriculum?
- Have any of the children here ever spoken to you about mines or ERW?
- Have you ever spoken to the children about mines and ERW? If yes, what did you say? How do the children react when you talk about mines and ERW?
- Has anyone ever spoken to you or come to your class to talk about the dangers of landmines/ERW? If yes, who? When did they come? What did they say?
- What do you feel is the best way to inform youth in the community of the dangers of landmines/ERW?

Semi-structured interviews for military/police

- What are the biggest security threats for people living in this area?
- Do you know of any areas that have landmines or ERW? If yes, how do people here manage the threat?
- Has anybody ever reported landmines/ERW to you?

- If yes, what did you do? What did you say to the person?
- If no, what would you do? What would you say?

Semi-structured interviews for survivors of a mine/ERW incident

- Can you tell me what happened?
- Do you think the accident could have been prevented (probe if yes, how?/if no, why not?)
- Were you able to get to a health facility? (if yes, probe, where/what did they do/ did they talk to you about how to prevent landmine/ERW injuries)
- What do you feel is the best way to inform people in the community of the dangers of landmines/ERW?
- What do you feel is the best way to inform people in the community of the dangers of landmines/ERW?

Semi-structured interviews for teachers/youth workers

- How many households headed by people under 18 years old?
- What do youth in this community do during the day?
- Is there any difference between the work female and male children do?
- Are there any schools in the area for children in the community to attend? If yes, what percentage of the children attend school?
- Are there any youth groups in the are/camp attended by youth? (probe what, who organises them, who attends)
- How many children are there in your school?
- How many are boys/girls?
- What curriculum do you use?
- Do you have any health education in the curriculum?
- Have any of the children here ever spoken to you about mines or ERW?
- Have you ever spoken to the children about mines and ERW? If yes, what did you say? How do the children react when you talk about mines and ERW?
- Has anyone ever spoken to you or come to your class to talk about the dangers of landmines/ERW? If yes, who? When did they come? What did they say?
- What do you feel is the best way to inform youth in the community of the dangers of landmines/ERW?

Semi-structured interviews for military/police

- What are the biggest security threats for people living in this area?
- Do you know of any areas that have landmines or ERW? If yes, how do people here manage the threat?
- Has anybody ever reported landmines/ERW to you?
- If yes, what did you do? What did you say to the person?
- If no, what would you do? What would you say?

Semi-structured interviews for survivors of a mine/ERW incident

- Can you tell me what happened?
- Do you think the accident could have been prevented (probe if yes, how?/if no, why not?)
- Were you able to get to a health facility? (if yes, probe, where/what did they do/ did they talk to you about how to prevent landmine/ERW injuries)
- What do you feel is the best way to inform people in the community of the dangers of landmines/ERW?

Annex 6.
Village risk-taking profile framework

NAME OF VILLAGE:
LOCATION:
IMSMA ID NUMBER:

A. DEMOGRAPHICS

- How many people live in the village?
- How many families live in the village?
- How many people are girls or women?
- How many are children?
- Do the people all live in the centre of the village or are they spread out?
- Did people flee the village during the conflict?
    - Have they all returned?
    - Are more expected to return soon?
    - How many?
    - When?
    - Where are they going to live?
    - What are they going to do when they return to survive?

B. LIVELIHOODS

What are the main livelihoods in the village?

- Farmers?
    - Both male and female?
    - What ages?
- Shepherds?
    - Both male and female?
    - What ages?
- Traders?
    - Both male and female?
    - What ages?
- Seasonal workers?
    - Both male and female?
    - What ages?
- Construction workers?
    - Both male and female?
    - What ages?
- Other? *Please specify.*

C. EXPLOSIVE THREAT AND AT RISK GROUPS

- Are there areas containing mines in or near the village?

    - If so, where are they?
    - Do people go there?
    - Who?
    - Why?
    - How often?
- Are there areas containing unexploded bombs, grenades or shells (UXO) in or near the village?
    - If so, where are they?
    - Do people go there?
    - Who?
    - Why?
    - How often?
- Are there areas containing stockpiles of weapons or ammunition in or near the village?
    - If so, where are they?
    - Are the stockpiles locked/guarded
    - Do people go there?
    - Who?
    - Why?
- Do people have explosive devices (e.g. grenades, mines) in their houses?
- Have any animals been killed or injured by explosive devices in the last 12 months in or near the village?
    - If so, where?
    - How many?

D. VICTIMS

- Any human victims in the last 12 months?
- How many?
- What ages?
- Sex?
- Where were they injured?
- Why had they gone there?
- Did they know it was dangerous?
- If they know it was dangerous, why did they go there?
- What happened to them after the explosion?
- Are there people needing medical attention?
    - If so, what medical attention do they need?
- Are there people needing an artificial limb?
    - If so, why do they not have one?

E. COMMUNITY RESOURCES

- Are water points blocked by mines or ERW?
    - If so, where?
    - How are people collecting water?
- Is the school blocked by mines or ERW?
- Is the forest/access to firewood blocked by mines or ERW?
- Are fruit trees or orchards blocked by mines or ERW?
- Is the church blocked by mines or ERW?
- Is the river blocked by mines or ERW?
- Is the road blocked by mines or ERW?
    - If so, how are people travelling to other villages?

F. CAPACITY TO DEAL WITH THE THREAT

- How is the community managing the risk from mines and ERW?
    - Clearance by villagers themselves of mines or ERW

    - Informing people not to touch mines or ERW
    - Marking certain areas as being dangerous
    - Other actions? *Please specify*
- Has rehabilitation or development work taken place in the village?
    - What was done?
    - When?
    - By whom?
- Has demining (survey or clearance) taken place?
    - When?
    - By whom?
- Has mine risk education been provided in the village?
    - When?
    - By whom?
    - Was it helpful?
    - If not, why not?
- What institutions are present in the village?
    - Schools
    - Health posts
    - Community associations
    - Churches/mosques
    - Other? *Please specify*

Annex 7.
Sample needs assessment report format

The following suggested list of contents is given as an example of a report format including information requirements. However, the precise format and information needed will vary depending on the particular circumstances.

Front cover and title page
Title, name and location
Names of those who carried out the assessment
Names of partners involved in the work
Brief purpose of the assessment
Dates of assessment
Date report was completed.

Acknowledgements
Communities, advisers, team members, funders

List of contents

1. Executive summary
A brief one- or two-page overview of the report's objectives, main findings, conclusions and recommendations. This should be written last, emphasising the most important points.

2. Background information
Include how and why the assessment began, how it developed, its main objectives, and main activities.

3. Main findings
A report will usually include some, but not all, of these sections.

3.1 Analysis of mine problem
- Types of mines/ERW,
- Knowledge of conditions in which mines/ERW were deployed (i.e. type of warfare, battle lines, defensive or offensive, organised or random),
- Population affected (geography, socio-economic, demographic),
- Types of areas mined (e.g. schools, roads),
- Location of abandoned ERW stockpiles estimated quantity of land mined and denied to the population,
- Accident/incident reports (victim profile, type of mine, where, when), and
- Livestock accidents (where, when, how).

3.2 *Country analysis*

- Infrastructure,
- Population statistics,
- Political context,
- National mine action plan (if one exists),
- The situation of the country/regions (emergency; conflict zones; post-conflict; rehabilitation; development),
- Existing resources available locally and through other agencies (people, training, logistics, funding),
- International interventions (past, present and potential), and
- Government, local authority and agency awareness of the problem.

3.3 *Analysis of affected population*

- Size,
- Demographic make-up,
- Sub-groups,
- Roles of men, women and children a different economic groups,
- Cultural attitudes,
- Rerligious beliefs,
- Power structures, and
- Levels of education.

3.4 *Analysis of communication patterns*

- Traditional ways of communicating,
- Languages and dialect,
- Traditional systems of education,
- Materials and methodologies familiar to the local population,
- Government mechanism of passing on information, and
- Social communication networks.

3.5 *Analysis of local mine problem*

- Information on mine accidents:
  - age
  - sex
  - status
  - military or civilian
  - activities at time of accident
  - location of accident
  - date (seasonal variation, relationship to the end of the conflict),
- Known mines in area and where they were laid, and
- Information on accidents with livestock

3.6 *Analysis of current mine-related behaviour*

- Activities per group, including seasonal variations, food production, family, community, and religious,
- Activities influenced by the presence of mines – e.g. access routes blocked, children's games in relation to mines/ERW, and
- Current local coping mechanisms.

3.7 *Analysis of MRE knowledge at a community and institutional level*

- Lessons learned from existing MRE initiatives,
- Lessons learned from other development initiatives in country, for example, primary health campaigns,
- Knowledge of existence of mines and their effects,
- Knowledge of safe behaviour to minimise impact, and

- Knowledge of how mines affect their lives (socio-economic effects).

3.8 Analysis of factors influencing current behaviour

- Information on factors that affect behavioural change, such as attitudes towards the behaviour, social context and pressures, self confidence, economic necessity, relevant skills.
- Analysis of predisposing, enabling and reinforcing factors.

4. Main conclusions and recommendations

This may be the only section some people read. It should sum up of the issues raised and the areas discussed in Section 3, highlighting issues of particular importance. It is best to present each issue separately and in brief. This section is usually much shorter than the finding section, and offers an opportunity to tie different sections of the findings together.

Recommendations should be brief (no more than a paragraph), clear and given in order of priority. Recommendations should show:

- What course of action should be taken;
- How these should be implemented, by whom, and when;
- An outline of what main resources or inputs are required;
- The constraints or problems that are probably going to be faced and how these can be resolved or overcome.

You may want to divide your recommendations into:

- Programmatic Recommendations — broad recommendations concerning the direction and focus of the programme *what, where, why* issues;
- Delivery/ implementation Recommendations — more detailed recommendations concerning the *how* issues.

Annexes

This section should include detailed information referred to in other sections, for example, details of methods used, questionnaires timetables and schedules.

Geneva International Centre for Humanitarian Demining
Centre International de Déminage Humanitaire - Genève

unicef

IMAS Mine Risk Education Best Practice Guidebook 3

PLANNING

International mine action standards

United Nations IMAS

IMAS Mine Risk Education Best Practice Guidebook 3

PLANNING

Geneva, November 2005

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Contents

Foreword

Over the last few years the mine action community has taken major steps towards professionalising its mine risk education (MRE) projects and programmes. A central element in that process has been the development of international standards for MRE by UNICEF, within the framework of the International Mine Action Standards (IMAS), maintained by the United Nations Mine Action Service (UNMAS). In October 2003, UNICEF completed seven MRE standards, which were formally adopted as IMAS in June 2004.

The MRE component of the IMAS outlines minimum standards for the planning, implementing, monitoring and evaluation of MRE programmes and projects. The IMAS are largely prescriptive, advising operators, mine action centres, national authorities and donors on ***what*** is necessary for the development and implementation of effective MRE programmes. They do not, however, guide stakeholders on ***how*** they might adapt their programmes and projects to be more compliant with the standards.

To facilitate the implementation of the MRE standards in the field, UNICEF entered into a partnership with the Geneva International Centre for International Demining (GICHD) to develop this series of *Best Practice Guidebooks* to provide more practical advice on how to implement the MRE standards. A total of 12 Guidebooks have been developed, using expertise from a variety of different people, countries and contexts. The Guidebooks address a wide range of areas covered by the MRE IMAS, including:

- How to support the coordination of MRE and the dissemination of public information;
- How to implement risk education and training projects;
- How to undertake community mine action liaison; and
- What elements should be considered to implement effective MRE projects in emergencies.

The primary aim of these Guidebooks is to provide practical advice, tools and guidance to undertake MRE programmes that are compliant with IMAS. They are

also meant to provide a framework for a more predictable, systematic and integrated approach to risk education, and are intended for use by anyone engaged in planning, managing or evaluating mine risk education programmes and projects, such as government ministries, mine action centres, United Nations agencies and bodies, and local and international organisations. Donors may also find them useful in assessing proposals for mine risk education projects and programmes.

But while the Guidebooks seek to provide practical advice for the design, implementation, monitoring and evaluation of programmes and projects, they remain general in nature and will need to be adapted to each new situation in its specific cultural and political context. UNICEF and the GICHD hope that they will prove a useful tool in making mine risk education more effective and efficient.

In addition to being distributed in hard copy, the *Best Practice Guidebooks* can be downloaded free of charge from the Internet at *www.mineactionstandards.org* as well as the GICHD website *www.gichd.ch* and the UNICEF website *www.unicef.org*.

Introduction

Introduction to the Series

According to the IMAS, the term "mine risk education" refers to "*activities which seek to reduce the risk of injury from mines and ERW by raising awareness and promoting behavioural change, including public information dissemination, education and training, and community mine action liaison.*"[1] MRE is one of the five components of mine action. The others are: ***demining*** (i.e. mine and explosive remnants of war [ERW] survey, mapping, marking and clearance); ***victim assistance***, including rehabilitation and reintegration; ***advocacy*** against the use of anti-personnel landmines; and ***stockpile destruction***.[2]

The first two editions of the IMAS — in 1997 and 2000 — did not include MRE-specific standards and guides. In 2000, the United Nations Mine Action Service, the focal point for mine-related activities within the UN system, requested UNICEF to develop international standards for MRE. UNMAS is the office within the UN Secretariat responsible for the development and maintenance of international mine action standards. UNICEF is the primary actor within the UN in undertaking mine risk education.

In October 2003, UNICEF completed a set of seven MRE standards, which were formally adopted as IMAS in June 2004. The seven standards are as follows:

- ***IMAS 07.11: Guide for the management of mine risk education***;
- ***IMAS 07.31: Accreditation of mine risk education organisations and operations***;
- ***IMAS 07.41: Monitoring of mine risk education programmes and projects***;
- ***IMAS 08.50: Data collection and needs assessment for mine risk education***;
- ***IMAS 12.10: Planning for mine risk education programmes and projects***;
- ***IMAS 12.20: Implementation of mine risk education programmes and projects***; and

- *IMAS 14.20: Evaluation of mine risk education programmes and projects*.

To facilitate the implementation of the MRE standards in the field, in 2004 UNICEF contracted the Geneva International Centre for International Demining to develop a series of best practice guidebooks for MRE programmes and projects.[3] The following 12 *Best Practice Guidebooks* have been developed:

- *1: An Introduction to Mine Risk Education*;
- *2: Data Collection and Needs Assessment*;
- *3: Planning*;
- *4: Public Information Dissemination*;
- *5: Education and Training*;
- *6: Community Mine Action Liaison*;
- *7: Monitoring*;
- *8: Evaluation*;
- *9: Emergency Mine Risk Education*;
- *10: Coordination*;
- *11: The Collected IMAS on Mine Risk Education*; and
- *12: Glossary of Terms and Resources*.

The *Best Practice Guidebooks* seek to address the particular needs of MRE as an integral part of mine action. Each Guidebook is intended to serve as a stand-alone document, although some include cross-references to other Guidebooks or to other sources.

Introduction to Guidebook 3

This Guidebook, number 3 of the Series, provides advice on how to design and plan mine risk education (MRE) projects and programmes within the context of broader mine action planning processes.

The mine action planning process

For new mine action programmes, the planning process should ideally start with a formal assessment of the country situation and the assessment should include all components of mine action. This will determine whether a national mine action programme is required and possible. Full recognition will be given to ongoing work, including local community-based MRE and demining activities, which usually precede the establishment of a mine action programme.

Should a decision be taken to develop a national mine action programme it will be necessary to conduct a comprehensive assessment of the mine-affected country; this is known as the general mine action assessment (GMAA), which is a continuous process. The GMAA should provide an indication of the size and scope of the problem, the resources needed to meet it, the national capabilities and potential to address it, and the need for external assistance including financial, human skills, material and information.

The information collected should be sufficient to enable the national authority, with assistance as necessary, to establish priorities and develop a coherent national mine action programme. The national mine action programme will identify and prioritise a number of projects, activities and tasks involving MRE, demining, stockpile destruction, victim assistance and advocacy.

The MRE needs assessment

Prior to implementing mine action projects, activities and tasks, further data collection and assessment is usually required. For MRE this involves a needs assessment (*see Best Practice Guidebook 2 for guidance*). There may be other data collection activities, such as landmine impact surveys, task assessment and planning or other community studies, as well as ongoing community mine action liaison. All of these form part of an active surveillance process to establish and to monitor the problems faced by affected communities.

Layout of the Guidebook

Section 1 of the Guide discusses what is meant by planning.

Section 2 reviews basic planning techniques, including the use of the logical framework analysis, and Gantt charts.

Section 3 sets out one possible approach to strategic planning that could be used for a MRE programme.

Section 4 reviews a number of issues and principles that affect the possible content of an MRE project or programme plan.

A glossary of abbreviations and acronyms, the IMAS definition of key terms, and a selected bibliography and list of resources for all the *Best Practice Guidebooks* in the Series can be found in *Best Practice Guidebook 12*.

Endnotes

[1] IMAS 04.10, Second Edition, 1 January 2003 (as amended on 1 December 2004), 3.157.
[2] *Ibid*., 3.147.
[3] For the purpose of the IMAS and these Guidebooks, a project is defined as an activity, or series of connected activities, with an agreed objective. A project will normally have a finite duration and a plan of work. An MRE programme is defined as a series of related MRE projects in a given country or area.

1. What is planning?

Planning is the way in which organisations wishing to conduct MRE programmes and projects identify the most effective way to reduce the risk of injury from landmines and other explosive remnants of war (ERW) among target populations through raising awareness, by promoting behavioural change and through community mine action liaison.

The purpose of project planning for MRE is to define the project goals and objectives, and establish a plan of action to meet the goals and objectives. Informed planning should enable the organisation to implement MRE activities efficiently and effectively according to the needs of targeted groups.

The effective planning of MRE programmes and projects requires accurate, appropriate and timely information. There are many sources of information at local, national and international level and the resulting collated information is needed by a wide range of individuals involved in the planning, implementation, monitoring and evaluation of MRE projects.

1.1 Principles of good planning

This section sets out some of the key principles of good planning relevant to an MRE project or programme plan. The IMAS guiding principles applicable to the development of an MRE plan are included in Box 1 below.

1.1.1 Planning based on an assessment of needs

Planning is essential to effective implementation and should be based upon careful and ongoing assessment of the needs of the affected communities. This issue is addressed in detail in *IMAS Mine Risk Education Best Practice Guidebook 2*.

Mine action programmes should be context specific and respect the different needs and priorities, and the different local cultural values and norms of the affected communities. Project planning should ensure that members of the at-risk

community are adequately protected, giving special attention to the most vulnerable members. Project planning should understand and serve the needs, and promote the rights, of different groups. It should not be prejudiced on the basis of gender, age, ethnicity, etc.

A community mine action plan should also be developed, based on the expressed needs of the affected community, and these needs should be incorporated into the higher level of mine action planning. Of course, community needs often incorporate economic needs (i.e. the need for income) and, although this cannot be resolved through mine action alone, planning of MRE may acknowledge this and involve other partners who can provide assistance and support income generation activities (especially through community liaison — *see Guidebook 6 for further guidance on this*).

Box 1. IMAS guiding principles on the development of an MRE plan*

An MRE plan should:

a) Be integrated into the national mine action strategy and the overall national humanitarian and development strategies;
b) Reflect the priorities of the organisations and people involved (such as government, donors, communities, women, children, minorities, village deminers, and persons with disabilities);
c) Reflect the nature of the threat to populations, whether it is predominantly a mine or a ERW threat, or both;
d) Take into account the risk of any negative side effects generated by the activities;
e) Be culturally appropriate;
f) Be based on appropriate means of communication;
g) Where possible, involve the intended beneficiaries in programme, design, implementation and monitoring;
h) Draw on lessons learned through other MRE programmes;
i) Offset urban and gender biases and other biases;
j) Establish clear procedures and structures for reporting to donors;
k) Be sustainable, that is, cover capacity-building and training;
l) Be flexible and adaptable;
m) Identify indicators to gauge the progress and the impact of the programme;
n) Identify appropriate monitoring and evaluation systems;
o) Be realistic and take into account programme inputs, such as local and external management capacities and the availability of staff, skills and resources; and
p) Assure adequate funding and logistical support.

* IMAS 12.10: Planning for mine risk education programmes and projects, First Edition, 23 December 2003, as amended on 1 December 2004 and 23 July 2005.

1.1.2 Monitoring and evaluation

Planning should determine how monitoring and evaluation of the programme or project will be conducted. Monitoring and evaluation are addressed in detail in, respectively, *IMAS Mine Risk Education Best Practice Guidebooks 7* and *8*.

1.1.3 A participatory approach

As far as possible all stakeholders should be involved in the planning process. Mine-affected communities are the primary stakeholders in mine action. Other stakeholders are mine action organisations, governments and public institutions, aid agencies and community groups. The goals, objectives and activities of the programme should reflect their participation in the assessment and planning stages.

Community involvement during the data collection and needs assessment phase should encourage and enable the creation of MRE materials by the affected communities themselves. Provision for this in the planning phase may positively impact on the sustainability of the project.

The process of producing an MRE project plan is best done by the team who will be responsible for implementing it. Sometimes it is helpful to have an external facilitator (or at least someone not involved in the project) to check the plan and make observations about how logical and achievable it may or may not be.

A day to think through and discuss a project from start to finish may be sufficient, depending on the size of the project, the number of team members and the range of potential partners. Follow-up drafting, review and revision can take considerably longer if further consultation is required, but expect to spend around a week, if time is spent well and efforts remain focused.

1.1.4 Integration in broader planning processes

Planning for MRE should be carried out in support of the national mine action programme and annual plan, or be linked to its development where a programme and plans have yet to be developed. Planning should also be linked to community development initiatives.

1.1.5 Training

The training requirements for those involved in planning, implementing, monitoring and evaluating the project should be considered at the project planning stage. This includes consideration of who will conduct the training, who will be trained, what will be covered in the training and how the training will be conducted. There should also be a consideration of the budget implications of such training requirements.

The training course and curriculum should be built on the results of the needs assessment. The plan should include a methodology and approach to the training plan. A timeframe should be specified by activity within the training plan. The involvement of related organisations is an important step in the planning process. Such involvement may be present at many different levels and therefore should be very flexible.

Provision should be made for the briefing of MRE staff on the nature of survivor assistance and demining operations, and staff of such programmes should likewise be briefed on MRE activities to promote better understanding of the complementary risk-reduction approaches.

Consideration should be made, where applicable, for the training of deminers to conduct MRE (primarily community liaison) while conducting clearance or survey activities in remote areas.

2. Planning techniques

Any planning process involves setting the overall objective of the programme or project, and then setting a series of enabling objectives and activities to achieve them. Each activity should contribute to achieving a specific objective; and, for each activity planned, it should be clearly stated what inputs (resources) are required and the expected outputs. Measurable indicators and sources for verification should be established for assessing the achievement of each enabling objective.

Planning projects in such a logical way enables organisations to carefully consider the reason for conducting every activity, and to determine the inputs required to achieve each output. The activities, inputs and outputs can be checked by both internal and external monitoring procedures. The stated objectives and indicators for measuring performance and achievement of those objectives should form the basis of the evaluation.

One way of conducting such a logical planning approach is through the use of logical framework analysis. This approach allows the presentation of planned activities to be clearly presented (in a framework format) to relevant stakeholders.

2.1 The logic of logical framework analysis

The most used — and misused — of development management tools is logical framework analysis (LFA). This summarises the project planners' thoughts on:

- The broad goal, specific objectives, planned outputs and required inputs for a project (or programme);
- How the project objectives are aligned with those of the next "highest" system (e.g. the link between an MRE project and the national MRE programme);
- The feedback mechanism required to see if outputs are effective in promoting the desired objective; and
- The principal social, economic, and other assumptions on which the project is based.

The logical framework is a management tool that is used to promote good project design, by analysing and clearly stating the different components of a project. Logical frameworks make clear statements about what you want to achieve, how you will achieve it, what you will need and what factors might affect your project. The logical framework itself is a matrix with — in the most common variant — four columns and four rows, as depicted below:

	Intervention logic	Verifiable indicators	Means of verification	Critical assumptions
Overall objectives	Project goal(s)	How will we tell if the goal is being promoted?	How we can obtain the data on the left.	What external factors will influence whether the goal is achieved?
Project purpose	Project purpose(s)	How will we tell if the purpose is being achieved?	How we can obtain the data on the left.	What external factors will influence whether the purpose is achieved?
Outputs	Planned outputs	How will we tell if the outputs have been produced?	How we can obtain the data on the left.	What external factors will influence whether the outputs are produced?
Inputs/activities	Inputs/activities required	How will we verify the required inputs have been received?	Who will provide the data on the left?	Pre-conditions needed before start of project.

2.1.1 Project (or intervention) logic — 1st column

Overall objectives (or project **goals**) are objectives that are wider than the project itself, typically requiring contributions from other, complementary projects (e.g. all the projects within a mine action programme). A suitable goal for an MRE project might be, for example, *to promote the safe return of refugees to a country affected by mines and ERW.*

Project purpose is the specific objective (or set of objectives) to be achieved by implementing the project. A suitable objective for an MRE project, seeking to achieve the project goal suggested above, might be "*to instil mine-safe behaviour among refugees planning to return to a country affected by mines and ERW*".

Outputs are the "goods and services" or "products" of the project that must be produced to achieve the project purpose. In our refugee scenario, this might be: *a) X number of trained MRE volunteers within the refugee population; b) X number of refugees informed about the dangers of mines and ERW and safe behaviour; and c) X number of safe transit routes and areas/regions/communities identified for returnees.*

Inputs are resources (money, equipment, skills, etc.) required to generate project **activities** that will produce the outputs sought. Clearly, our refugee scenario would need a series of inputs and activities, such as: *a) identification of volunteers*

within the refugee population; b) a set of training courses for these volunteers; c) a series of discussions with the various at-risk groups to assess their level of knowledge about mines and ERW and to provide necessary information and education; and d) coordination with mine action bodies and refugee organisation partners.

2.1.2 Monitoring and evaluation framework — 2nd and 3rd columns

Verifiable indicators are quantity and quality measures of what we plan to achieve (e.g. hectares of land cleared; numbers of communities assisted).

Means of verification indicate where, when and in what form data on the verifiable indicators will be obtained and reported.

Box 2. Monitoring versus Evaluation

Monitoring (*see Guidebook 7*) is a continuous, methodical process of data collection and information-gathering throughout the life of a project. The information collected can be used for regular assessment of progress, so that adjustments can be made while the work is going on. Monitoring can also mean the systematic "tracing" of a particular condition (e.g. the cause, location or demographic of mine casualties) to identify trends. The changes that result from project activities can be identified, and if there are discrepancies between planned and actual progress, corrective action can be taken, including changing the plan of activity. Questions for later evaluations can be identified during monitoring.

Evaluation (*see Guidebook 8*) is a learning and management tool: an assessment of what has taken place in order to improve future work. Measuring, analysing and interpreting change helps people to determine how far objectives have been achieved and whether the initial assumptions about what would happen were right; and to make judgements about the effectiveness, efficiency, impact, relevance and sustainability of the work. Evaluations will use information collected during monitoring, but may need other information as well. It often uses "baseline information" — information collected at the very beginning of the project and against which progress can be measured.

There is a good deal of overlap between the two in terms of the information required, so projects often incorporate a single "monitoring and evaluation (or M & E) framework" of indicators at the goal, purpose and output levels, and an M & E data collection system to collect and store the information needed to make assessments about each of the indicators for both monitoring and evaluation purposes.

2.1.3 Critical assumptions — 4th column

These are factors in the environment and, therefore, outside the control of project personnel, but which are deemed critical for the production of the planned outputs and achievement of the project purpose and overall goal.

For example, a mine action project might be seeking to facilitate the safe return of 10,000 internally displaced persons (IDPs) to their communities in order to resume their lives. The project's planned output is returnees informed about the dangers

of mines and ERW and "mine-safe" behaviour and its principal objective (or purpose) is to have 10,000 people return and sustain themselves in their home communities. It is quite conceivable that the project could deliver the planned outputs but still fail to achieve its purpose because, say, warfare resumed in that region or contamination is so severe and the return so spontaneous that significant casualties are almost inevitable. The project design is based on the assumption that peace will prevail in the region, and that assumption may not hold true.

Similarly, the project may not be able to identify hazardous routes of return and mined areas in the target communities because it is not equipped with general survey capability and the planned landmine impact survey (LIS) has not yet been completed. Clearly, the project design is based on the assumption that the LIS will be completed in time.

2.1.4 Translation into the language of results

In recent years, the principal development agencies have increased their focus on the results achieved by development programmes and projects, and have instituted "results-based" approaches to project planning and management (generally, results-based management or RBM). Initially, there was confusion over the terms used and how best to employ these in project planning and management, but broad agreement has emerged to adapt the existing LFA approach to embrace results-based management.

In brief, there is a "results chain" that mirrors the "logic chain" of the LFA as depicted below:

Systems terminology	Logic chain (LFA)	(if attained, leads to)	Results chain
Output (of larger system)	Goal	⇒	Impact
Output	Purpose	⇒	Outcome
Input	Input	⇒	Output

Thus, **outputs** are the results achieved by using the "inputs" as planned. **Outcomes** (results achieved in the short- to medium-term) are the measures corresponding to the "purpose" (or specific objectives) level in the LFA. Finally, **impacts** (long-term, sustained results) correspond to the "goal" (or overall objective) level in the LFA.

Returning to the IDPs example, a "performance management" or "results-based" summary of the project logic might look as follows:

Project logic	Results sought	Verification	Assumptions
Goal: Returnees return safely to their home communities.	Impact: No more than five in 10,000 returnees falling victim to mines or ERW in a three-year period.	Indicators that the goal has been (is being) achieved.	Key assumptions
Purpose: To allow refugees to return safely to their home villages.	Outcome: No more than five of 10,000 IDPs falling victim to mines or ERW in returning to at least 50 villages.	Indicators that the outcome has been (is being) achieved.	Access to affected communities

Inputs: Funds, equipment, skills.	Outputs: At least 8,000 IDPs informed about the danger of mines and ERW and mine-safe behaviour prior to return.	Indicators that the outputs have been delivered and that inputs have been used efficiently in producing outputs.	Access to IDPs

In sum, a logical framework project plan for MRE needs to address the following issues and questions:

- **Project goal**
  - What is the overall problem the project will contribute to solving?
  - How will the contribution be measured?
  - What are the risks to contributing to the goal?
- **Project purpose**
  - What will be the project's direct effect and impact?
  - How will this help solve the overall problem?
  - How will the impact be measured?
  - What are the risks, what might affect our project?
  - How will the impact be sustained?
- **Project outputs**
  - What will the project produce, change or deliver?
  - How will the project make these?
  - How can the outputs be measured?
  - What are the risks?
- **Project inputs**
  - What is going to be done to achieve the outputs?
  - What will we need to achieve the outputs: what equipment, staff, services, and money?
  - What things outside of our control do we need?

2.1.5 Gantt charts[1]

Once you have determined the major goals and objectives of a project, good planning will often involve the development of detailed activity plans with timelines. **Gantt charts** (*see the example below*) are a project planning tool that can represent the timing of activities required to complete a project.

Once you have used them, Gantt charts are simple to understand, easy to construct and an indispensable tool. Today they are used by many managers for projects with clearly defined budgets, activities and timelines. They are often referred to as activity schedules or project timelines.

A Gantt chart is essentially a spreadsheet with columns and rows: activities or tasks which need to be completed to reach an objective are written in the rows; dates for undertaking the tasks run along the top in increments of days, weeks or months, depending on the total length of the project. The expected time for each activity is represented by a horizontal bar whose left end marks the expected beginning of the task and whose right end marks the expected completion date. Tasks may run sequentially, in parallel or overlapping.

INDICATIVE ACTIVITY SCHEDULE
NOVEMBER 2005-NOVEMBER 2006

	YEAR/MONTH	2005		2006										
		Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May	Jun.	Jul.	Aug.	Sept.	Oct.	Nov.
a.	**SETTING UP**													
1	Recruitment/redeployment of staff, equipment inventory and purchase													
2	Staff training & development of training curriculum													
3	Development & expansion of operating procedures													
4	Refine intervention criteria													
5	Set-up monitoring team & refine project indicators													
6	Develop MRE materials													
7	Refine & establish links with other projects and coordination structures													
b.	**IMPLEMENTATION**													
1	Community liaison and planning process for first 20 villages													
2	Community liaison and planning process for second 20 villages													
3	Proximity landmine & UXO clearance													
4	Mined area marking and survey													
5	Mine & UXO awareness raising													
6	Emergency responsiveness													
7	On-going monitoring													
8	Final evaluation													
c.	**EVALUATION & FOLLOW-UP**													
1	Analyse and assess viability of team structure for other sections													
2	Draft future proposal													
3	Draft final report													

As the project progresses, the chart is updated by filling in the bars to a length proportional to the fraction of work that has been accomplished on the task. This way, you can get a quick reading of project progress by drawing a vertical line through the chart at the current date. Completed tasks lie to the left of the line and are completely filled in. Current tasks cross the line and are behind schedule if their filled-in section is to the left of the line and ahead of schedule if the filled-in section stops to the right of the line. Future tasks lie completely to the right of the line.

In constructing a Gantt chart, keep the tasks to a manageable number (no more than 15 or 20) so that the chart fits on a single page. More complex projects may require subordinate charts which detail the timing of all the subtasks which make up one of the main tasks. For team projects, it often helps to have an additional column containing numbers or initials which identify who on the team is responsible for the task.

Often the project has important events which you would like to appear on the project timeline, but which are not activities. For example, you may wish to highlight when a prototype is complete or the date of a design review. You enter these on a Gantt chart as "milestone" events and mark them with a special symbol, often an upside-down triangle.

Using Excel to make Gantt charts

Special software is available to make Gantt charts, and many people use Microsoft Project. To avoid the expense of purchasing new software, Gantt charts can easily be made using Microsoft Excel or some other spreadsheet software. Find below how to prepare a Gantt chart with Excel.

Before moving to Excel the details of the chart can be made on paper. First make a list of activities and assign each activity tentative start and stop dates (or durations). You may also want to note the people responsible for the activity and the resources required. Also list important milestones and their dates. Use verb-noun form for naming tasks, e.g. "produce leaflets" or " hire volunteer". Use action verbs such as "create", "define" and "gather" rather than "will be made". Sometimes it is very difficult to estimate durations accurately, especially those related to education activities. Doubling your best guess often works well. Name milestones by noun-verb form, e.g. "report due", "materials produced", "survey complete".

Decide what duration to use in the timeline. For projects of three months or less, use days, for longer projects use weeks or months, and for very short project use hours.

Once you have finished your paper draft, start Excel. Under Page Setup, select landscape orientation, and then select the options to centre the chart horizontally and vertically on the page. Also under Page Setup, activate the "fit to one page" button. (*Note that if the text comes out too small, you may have to print your chart on two pages and paste together. Even better, adjust the resolution of your date scale or drop less important tasks to make your chart fit comfortably on one page.*)

Still under Page Setup, set the header and footer to be blank. Finally, under Page Setup, turn off the option to print gridlines.

Set up the cells. You can use the sample as a guide. Use the border command to draw boxes around the appropriate cells. Enter your scheduling data. To make the grey bars which indicate length of task, select the appropriate cells, then the "Fill" command (one of the buttons near the top).

Your plan will evolve, so be flexible and update your chart on regularly. As the project progresses, fill in the grey bars with black to denote the part of a task that is complete and when you reach a milestone.

Endnote

[1] Much of the following is taken from W. Durfee and T. Chase (2003), *Brief tutorial on Gantt charts*, University of Minnesota, US.

3. One possible approach to strategic planning

The first steps in developing a new MRE programme — or radically reforming an existing one — are formulating and adopting the programme objectives and a strategy for achieving those objectives. With integrated approaches to development management based on systems theory and (generally) some variant of the Logical Framework, the outputs from this phase of the programme planning process also include:

- The initial framework for monitoring progress and evaluating the benefits achieved;
- The list of critical assumptions, providing the basis for risk analysis and management;
- A preliminary list of social, economic and technical issues which merit a systematic learning effort.

While the development of clear objectives and a coherent and feasible strategy for achieving these does not guarantee success, their absence implies almost certain failure of the MRE programme. Unfortunately, there is no detailed recipe for crafting the objectives and strategy, and there are many different approaches, all of which may be valid in certain circumstances. Nonetheless, a few broad principles generally apply:

- Work systematically through the process, and be prepared to revise early work as you progressively learn about the nature of the contamination problem and alternative strategies for addressing it;
- Involve people and groups who will be affected by MRE, and who are responsible for complementary development and public service programmes in mine- and ERW-contaminated parts of the country;
- Remain open to additional information, new ideas and different perspectives;
- Be realistic; fully expect to end up with an imperfect product — the real prize here is coming up with something that gets the programme headed in the right direction with a sound institutional foundation; the details can be improved as you learn from experience and experiment.

Step 1. Analysing the situation

Normally, the process of defining objectives begins with an analysis of the landmine and ERW contamination, plus the key social, economic and political features of the country, which together lead to an understanding of the problems caused by the contamination. Ideally, such analysis should include the following elements although, initially, complete data is never available for all, or sometimes any, of the issues:

- **Technical** — e.g types of landmines and ordnance; the typical patterns of mine laying employed, estimates of the number of mines; typical logistical problems;
- **Geographic** — e.g. the geographic pattern of current and former conflict; location of the mine and battle fields; pattern of roads and bridges; pattern of electrical and other utilities; location of health/education facilities and of administrative centres; the range of soil types and vegetal cover; climate zones;
- **Demographic** — e.g. the spatial distribution of the settled population; numbers and likely movements of refugees and internally displaced persons; numbers and migration patterns of nomadic groups;
- **Public health** — e.g. numbers of incidents and civilians affected (broken by age, sex, position in household, occupation, etc.); capacity of public health facilities for treatment and rehabilitation; numbers of victims reaching treatment centres;
- **Social** — such as household and community structures across ethnic groups; household coping strategies (e.g. following loss of household head, injury to member); traditional forms of community support; key social institutions (religious, ethnic, self-help, etc.); prevalence of community-based organisations; sexual division of economic assets and activities;
- **Risk-taking** — The reasons for risk-taking about mines and other ERW: is it due to ignorance of the threat or safe behaviour, recklessness, or intentional risk-taking forced by economic or survival pressures?
- **Economic** — e.g. level and structure (sectoral, geographic, public-private, market-subsistence, etc.) of economic activity; principal and secondary sources of livelihood in contaminated communities; extent of commercial activity and dependence of affected populations on factor (supplies, labour, credit, etc.) and product markets; types of land, resources and infrastructure affected; degree of inequality and pattern of poverty; location of critical natural resources;
- **Institutional** — e.g. existence and adequacy of mine action legislation; capacity of national mine action centre (MAC); links between the MAC and other government departments and agencies; links between MAC and supporting donors; indigenous capacities for mine action; presence of local or international organisations capable of mine action operations; extent of corruption;
- **Public policy** — e.g. economic and social development strategy; degree of political and administrative decentralisation; relative importance of mine action versus other public policy issues; government's attitudes

toward and mechanisms for dialogue with donors; legal status of NGOs and other civil society organisations; privatisation policy; policy toward foreign-owned corporations;

- **The actions of other development actors** — The actions that government departments, UN and donor agencies, international and local NGOs, and mine-affected communities take often will enhance the benefits expected to arise from some types of MRE and other mine action in certain communities or sectors.

While we never have all the data we might want, a UN inter-agency assessment mission, or an exploratory mission by a mine action NGO, will provide an initial picture in broad strokes.

A landmine impact survey will provide much more detailed information on contamination, demographics, and public health (casualties) organised spatially within a geographic information system (GIS).

Step 2. Organising problems into a meaningful structure

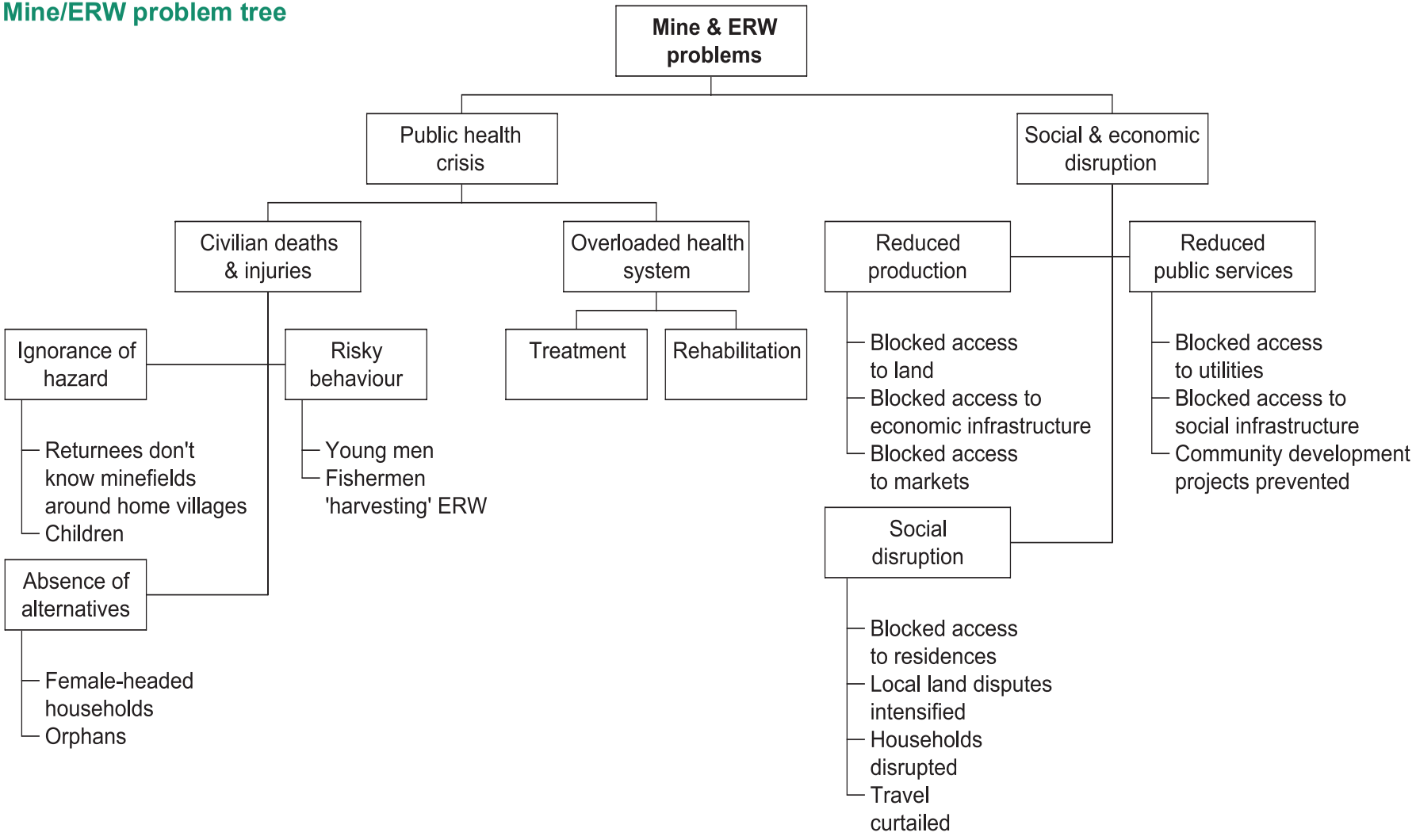
Once some basic analysis has been done, an understanding of the many problems caused by mine contamination will begin to emerge. However, it is unlikely all the people and organisations concerned will have the same perspective on these; they will describe problems in different ways, and emphasise some to the exclusion of others. Some sense of order must be imposed to give a reasonably comprehensive and comprehensible picture.

One approach is to sort-out the "cause-and-effect" relationships among the problems, by developing a "problem tree" through the following process:

1. List each problem on a card.
2. Group the cards into piles in clusters of similar issues.
3. Weed out the problems that are, essentially, duplicates.
4. Select an important problem and stick its card on the wall.
5. Then work through each of the others in that cluster by asking whether it is a cause or an effect of the initial problem selected:
   - If it is a cause of the initial problem, stick it below the initial problem;
   - If it is an effect of the initial problem, stick it above;
   - If it is neither, stick it on the same level as the initial problem.
6. Work through the remaining problems in a similar manner, adding new problems if these become apparent.

A "tree pattern" will emerge, based on the cause-and-effect relationships among the problems. This is often done in workshops with the key stakeholders (officials from the sectoral ministries of the central government, officials from state or provincial governments in affected areas, donor representatives, local NGOs, etc.). An example of what might emerge in a mine-affected country is depicted on the next page as a "**problem tree**".

Mine/ERW problem tree



Step 3. Pointing the direction — MRE objectives

The problem tree can be turned into an "**objectives tree**" by restating each problem as an objective. For example, the objective associated with the problem "*blocked access to agricultural land*" might simply be "*clear agricultural land*". Some problems may require more than one objective. For example, the problem "*returnees don't know about the minefields around their home villages*" might elicit two objectives:

- Provide MRE training to refugees before they return, and
- Conduct general surveys of villages in areas where refugees will be returning.

The result of this exercise will be an objectives tree depicting the ends-means relationships for the programme. The top of the tree — the goal, or ultimate objective — is the final end sought, while other objectives will be means to achieving the desired end. An objectives tree (or ends-means diagram) that might be derived from the earlier problem tree is shown on the following page as an example.

Step 4. Defining the strategy

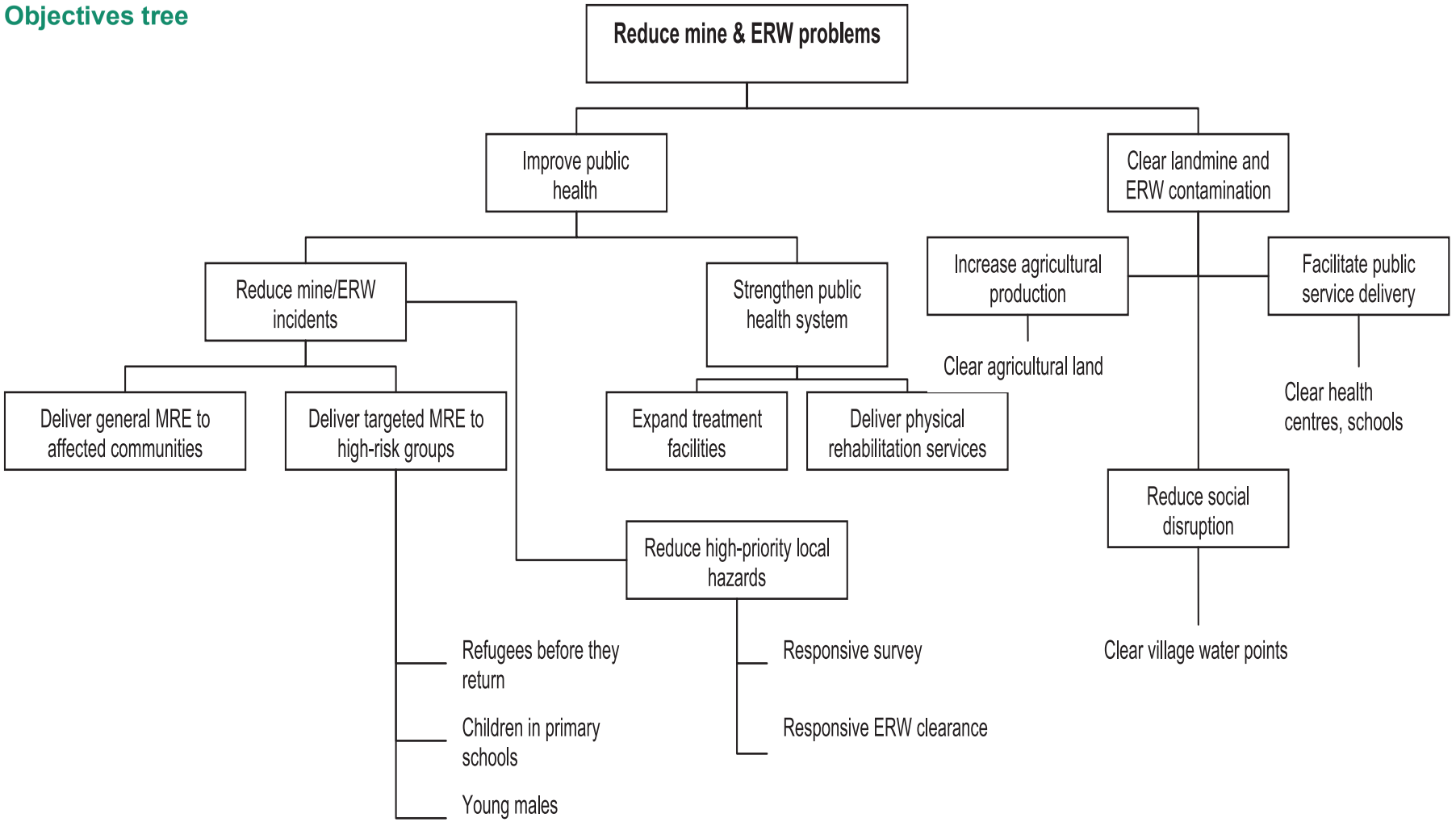
Once the objectives for the MRE programme have been set, the strategy outlines the basic features of a **logical and feasible plan** to achieve them. Developing a coherent strategy that will provide a foundation for effective operations is perhaps the most creative part of the analysis and planning process — as much art as science.

There is no recipe for devising a good strategy. Planners and managers need to avoid being satisfied with the "obvious" solutions, to repeatedly re-examine their ideas from a variety of slightly different perspectives, to remain open to new suggestions, and to keep asking basic questions — what, why, who, how, when — to ensure that what is being proposed is both logical and coherent.

Above all, planners and managers must be modest — because we never have all the information needed nor sufficient understanding of how this information fits together, and because the environment in which mine action is implemented is continuously evolving, exposing new constraints and opportunities. You have to accept that the initial strategy will need to be revised. This places a premium on flexibility, and on including within the strategy specific elements to foster learning from experience and experiment.

Generally a good first step is to group the objectives into clusters that are logical from the MRE perspective and weed out those that should not be addressed by the programme. Invariably, the MRE programme will not be the most suitable vehicle for meeting some of the objectives. In the example given, other mine action or other government departments (e.g. social welfare, fisheries, health) would be better able to address a number of the objectives. Removing these leaves the objectives tree depicting the components and sub-components that will be addressed by the MRE programme itself (*see overleaf*).

Objectives tree



The range of strategic decisions

At this point, a number of strategic decisions need to be made. Some of these concern the overall size and structure of the programme. For example:

- What should be the scale (size) of the programme? Its scope (geographically and functionally)? Its duration?
- Should operations be managed on a regional or a functional basis, or some hybrid structure?
- Should international organisations be involved in managing operations, or simply providing technical assistance to build indigenous capacities?
- Should implementing organisations be public agencies, NGOs (international and/or local), or commercial firms, or a combination of these?

Testing the logic

Planners must then test the logic of the objectives and strategy. The components of the programme shown in the objectives tree can also be depicted in tabular form. The left column indicates the level or "hierarchy" of objectives, starting with the goal then progressing through purposes and outputs.

Goal	**Eliminate landmine and ERW problems**					
Purposes	**Reduce mine/ERW Incidents**			**Clear Mines/ERW**		
Outputs	Deliver general MRE in affected communities	Deliver special MRE for target groups	Clear high-priority local hazards	Increase agricultural production	Facilitate delivery of public services	Reduce social disruption
Specific outputs		Refugees Children Young males	Responsive survey Responsive UXO clearance	Agric. land Roads and bridges Local markets	Access to utilities Clinics and schools CD projects	Village residences Village paths Village water points

The logical relationships among the objectives can then be analysed. Starting from the top level and working down, planners ask: how is this level in the hierarchy to be achieved? Then, starting from the bottom, the question is: why is this action or objective being undertaken? This approach is illustrated in the diagram on the following page.

Assessing feasibility and critical assumptions

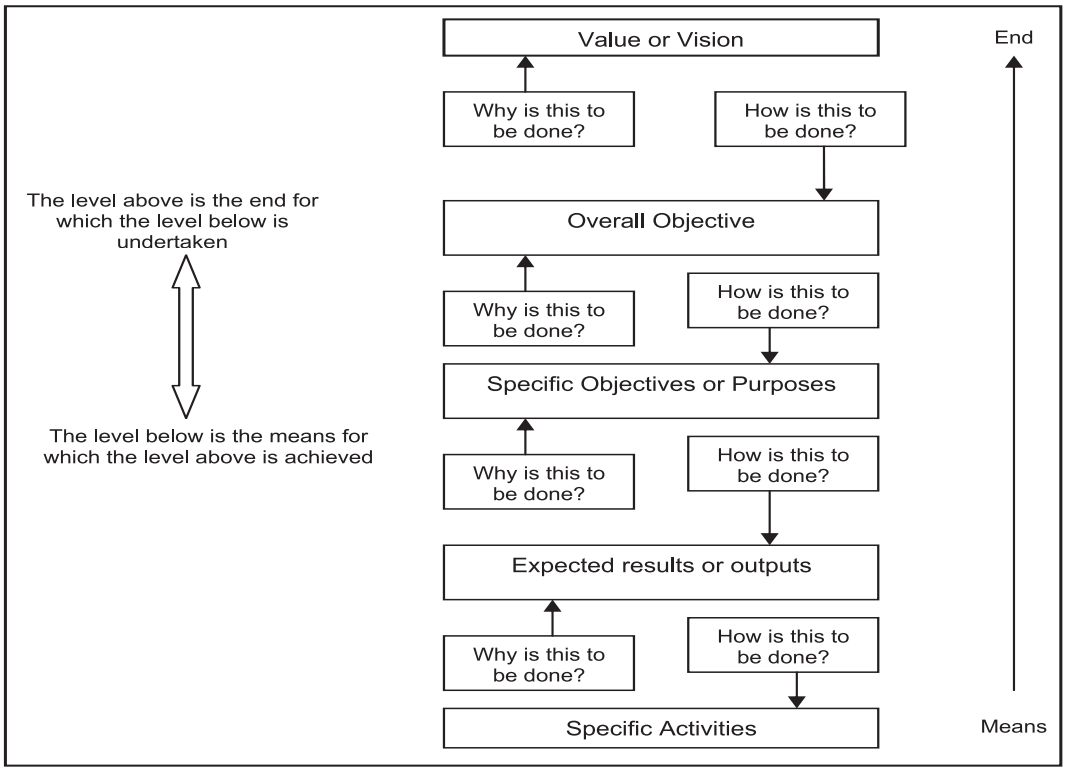
Finally, planners must consider the feasibility of the strategy. There are a number of issues to be considered, including:

- **Technical**: Do we have (or can we acquire) the tools and procedures required to execute the strategy? Have we considered logistical difficulties adequately?
- **Financial**: Do we have (or can we acquire) the financial resources to meet the objectives within the duration set for the programme?

- **Organisational/institutional**: Are the necessary organisations (mine action authority, MAC, MRE operators) in place and do they have the capacity to execute the strategy? Are incentives in place to reinforce performance that is in line with the strategy?
- **Political**: Do the major political factions endorse the strategy?
- **Security**: Do we have the necessary access and credibility to reach the affected communities?

Planners are certain to identify some factors or conditions that are necessary for success, but which clearly are outside the scope of the mine action programme. These must therefore be treated as critical assumptions underlying the logic and feasibility of the strategy. The important question then becomes, is the assumption likely to prove true? If not, the strategy is infeasible and should be reworked. This may require simply a modification of one of the objectives, or a more complete rethinking of the strategy.

Intent-structure diagram



Critically assessing the draft strategy

After completing a draft strategy, planners should step back and critically assess it. A premium needs to be given to new ideas and perspectives at this point. Reviews with non-mine action organisations, government rural development units, local and international NGOs with experience in the contaminated regions, can be very useful.

An important part of any strategy for a new MRE programme is the identification of what we don't know about mine/ERW contamination, the

problems this contamination creates for people in the affected communities, and how best to deal with it safely and efficiently given local conditions. This may be a long list.

Planners should then rank these unknowns according to their likely importance. For instance, of particular importance to MRE targeting may be the social and economic issues that affect risk-taking within communities, and the likely benefits from different MRE methodologies, such as education and training and community liaison.

Step 5. Formalising the objectives

Once the objectives and strategic approach have been decided, they should be formalised or made official. For example, the national mine action authority (NMAA) can issue a national strategy document specific to MRE or can include the MRE strategy within the broader strategic mine action plan (or both). The content of such a document can be inspired by the suggested layout in Box 3 below.

Box 3. A framework for a strategic MRE/mine action plan

1. Context
- Political context
- Security
- Economic context
- Social context
- Geography
- Demography
- Development priorities and actors
- Hazards
  - nature of contamination
  - extent of contamination
  - unknowns

2. Needs assessment
- Vulnerability assessment (current impact)
  - nature of contamination
  - affected communities
  - risk-taking behaviour
  - victim profiles and numbers
  - projected changes (e.g. refugee return, reconstruction projects underway)
  - unknowns
- Development constraints (future impact)
- Development priorities — key sectors and areas for mine action Linkages
- Unknowns

3. Description of the mine action and mine risk education programme
- History
- Current status
- Problems with programme and organisations

4. Vision, strategic goals and objectives for mine action/ mine risk education programme

Vision statement — A country free from the most severe impact of landmines and unexploded ordnance and otherwise in full compliance with the Anti-Personnel Mine Ban Convention.

Goal 1. Strengthen the national coordination of the mine risk education programme
- Objective 1.1 — Agree on national curriculum for MRE messages
- Objective 1.2 — Mobilise national and donor resources for MRE
- Objective 1.3 — Strengthen management of MRE in the mine action centre

Goal 2. Strengthen targeting of mine risk education
- Objective 2.1 — Identify risk-taking in 100 villages by (insert date)
- Objective 2.2 — Hold analysis and planning workshop to review existing targeting of MRE
- Objective 2.3 — etc.

Goal 3. Conduct community liaison in all high impacted communities
- Objective 3.1 — Advocate for emergency clearance of essential infrastructure in X highly impacted communities as identified by a landmine impact survey
- Objective 3.2 — Build partnership with development NGO able to provide safe access to clean water and firewood in X highly impacted communities
- Objective 3.3 — etc.

5. Actions to achieve goals and objectives
- Mine risk education activities
- Coordination mechanisms
- Planning and sharing information with other humanitarian and development actors
- Timeframe

6. Resources
- Available resources
- Implementing organisations
- Additional resources required
- Plan for resource mobilisation

7. Key assumptions and implications
- Signed peace agreement with rebels
- Implementation of peace agreement with rebels
- Do we have the necessary access and credibility to reach the affected communities?

8. Risk management
- Contingency plans if peace not signed
- Contingency plans if peace agreement does not hold

4. Issues affecting the content of MRE plans

4.1 Guiding principles

This section reviews a number of guiding principles that affect the content of an MRE programme or project plan.

4.1.1 General principles

Keep the following principles in mind to ensure that MRE activities adequately respond to the needs of the different target groups.

a) The plan must include approaches, methodologies, materials and messages, which are based on the results of the needs assessment and adjusted to the target groups. For example, MRE materials may be gender-specific where appropriate.

b) Planning should ensure that projects are culturally sensitive, i.e. that they are in accordance with the cultural values and norms of the affected population. However, it may not be appropriate to adhere to such cultural values and norms when they violate the dignity and rights of some individuals. For example, if discrimination based on gender is part of the dominant culture, planning may still maintain a desire for gender equality.

c) The plan should include a process of pre-testing any messages, methodologies and materials, based on the needs and participation of the target audience.

d) There are many lessons to be learned from previous experiences, including from other country programmes and projects. Experiences and results from monitoring and evaluating such projects may be incorporated into the planning process.

4.1.2 Training and staff development

The plan should make provision to use staff with appropriate community liaison and communication skills to work with the target groups. In particular:

a) The plan should include sufficient time and resources for appropriate staff development and training in, for example, the implementation of interactive methodologies;
b) Different age, gender and interest groups should be addressed by trainers or facilitators of the appropriate age, gender and interest group, where possible; and
c) Organisations should plan for a balance of social groups (including gender, ethnic background, etc.) within staff teams, where possible.

4.1.3 Mine and ERW victims

The plan should consider having a policy towards mine victims, and in particular consider:

a) Including a component of disability awareness to be integrated in the project;
b) Establishing mechanisms for effective coordination with organisations providing services for mine victims (i.e. for disability);
c) Being informed by and, if possible feeding information to, the national database on mine victims, where appropriate;
d) Involving victims where possible to assess the appropriateness, clarity and value of the MRE messages to be used;
e) Encouraging a policy of employing victims;
f) Providing support (financial, logistic) to competent organisations assisting mine victims, as appropriate;
g) Assisting the establishment of connections between victims and the local community at the project, national and global levels; and
h) Evacuating casualties to appropriate medical services.

4.1.4 Village demining

The plan should consider (any "village demining" activities[1] that may be occurring in the target location. In particular:

a) Assessing the general motivations and work practices of village deminers;
b) Analysing their priorities of work;
c) Gathering information on the location of contaminated areas that village deminers have been working on, or plan to work, and the types and numbers of devices they may have removed, destroyed or otherwise disposed of; and
d) Gaining feedback from other local inhabitants on the work of village deminers.

Endnote

[1] These are defined in the IMAS as "*self-supporting mine and/or UXO clearance and hazardous area marking, normally undertaken by local inhabitants, on their own behalf or the behalf of their immediate community…*".

5. Responsibilities for MRE planning

A variety of actors have specific responsibilities for conducting or supporting the planning of MRE projects and programmes. This section reviews the particular responsibilities of key United Nations agencies, the national mine action authority (NMAA), MRE organisations and donors.

5.1 United Nations

United Nations agencies typically support the NMAA in developing and adhering to the standards for planning of MRE programmes and projects. In certain situations and at certain times the UN may assume some or all of the responsibilities, and fulfil some or all of the functions, of an NMAA, including responsibility for national planning of MRE.

5.2 National mine action authority

The NMAA, or an organisation acting on its behalf:

a) Will prepare the national plan for MRE as part of the national mine action plan.
b) Will coordinate with MRE and other mine action organisations in the preparation of the national plan, to avoid duplication of effort and waste of resources.
c) Should provide resources (specifically information) where appropriate to assist with planning.
d) Should coordinate with organisations from other sectors (e.g. Education, Information, etc.) in mine action (including MRE) planning.
e) Should assist the national government where necessary, especially with regard to other related sectors such as health and social affairs (victim assistance) or education (involving MRE in the formal school curriculum).

f) Should approve the plan as a part of the process of accrediting MRE operations.

5.3 MRE organisations

MRE organisations:

a) Will make plans for projects, coordinated through the NMAA.
b) Should ensure inclusion of the target community and local authorities during the planning phase.
c) Should coordinate with other relevant organisations (e.g. MRE and mine action organisations and other humanitarian and development organisations), as well as national and local government authorities (e.g. Ministries of Education, Health, Planning, Social Welfare) in the development of project plans.

5.4 Donors

Donors:

a) Should only fund projects that have plans in accordance with the national mine action plan.
b) Should coordinate with the NMAA and other donors at the planning stage to avoid duplication of activities.
c) May participate in priority setting, project planning and design and beneficiary identification.
d) Should ensure adequate resources are allocated for the planning stages of programmes.

Geneva International Centre for Humanitarian Demining
Centre International de Déminage Humanitaire - Genève

unicef

IMAS Mine Risk Education
Best Practice Guidebook 4

PUBLIC INFORMATION DISSEMINATION

International
mine action standards

United Nations IMAS

IMAS Mine Risk Education
Best Practice Guidebook 4

PUBLIC INFORMATION DISSEMINATION

Geneva, November 2005

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Contents

Foreword

Over the last few years the mine action community has taken major steps towards professionalising its mine risk education (MRE) projects and programmes. A central element in that process has been the development of international standards for MRE by UNICEF, within the framework of the International Mine Action Standards (IMAS), maintained by the United Nations Mine Action Service (UNMAS). In October 2003, UNICEF completed seven MRE standards, which were formally adopted as IMAS in June 2004.

The MRE component of the IMAS outlines minimum standards for the planning, implementing, monitoring and evaluation of MRE programmes and projects. The IMAS are largely prescriptive, advising operators, mine action centres, national authorities and donors on ***what*** is necessary for the development and implementation of effective MRE programmes. They do not, however, guide stakeholders on ***how*** they might adapt their programmes and projects to be more compliant with the standards.

To facilitate the implementation of the MRE standards in the field, UNICEF entered into a partnership with the Geneva International Centre for International Demining (GICHD) to develop this series of *Best Practice Guidebooks* to provide more practical advice on how to implement the MRE standards. A total of 12 Guidebooks have been developed, using expertise from a variety of different people, countries and contexts. The Guidebooks address a wide range of areas covered by the MRE IMAS, including:

- How to support the coordination of MRE and the dissemination of public information;
- How to implement risk education and training projects;
- How to undertake community mine action liaison; and
- What elements should be considered to implement effective MRE projects in emergencies.

The primary aim of these Guidebooks is to provide practical advice, tools and guidance to undertake MRE programmes that are compliant with IMAS. They are

also meant to provide a framework for a more predictable, systematic and integrated approach to risk education, and are intended for use by anyone engaged in planning, managing or evaluating mine risk education programmes and projects, such as government ministries, mine action centres, United Nations agencies and bodies, and local and international organisations. Donors may also find them useful in assessing proposals for mine risk education projects and programmes.

But while the Guidebooks seek to provide practical advice for the design, implementation, monitoring and evaluation of programmes and projects, they remain general in nature and will need to be adapted to each new situation in its specific cultural and political context. UNICEF and the GICHD hope that they will prove a useful tool in making mine risk education more effective and efficient.

In addition to being distributed in hard copy, the *Best Practice Guidebooks* can be downloaded free of charge from the Internet at *www.mineactionstandards.org* as well as the GICHD website *www.gichd.ch* and the UNICEF website *www.unicef.org*.

Introduction

Introduction to the Series

According to the IMAS, the term "mine risk education" refers to "*activities which seek to reduce the risk of injury from mines and ERW by raising awareness and promoting behavioural change, including public information dissemination, education and training, and community mine action liaison.*"[1] MRE is one of the five components of mine action. The others are: ***demining*** (i.e. mine and explosive remnants of war [ERW] survey, mapping, marking and clearance); ***victim assistance***, including rehabilitation and reintegration; ***advocacy*** against the use of anti-personnel landmines; and ***stockpile destruction***.[2]

The first two editions of the IMAS — in 1997 and 2000 — did not include MRE-specific standards and guides. In 2000, the United Nations Mine Action Service, the focal point for mine-related activities within the UN system, requested UNICEF to develop international standards for MRE. UNMAS is the office within the UN Secretariat responsible for the development and maintenance of international mine action standards. UNICEF is the primary actor within the UN in undertaking mine risk education.

In October 2003, UNICEF completed a set of seven MRE standards, which were formally adopted as IMAS in June 2004. The seven standards are as follows:

- ***IMAS 07.11: Guide for the management of mine risk education***;
- ***IMAS 07.31: Accreditation of mine risk education organisations and operations***;
- ***IMAS 07.41: Monitoring of mine risk education programmes and projects***;
- ***IMAS 08.50: Data collection and needs assessment for mine risk education***;
- ***IMAS 12.10: Planning for mine risk education programmes and projects***;
- ***IMAS 12.20: Implementation of mine risk education programmes and projects;*** and

- *IMAS 14.20: Evaluation of mine risk education programmes and projects*.

To facilitate the implementation of the MRE standards in the field, in 2004 UNICEF contracted the Geneva International Centre for International Demining to develop a series of best practice guidebooks for MRE programmes and projects.[3] The following 12 *Best Practice Guidebooks* have been developed:

- *1: An Introduction to Mine Risk Education*;
- *2: Data Collection and Needs Assessment*;
- *3: Planning*;
- *4: Public Information Dissemination*;
- *5: Education and Training*;
- *6: Community Mine Action Liaison*;
- *7: Monitoring*;
- *8: Evaluation*;
- *9: Emergency Mine Risk Education*;
- *10: Coordination;*
- *11: The Collected IMAS on Mine Risk Education*; and
- *12: Glossary of Terms and Resources*.

The *Best Practice Guidebooks* seek to address the particular needs of MRE as an integral part of mine action. Each Guidebook is intended to serve as a stand-alone document, although some include cross-references to other Guidebooks or to other sources.

Introduction to Guidebook 4

This Guidebook, number 4 of the Series, provides guidance on how to conduct public information dissemination in MRE projects and programmes within the context of a broader communication strategy.

Public information dissemination as part of MRE refers primarily to the provision of information to at-risk individuals and communities to reduce their risk of injury from mines and other explosive remnants of war (ERW). It seeks to raise their awareness of the dangers and to promote safe behaviour. It is primarily a one-way form of communication transmitted through mass media, which may provide relevant information and advice in a cost-effective and timely manner.

Public information dissemination projects may be "stand-alone" MRE projects that are implemented independently, and often in advance of other mine action activities. In an emergency situation,[4] due to time constraints and lack of accurate data, public information dissemination is often the most practical means of communicating safety information to reduce risk. Equally it may form part of a more comprehensive risk reduction strategy within a mine action programme, supporting community-based MRE, demining or advocacy activities.

In many MRE projects and programmes there has been a heavy reliance on posters and pamphlets. These media do not generally have a long lifespan, are typically text-dependent (and therefore inappropriate in low-literacy areas or where there are many languages) and may not easily be understood across cultures. Several

radio programmes have been used to "reach" areas where radio reception is poor. Written materials have been distributed to people who have little or no literacy skills, or who speak a different language or dialect. And many video and television programmes can only be accessed by populations in major urban centres — who are unaffected by mines and other ERW.

This Guidebook is therefore based on the principle that creative communication will enhance not only the effectiveness of MRE but also of mine action as a whole.

Layout of the Guidebook

Section 1 of the Guidebook discusses what is meant by communication, and reviews the ways in which we communicate.

Section 2 discusses the role of public information dissemination within a communication strategy for MRE, and for mine action as a whole.

Section 3 describes a process for developing a communication strategy for an MRE project or programme plan.

Section 4 reviews MRE message design.

Section 5 looks at the mix of communication channels that help to get your messages across.

Section 6 reviews briefly programmatic responsibilities for communication.

A glossary of abbreviations and acronyms, the IMAS definition of key terms, and a selected bibliography and list of resources for all the *Best Practice Guidebooks* in the Series can be found in *Best Practice Guidebook 12*.

Endnotes

[1] IMAS 04.10, Second Edition, 1 January 2003 (as amended on 1 December 2004), 3.157.
[2] *Ibid*., 3.147.
[3] For the purpose of the IMAS and these Guidebooks, a project is defined as an activity, or series of connected activities, with an agreed objective. A project will normally have a finite duration and a plan of work. An MRE programme is defined as a series of related MRE projects in a given country or area.
[4] See *Best Practice Guidebook 9* for general advice on how to conduct MRE in an emergency situation.

1. What is communication?

Communication is the process of sharing information and meaning. It can be used to inform people of the dangers of mines and other ERW, to demonstrate safe behaviour and to teach mine-safe[1] skills. It can be used to encourage safe behaviour and to create support for mine-safe behaviour among communities and leaders. It can also be used to create social and legal environments that support MRE.

1.1 How do we communicate?

There are many different ways to communicate, and effective MRE programmes need to use a variety of communication processes, media and techniques. The ways in which they are used and the messages and meanings they convey can differ with culture and context. The processes can include reading and writing but also discussion, questions and answers, sitting in front of the television or learning in a classroom. The techniques include using the voice, facial expressions, and movement.

Media are the different channels we use for communication. They can be seen in four major categories as set out below: "person-to-person" or "interpersonal" communication, small media, traditional media and the mass media. Public information dissemination, as defined by the IMAS, covers the mass media and small media.

1.1.1 Person-to-person or interpersonal communication

This involves direct, face-to-face contact and allows questions and answers and clarification of meaning. It helps to ensure mutual understanding. Interpersonal communication includes conversation between friends or family, and discussions with health professionals, community health workers, religious and community leaders, traditional health practitioners, women's and youth organisations, school teachers, trade union leaders, development workers, government officials, parents and children, including child-to-child communication.

1.1.2 Traditional media

Traditional media are performance arts that are used to illustrate and convey information in an entertaining way. Live performances can provide special opportunities for interaction between performers and audience. They include drama, traditional forms of theatre, puppet shows, street theatre, storytelling, songs and dance. Traditional media are often artistic methods of communication passed down from generation to generation.

1.1.3 Small media

The small media are often tools used to support larger communication initiatives or to illustrate interpersonal communication. They include posters, cassettes, leaflets, brochures, slide sets, video, flipcharts, flash cards, T-shirts, badges and loudspeakers.

1.1.4 Mass media

The mass media provide indirect, one-way communication and include community, national and international radio and television as well as newspapers, magazines, comic books, cinema or other situations where a large number of people can be reached with information without personal contact.

Endnote

[1]Mine-safe was a term originally used by the organisation CIET, to refer to safe behaviour among the civilian population faced with a mine or ERW threat. The acronym CIET comes from the name of the research centre in Mexico where the organization began in 1985: *Centro de Investigación de Enfermedades Tropicales* (Tropical Disease Research Centre). When CIET registered in February 1994 as a non-profit, non-governmental organization based in New York, the name became "Community Information and Epidemiological Technologies", reflecting the broader application of epidemiological methods to research areas beyond the health field. More recently, in South Africa and Europe, CIET has come to stand for "Community Information, Empowerment and Transparency".

2. The role of public information dissemination in a communication strategy

Effective MRE involves communication among and between different individuals and different groups, or "audiences". To achieve mine-safe behaviour it is important not only to inform and educate communities on safe behaviour but also to provide an environment that supports this behaviour. This could include having legislation that supports mine-safe behaviour or local/national political support.

2.1 Who should MRE target?

An effective MRE programme will usually have more than one communication audiences. It is important that these audiences are clearly defined.

- The first and most important audience usually includes members of communities who are at risk from mines or ERW.
- The second audience can be school teachers or local leaders who will encourage community members to engage in mine-safe behaviour.
- The third audience may be politicians, or the mass media, who can promote changes in policy or legislation to support mine safety.

2.2 The process of adopting new behaviour

As our aim is to encourage the adoption of mine-safe behaviour, it is important to understand why and how people change what they do.

A large body of behavioural research shows that we react in a particular way to accepting and adopting new behaviour. As a rule, we do not suddenly begin to do something we have never done before: we learn and weigh the benefits of doing it or not doing it; we look around to see if anyone else is doing it — and if our friends and community accept the new behaviour. If it seems socially acceptable, valuable and practical, we learn the skills to undertake the new behaviour and we may apply it to our own lives. We then evaluate whether it is worthwhile to

continue. From our experience we may reject the new behaviour, or we may encourage others to follow our example.

The focus of an MRE communication strategy therefore should be to:

- Provide the information, assurance and encouragement that is needed to encourage mine-safe behaviour;
- Identify and promote model mine-safe behaviour;
- Teach the skills that are needed and ensure people can use these new skills;
- Provide a social environment that supports mine-safe behaviour;
- Provide ongoing encouragement to continue with mine-safe behaviour; and
- Encourage people to pass the information and new skills on to others.

For the people your project wants to reach, you will need to explore:

- The messages that are most useful and practical to them;
- The people they most trust;
- The communication channels they prefer; and
- The ways they would most like to be involved in MRE activities.

In general, the most effective way we learn new behaviour is from other people, either directly through personal contact or indirectly through the media. Both can be used to demonstrate people "like us" practising mine-safe behaviour and to stimulate discussion among families, friends and communities.

2.3 Background to a communication strategy

It is important that your communication strategy is based on the communication processes, techniques and channels that are most appropriate for specific audiences. But **there is no universally effective communication strategy:** different communication processes and channels will reach different age and gender groups depending on the social, economic, political and geographical context and will have a different impact on achieving mine-safe behaviour. What works in one place may not work in another.

Each communication strategy should be based on careful research and developed specifically for each region, ethnic or social group. It should mix different processes and communication channels and repeat messages over time.

The strategy should focus on encouraging mine-safe behaviour that is appropriate to the specific situation and people's existing knowledge. The behaviour being communicated must be feasible. There is no point in promoting behaviour that is not possible for economic, political, social or religious reasons.

The most successful efforts to achieve mine-safe (or any other) behaviour use a variety of interpersonal, mass media and traditional media channels. These include individuals who practice mine-safe behaviour, local influential people and community leaders, radio and television networks, community training programmes and — most important of all — those that encourage communities to participate in planning, implementing, monitoring and improving their own interventions.

Although interpersonal communication channels have often been used in programmes, MRE practitioners have tended to prefer using trained instructors

paid by the programme, or "media products", such as T-shirts or posters. On the other hand, **valuable local radio and local television have been underused**.

3. How to develop a communication strategy for MRE

Mine risk education, like any communication programme, has six major stages:

- Needs analysis and research for strategy selection;
- Developing messages and materials and testing;
- Selection of communication channels;
- Implementation;
- Evaluating effectiveness; and
- Feedback.

Communication strategies should therefore be based on a general understanding of how to bring about behavioural change together with a detailed understanding of the local context.

3.1 Establish what is needed

The first step in a communication strategy is to be sure of your communication objective, e.g.:

- Is it to provide awareness of the danger of mines and ERW?
- Is it to encourage mine-safe behaviour among those who are already aware of the danger of mines?
- Is it to encourage mine-safe behaviour among a group of people who are particularly at risk?

For example, in a refugee camp, refugees may be totally unaware of a mine and ERW threat. The first step in MRE with them is therefore to raise awareness of the dangers. In other situations, however, most people, except young children, are likely to be aware of the dangers.

Increased knowledge and awareness about the danger of mines and ERW and safe behaviour do not necessarily translate into mine-safe behaviour. The dangers of hard drugs, drink-driving, smoking and obesity, for instance, are generally known but are ignored by many.

Therefore you should **maintain your focus on changing behaviour**.

3.2 Identify the primary target group

Having set your communication objective, you then need to identify the most important target groups you wish to reach, normally those groups who are most at risk of a mine or ERW accident — and why.

Think this through carefully. **Don't assume, as many MRE programmes do, that children and women are always the most at risk. In many situations, men are the majority of landmine and ERW victims.**

Similarly, there is a common presumption that potential victims are unaware of the mine/ERW threat. Research shows that this is often not the case. It is essential to understand the reasons, both explicit and implicit, for risk-taking — and any obstacles to safe behaviour.

Risk-takers are broadly put into five categories:

- The **Unaware** (the person doesn't know about the danger of mines or ERW);
- The **Uninformed** (the person knows about mines but doesn't know about safe behaviour);
- The **Misinformed** (the person wrongly believes he knows about mine-safe behaviour or is given incorrect information by others);
- The **Reckless** (the person knows about mine-safe behaviour but ignores it); and
- The **Forced** (the person has no option but to intentionally adopt unsafe behaviour).

Having identified what is needed and by whom, you now need some essential information to start programming your communication activities.

3.3 Gather the information you need

As elsewhere, planning a communication strategy requires good information, a thorough analysis of the situation and development of a plan that is practical in terms of local involvement, time and resources.

Before you undertake or commission research be very clear about the information you require and the answers you need. Good research is essential to your programme but it can be a waste of a lot of time and money if it is not designed with precision and with very clear aims.

For a large research exercise it is advisable to commission professional researchers to design and undertake it. But if you know precisely what information you want, there are a variety of straightforward and inexpensive methods available — but they do require adequate planning and time.

Always be aware when designing research that it has to be analysed — and this is time-consuming. Keep your list of research questions short and to the point. And always ensure that social information is collected by age and gender.

Here are the major questions you need to answer. (Some of this information you may already have, but, if not, we also suggest the best methods to use, which are described in the following section.)

(*For more information, refer to Guidebook 2: Data Collection and Needs Assessment and Guidebook 6: Community Liaison*.)

3.3.1 What and where is the problem?

Keep an open mind. Don't concentrate on mines if the real threat is from unexploded submunitions, shells or grenades. Find out what is actually killing and injuring civilians.

➢ *Research method to use: quantitative survey/rapid appraisal.*

3.3.2 Who is at risk?

Establish who is being killed or injured and why. You need to know the age, gender, and occupation of the victims and what they were doing at the time of the accident. Was the accident the result of lack of knowledge of mines, lack of information of mine-safe behaviour, recklessness or lack of options? As mentioned earlier, there are often misconceptions about who is at greatest risk of mine or ERW accidents.

➢ *Research method to use: district survey.*

3.3.3 Who are the major target audiences?

When you have established who is at greatest risk, you will be able to identify your primary target audiences. You should also get information on other audiences (secondary or tertiary audiences), who would support and help motivate and encourage mine-safe behaviour among your target audience.

➢ *Research method to use: qualitative research/rapid appraisal.*

3.3.4 What are the characteristics of the target audiences?

You will need to find out by age group and gender:

- What knowledge they have of mines, ERW and mine-safe behaviour?
- What is their behaviour with regard to mines and ERW?
- What misconceptions do they have about mine/ERW threats?
- What positive attitudes do they have that could be built on?
- What are the barriers to mine-safe behaviour?
- How important is mine-safe behaviour within the community?
- What are the major occupations of the target audiences?
- What are the major sources of credible information?
- What are their media habits — e.g. do they listen to the radio, if so, which channel and at what times?
- Do they read? If so, what?
- What are the education levels of the target audiences?
- What are the major social or work groupings to which the target audiences belong?

➢ *Research methods to use: Knowledge, Attitudes, Practices (KAP) survey (see 3.4.1), focus group discussion, workshops, participatory rural appraisal.*

3.3.5 What media are available?

If it is practical to use the media, mass or traditional, you need to know who listens to or watches what and when. You also need to learn about the target audience's preferences for programming style and treatment. This can vary substantially between women, men and youth, and will often reflect where they live (in the city or in rural areas), their level of education and economic situation.

So, if you intend to use radio or TV, bear in mind differences between women's and men's listening/viewing patterns. For example, if you want your messages to reach women, don't schedule your communication for early morning or early evening: these times might be prime listening time for men but women are likely to be busy preparing meals. Vary your scheduling to reach the maximum number of your specific target audiences.

Radio has often been an underused resource in MRE, especially local radio. But a radio programme is only going to have an impact if people hear it. So if you are thinking about using radio, devote some time (and possibly money) to collecting information on:

- Radio ownership, including access to radios among the target audience;
- Listenership: information by age, gender, social, ethnicity and income;
- Listening patterns: what are the target audiences preferred programmes, programme formats and times of listening, by age, gender, social, ethnic group and income?;
- Transmission: number and type of stations on air, frequencies, time of transmission, languages used and coverage;
- Press freedom: independent stations may be more credible to the target audiences.

Also identify any forms of traditional media operating in your target area. Local drama groups or puppets can be an effective means of communicating MRE information and of modelling mine-safe behaviour.

➢ *Research methods to use: media listenership and coverage survey.*

3.3.6 Information on existing campaigns

Look at what others have done — not just in MRE campaigns, but also in other similar initiatives, such as HIV/AIDS awareness.

3.4 How to collect the information you need

There are no hard and fast rules for research — social science, development workers and the media have developed many techniques and approaches. Below are a few possibilities that have proved appropriate to public health campaigns. Remember, you don't have to do the research yourself — universities, market researchers, health workers and the media can all do research for you. This could be a logical task for the mine action centre (MAC) to coordinate, with your input.

Research is generally divided into quantitative methods (some form of survey) and qualitative methods (where views and perceptions are recorded). It is not necessarily an either/or — both techniques can be used effectively.

3.4.1 Quantitative methods

KAP Survey

A Knowledge, Attitudes, Practices (KAP) survey is a standard tool in designing health promotion interventions, and with minimal adaptation to include research into media and other communication channels can be used as a central planning tool for an MRE programme. A KAP survey is based on a questionnaire which includes multiple-choice questions, closed-end questions (yes/no replies) and a limited range of open-ended questions. It is administered to a statistically representative sample of the target audience.

In addition to providing statistically-representative findings, a KAP survey establishes a baseline that can be used for monitoring and evaluation. But a KAP survey provides limited contextual information, is often time-consuming and can be expensive. It requires statistical analysis and it can be difficult to obtain statistically representative samples in areas of conflict where there is little baseline information. Costs can, however, be minimised by using existing research and secondary documentation where possible, and perhaps adding questions to an existing household survey. (*See Guidebook 2: Data Collection and Needs Assessment for a sample KAP survey.*)

Media coverage surveys

It is likely that there are media coverage surveys available. Most mass media organisations have some indication of their listenership, viewership or readership and geographic coverage — which they require for legal and advertising purposes.

3.4.2 Qualitative methods

Partly due to the disadvantages of quantitative methods, health interventions often use qualitative methods. As such research gathers information about feelings and impressions from a relatively small number of respondents, the data cannot usually be quantified in numerical terms — therefore caution should be exercised in making generalisations from the results.

The main advantage of qualitative methods is that they generate a dialogue with participants, letting you know what people really feel. They are also useful for designing survey instruments. The drawbacks are that they require good skills to carry them out, can be lengthy to prepare and analyse, and it can be difficult to interpret qualitative information.

Focus group discussions

In a focus group discussion (FGD), a moderator or facilitator guides a number of small groups (six to 10 people) who each share similar characteristics (age, sex, level of education, rural, urban, etc.) through a discussion of a selected topic allowing them to talk freely and spontaneously. The major questions to be discussed

should be determined before the FGD takes place and the facilitator should be asked to note the major results of discussion immediately after the FGD. This assists with analysis. (*See Guidebook 2 for sample FGD guides for local adaptation.*)

Discussions with key informants

In addition to the obvious need to meet with other mine action actors and key government officials, you should spend time with community leaders, health workers and alternative medical practitioners in the community, such as shaman and other traditional healers, for they may have valuable contributions to make. You will also be able to solicit their approval and support for your proposed MRE initiatives, which may ultimately prove critical to their success.

Workshops

A workshop to bring the media and your MRE colleagues together can generate significant information. The media will be helped to understand the issues and areas of political and programmatic sensitivity. Your colleagues will have the opportunity to build bridges with the media, to understand how journalists and broadcasters work, and to learn about opportunities they can exploit. Workshops may also improve coordination within MRE in particular and mine action in general.

Secondary sources review

Even in a post-conflict context, there are almost certainly relevant studies by aid, development or human rights organisations, local or external academics, media organisations, or United Nations bodies that will answer some of your questions.

3.5 Analysing the information

Most raw data remains just that — raw, stored and forgotten. Analysis of data is a specialised field. The validity and usefulness of the analysis, the time it will take and the type of results you achieve will depend heavily on the survey design and research methodology. For example, if you did not include questions about age, gender, occupation, or education levels in your research design, you will be unable to analyse or disaggregate your data by these variables. A reasonable range of variables provides richer and more useful information and allows for specific patterns of information or behaviour to emerge. But too many variables can result in an unmanageable mess.

When you begin the analysis, look for patterns in the results. For example, an emerging pattern might be that a high proportion of those engaging in risky behaviour are 14 to 17-year-old boys, or that village people of all ages and both sexes believe that school teachers are the most important source of MRE information. Patterns usually become apparent fairly quickly. If the pattern persists within a specific community, you may not have to analyse all the questions or all the questionnaires from that community. Similar patterns may persist across a district or region — or you may find that quite different situations exist among different communities.

Quantitative surveys are quicker and easier to analyse than qualitative ones but provide limited information about behaviour, beliefs and motivation for action.

In analysing information from focus group discussions or workshops use the facilitator's notes that list the major issues and responses. This provides you with a structure for analysis. Participatory rural appraisal and rapid/rural appraisal methods also allow for quick and relatively easy analysis.

It is useful where qualitative methods have been used, in particular FGDs, to go back to the respondents with the major results and check them.

At the very least get some peer review of your own analysis. You may be able to persuade local academics or people in other agencies to help you.

Now it's time to design your message(s).

4. Designing MRE messages

4.1 Basic principles

When you have identified the major problem(s) you want to address, your target audiences, and what specific information they require, the next step is to design the messages.

Message development involves decision-making in three main areas:

- Determining message concepts that will bring about the desired behaviour change;
- Selecting the communication approach; and
- Choosing the message appeal or tone.

The golden rule for every campaign is that there must be a positive message — people need to feel that they can take action and that by taking action they can improve their own and their families' lives.

Messages to be communicated depend on target audiences, the behaviour to be promoted and the factors likely to influence target audiences to adopt the desired behaviour. You will probably have to refer constantly to your research results to ensure that the messages are culturally and socially appropriate.

Good messages should do the following:

- Reinforce positive factors;
- Address misunderstandings and areas of deficient knowledge;
- Address attitudes;
- Give the benefits of behaviour being promoted;
- Urge specific action;
- State where to find the services being promoted;
- State where to find help, if needed; and
- Address barriers to action.

A few key messages are included in the Annex to this Guidebook. But don't just cut and paste — you need to adapt the messages to your particular context!

4.2 Creating the message

There are yards of textbooks about how to write for the media, how to write advertising copy, how to persuade people, how to reach non-literate audiences and even on "project support communication".

But, quite simply, your biggest decision in this area is whether to write the messages yourself (or within the office) or whether you look for outside help. Unless you are blessed with an editorially gifted staff member, you should probably look for professional help. Writing for mass communication is a different skill to writing your monthly report.

And don't be put off by this word "writing". Even if your message will be delivered in pictures or sound, the basis of any good communication activity is a good script.

The important qualities of good writing for communication are these:

- It uses simple, everyday words and ideas, and it is concise (big words, long sentences and complicated structures only confuse audiences);
- It uses terms "normal" human beings can understand (don't say "*25 per cent of the population*" when you can say "*one in four people*");
- It is attractive, "catchy": creating interest is a very important part of communication;
- It is relevant; and
- It is culturally aware.

The required talent of a good writer in this field is to produce a proficient first draft — which can then be improved, checked, altered and tested. Use your own judgement by all means, but don't be afraid to ask for the judgement of others. And be particularly aware of messages that are intended to reach people of other cultures. What may be normal, effective or polite to you and your friends may be offensive to people outside your culture.

4.3 Pre-testing messages and materials

One of the most common mistakes is to not pre-test ideas and channels to be used — or to test only in the office corridor and not among the people for whom they are intended. This can result in messages that are meaningless, or potentially culturally offensive, or in producing materials that many of the target group cannot access. For example, written brochures are of little value to the illiterate, and TV spots have little effect if the target audience has no electricity.

Pre-testing must be done among the target audience. If the target audience is young male farmers of a specific ethnic group, pre-testing must be undertaken among these people — not among young male farmers of an ethnic group living closer to your office.

Pre-testing means trying out ideas, messages and pilot programmes with a representative sample of the target audiences and colleagues, ***before*** they are finalised.

Pre-testing can be done at various levels of sophistication with different costs. It does not have to take long.

4.3.1 Why pre-test?

You must pre-test to find out whether messages have been conveyed the way they were intended and whether the audience like them and understand them or not. This saves time and money by identifying and solving problems at an early stage — and helps to involve local people in the process and alert them to it.

Remember: the purpose of pre-testing is to ensure that messages and materials will be effective — and, if necessary, to improve them, not simply to rubber-stamp them and avoid further work.

Also remember: while it is important to share the messages with colleagues and counterparts to ensure technical accuracy, what they think or understand from the messages is likely to be very different from that of your target audiences. Be prepared for situations where your colleagues dislike your messages or find the materials unattractive yet your target audiences find them easy to understand, credible and appropriate: and vice versa.

4.3.2 What do you need to find out?

Pre-testing aims to ensure that messages or materials are:

- Understandable;
- Socially acceptable;
- Relevant;
- Attractive; and
- Persuasive.

4.3.3 How do you pre-test?

Bearing in mind that the target audiences are the ultimate judges of your messages, the process for pre-testing is to:

- Start by consulting local colleagues in your own organisation to check technical information;
- Discuss messages and show proposed materials to experts in other MRE or mine action bodies;
- If the message or material has been prepared by a man, get a woman's view — and vice versa;
- If changes are necessary, make them and then pre-test the idea/message/material with your target audience, for example, by using a FGD format or group or individual interviews. If the primary audience is young men in rural villages, test the messages with a sample of these young men. If a secondary audience is mothers and/or school teachers, test these messages directly with them.
- If necessary, make changes based on the target audience's responses and go through the process again.

With your messages well tested, you can now start choosing the channels to use — the "media mix".

For one approach to pre-testing see the table *Media and materials pre-testing methods* overleaf.

Media and materials pre-testing methods

Method	Purpose	When to use	Resources required
Focus group interviews	Obtain in-depth information re: beliefs, perceptions, language, interests and concerns.	Test concepts, issues, audio-visual or printed materials and logos/other artwork. Use to discuss concepts before materials development.	Discussion outline; trained moderator; list of respondents; meeting room; tape or video recorder (for audio-visual materials).
Group testing	Test materials with many respondents at once.	Pre-test audio or audio-visual materials.	List of respondents; questionnaire; large meeting room; audio-visual equipment.
Self-administered questionnaires	Obtain individual reactions to draft materials (posted/ personally delivered).	Print or audio-visual materials.	List of respondents; draft materials; questionnaire; postage; tape or video recorder (to view audio-visual materials).
Individual interviews (phone or in person)	Probe individual's responses, beliefs; discuss range of issues.	Develop hypotheses, messages, motivational strategies; discuss sensitive issues or complex materials.	List of respondents; discussion Primer/ questionnaire; trained interviewer; telephone or quiet room; tape recorder.
Intercept interviews	Obtain more quantitative information about materials, messages.	Concepts, messages, beliefs, printed, audio-visual materials.	Structured questionnaire; trained interviewers; access to shopping centre, school or other location; room or other place to interview; tape recorder or digital camera.

Adapted from *Making Health Communication Programs Work*, US Department of Health and Human Services, National Institutes of Health, National Cancer Institute, 2003. For further information refer to *www.cancer.gov/pinkbook/page6*.

5. Selecting the right communication channels

You need to choose the communication channel(s) that will be most appropriate for the audience or audiences you want to reach. How and what you communicate will depend on your audience's specific situation ("profile"), the knowledge they already have, the communication channels they have access to and the sources of information they trust and consider important.

In selecting the appropriate media or channel ensure that the people you want to reach:

- Have access to it;
- Understand it easily;
- Trust it;
- Believe it;

. . . and that the medium is appropriate for the message.

You should also be aware that repeating your messages is essential to effective communication, which is an organic, ***human*** (therefore imperfect) process. People can easily miss just one "spreadshot" message, even if it is carried in all media available. If you doubt this, just consider how modern advertising works: strong, simple messages repeated as often as their budget can afford.

But you must also adapt your messages as your programme progresses. Don't push one message to the point where it bores people. Plan your messages to support your programme cycle: you will often have to start with "emergency" messages but then develop them into messages covering "what to do in a minefield", about marking, surveying and clearing, about restoring agriculture in the communities, about caring and rehabilitation services, about political and economic attention to the mine-affected.

You will obviously need to monitor your communication activities and use feedback to adapt them and keep them relevant to overall objectives. But this is exactly what programme managers are expected to do with other programme components. As with mine clearance and victim assistance operations, communication in MRE is not magic: it just needs effort, resources and management.

5.1 Pros and cons of means of public information dissemination

Here are some guidelines on the pros and cons of media typically used for public information dissemination.

5.1.1 Mass media

Accessing the mass media is discussed in greater detail below, but here are a few basic principles on using the different components of the mass media.

Broadcasting

If you're going to use radio or TV to communicate MRE messages, remember these general rules:

- Keep it short and concise — don't confuse your audience with too much information;
- Use simple, straightforward language;
- Offer specific, practical advice;
- Organise the information clearly and logically; and
- Repeat the information.

If resources are limited, bear in mind it is much more likely that people will hear a few short spots rather than one 30- or 60-minute discussion programme on landmines and/or ERW. You may be able to get airtime for free; if not, consider providing equipment for a local radio or TV station to build their capacity.

There are many possible formats for radio/TV programming for MRE. Here are just a few:

Spots: 30 seconds to 2 minutes

Use a dialogue or interview to carry one simple message, tightly packed with a music jingle. Have the announcer reinforce the message at the end.

Mini-dramas: 1 minute to 3 minutes

Have one main message and one secondary one in a scripted sketch for two or three characters. Be entertaining and don't include too much information.

Interviews: 2 to 5minutes

Be clear about the messages you want to convey — there should be a maximum of two or three key messages and the journalist should repeat them at the end.

If you are to be interviewed on TV:

- Look at the camera or interviewer.
- Keep still: don't wobble about.
- Don't joke.
- Don't wear checked clothes, prefer blue shirts.
- Make a 3, 4 or 5-point list of what you want to get over. And make sure you do.

Soap opera: Topical health and social issues can be inserted into soap operas, which can have very wide appeal. Your job is not to write the script but to brief the scriptwriters about the issues and the type of behaviour your programme wishes to promote.

Radio: Radio may be the forgotten medium in most MRE programmes. Yet it

reaches a wider audience than any other medium: there are an estimated 94 radios per 1,000 people in the least developed countries — 10 times the number of televisions or copies of daily newspapers available. Since landmines and UXO (though not necessarily AXO — abandoned ordnance) tend to be found in rural communities, some of which are remote, make sure you fully check radio's reach.

Radio builds on oral traditions and programmes are cheap, quick and easy to make. Radio listening is often a group activity, which encourages discussion of educational issues after the broadcast. This is an important stage in the process of behaviour change.

On the other hand, radio is not usually appropriate for teaching practical skills, nor is it appropriate in some cultures for sensitive messages. Some MRE messages need to be discussed and demonstrated. And some more sensitive issues might be best communicated using traditional media. To a large extent, this is a matter of common sense.

But **information that is given by visiting MRE teams, teachers in schools or in community workshops should be regularly reinforced by local radio, television or other media.**

Newspapers/magazines: Newspapers tend to reach more educated, elitist audiences in many developing countries. This may not seem the quickest way, compared with radio or TV, to reach a mass audience. But newspapers and magazines do have the advantages of being more permanent, carrying more information and often being more authoritative than other media. Writing and issuing a straightforward press release remains the most effective — and economic — tool for mass communication. And the other branches of the mass media tend to feed on what they have read in the press.

Newspapers and magazines can also be used to reach key groups — for example, by carrying materials which teachers can use in their classrooms, or suggestions for discussions by development workers in the field. And don't forget to look for specialised publications that may easily reach your key audiences, the military, educators, government officials, doctors and nurses, farmers.

The Internet: We should also recognise the Internet as a valuable medium of communication, both for reaching people by email and for broader casting of information from a website. Again, the basic rules of good communication apply: be brief, be clear, don't get too complicated, and keep it up to date. There's a wealth of MRE information on the Web: a good communication programme will exploit this, not only for your target audiences but also for ongoing education of programme staff and your partner organisations.

5.1.2 "Small media"

The strengths of small media are that they provide accurate, standardised information in a handy and re-usable form that can be used as visual aids in workshops, discussions and teaching. They attract attention and may be distributed to areas where the mass media do not reach. Most commonly, however, small media are used in isolation from other MRE activities and as a result have little meaning or impact with target audiences.

Posters may look good, but ... you need to be aware that it is the least effective medium of communication for development, particularly among the poor and those who have limited literacy skills. Research clearly shows that posters, brochures and flipcharts have limited use and are seldom cost-effective or durable. They are expensive to produce and to distribute, have a short lifespan, and training is necessary for effective design and production. Training is also usually needed in how to use them effectively.

Although experience shows that the bulk of small media production remains in store rooms and is never distributed, managers are often seduced by the "ease" of production and the possibility to control ("plan") the communication. Too often they are used to illustrate that the programme is "doing something".

If you must use them, posters, brochures and flipcharts must have a specific purpose and be carefully integrated into communication activities. They may be designed to support a key message and to provide an ongoing reminder of that message. Or they may be designed to promote easier understanding of messages during interpersonal communication.

As the cost of developing flipcharts and other visual aids can be high, there is a tendency to develop a prototype that is used for a number of ethnic groups and situations. These need to be adapted to local situations if they are to be effective.

5.2 Accessing the mass media

Try to achieve a good range of messages so that you have messages and materials for all available media. Good communication is not rocket science: you just need to get organised and learn to deal with the "messengers".

Mass media have the ability to reach many people quickly with messages that can be frequently repeated. Some forms of mass media do not require the ability to read, of obvious importance in rural developing communities where literacy rates are low.

Access to mass media may be limited in certain, especially rural, areas. This includes radio, since receivers generally require batteries, although clockwork radios are produced by many companies and conversion kits for conventional radios are being developed to make them solar-powered.

It can also be difficult to tailor mass media programmes to special groups and to obtain group feedback. There may be language barriers or issues of bias to overcome, especially if national mass media are employed. But there are many "gateways" into the media, and most of them are hungry for story and programme ideas. These can be exploited by your communication programme.

Mass media are indirect or one-way channels of communication, with no opportunity to ask for immediate clarification on anything that has not been understood. But there are ways to make the mass media more interactive.

You can encourage a dialogue between the medium and the listener/reader/viewer, through, for example:

- Competitions (with the prize perhaps an MRE T-shirt or school bag and stationery);
- Radio phone-in programmes (though this, of course, needs access to phones);

- Newspaper letters;
- Community radio (access tends to be relatively easy, and the station can be close to the concerns of the listeners; airtime may also be free).

5.2.1 Working with journalists

Development workers, usually working within bureaucratic structures, often have to be encouraged (and authorised!) to deal with the media. But it is not an impossible task, once you get organised.

Journalists are there to report news — and landmines and explosive remnants of war (ERW) are undoubtedly news. You should consider the journalist as your potential friend and ally. And, as media personnel tend to be strong networkers (they are all watching what the others are doing), if you tap into the right journalist your messages will be communicated more widely and effectively than you could possibly do through your own programme initiatives.

Busy journalists have deadlines. But if they think you have something they could use, they will find the time. This requires that you put yourself into the position of the journalist (and the public) and prepare your approach accordingly.

There are four general principles to working with the media, which apply to giving interviews as much as they do to drafting press releases:

- Be interesting!
- Be relevant!
- Be concise!
- Be as honest as you can!

Even if a radio or TV station is perceived as a government mouthpiece, there is a lot of evidence to suggest that we systematically underestimate the ability of viewers/listeners to know what is valuable information and what is propaganda. Just try to avoid placing blame for the presence of mines and ERW and concentrate of giving practical information.

5.2.2 News aspects to the mine problem

To keep journalists interested, you can't just repeat the same thing again and again. But there are so many interesting aspects to the mine problem that you should have no trouble in keeping the media engaged. **Remember: clear thinking is not expensive, nor is imaginative programming.** These are just a few aspects of the mine problem that you can use to interest the media:

- The type of mine/ERW threat and the areas affected;
- The social, economic and environmental costs of mines;
- How mines are cleared;
- The work of the mine action centre and/or national mine action authority;
- Rehabilitation and reintegration techniques and availability;
- Safe behaviour and the need to report discoveries of mines or ERW;
- International law on landmines and ERW and (with care) government policy;
- What it feels like to be a mine amputee;
- The number of killed or injured due to mines;

- The global problem of mines and ERW and predicted future trends;
- A National Landmine Day.

You should try to assemble a straightforward "core " information kit for use as a general information tool. This can be used for briefings, visitors and donors, but also to inform the media. Possible items for the kit include:

- A general description of what your programme is trying to do and why. (The overview or summary of your programme document is a good place to start.) If the material is longer than two or three pages (800–900 words) break it up into two or three separate stories.
- Summary statistics and brief descriptions of what your programme has achieved.
- A note on how the project or programme is managed, who your major partners are — and how it is funded.
- Half a dozen photographs, graphics or maps — to show demining teams at work in your country, the types of ordnance to watch out for, maps of where you are working — and a headshot photo of the programme director and/or other key programme personnel.
- Addresses, phone and email contacts for people who can be contacted in the programme for further information.
- Any good recent media clippings about your project or programme.

Remember, the media strive to communicate in informal and human terms — because it works better than long chunks of impersonal or highly technical jargon. That's why they talk about stories. That's why they want quotations and pictures — to put a human face on the news. So try to put your material in informal, human terms: say who is saying what to whom, give people's names and titles — and use the language you use when you're talking to friends or colleagues. Be human!

And let them know — beforehand — when you may have interesting visitors to your programme. Invite the media to join the visit if you can, or at least arrange a media interview with them.

5.2.3 Overcoming the fear of communicating with the news media

There are a number of fears about communicating with the news media. Is the media going to get its facts wrong? Will it give the wrong information about safe behaviour? Will the media sensationalise the issue, shocking people and creating panic? Will publicity bring the organisation into conflict with the government? Will it create mistrust of mine amputees, depicting them as thieves and beggars? These are always risks, but they can be minimised by a programme that gives clear and concise information, spends time with journalists briefing them on the issue (maybe in a workshop, as discussed above), and ensuring support for mine action by the government.

But even if the media does get its facts right, there is a further danger that the listener or viewer will interpret a radio or TV programme in a way that was not intended. It is not possible to eliminate this risk, although unintended hidden messages can often be avoided by showing a draft script to other people and pre-testing, including, if possible, with mine or ERW survivors.

The golden rule is: don't be afraid of the media. If you spend time with them, you will almost invariably find that they are on your side. And a friendly journalist is a powerful ally.

There is no communication without risk, but we can all do a lot to keep those risks to a minimum.

5.2.4 Being a good communicator

Being a good communicator requires special skills. Some skills can be learned but some cannot. Some people are just naturally better communicators or better teachers than others — but we can all do it!

Some basic pointers to communicating well are:

- Listen to what other people have to say — it is often surprising.
- Speak the language they understand and feel comfortable with — don't use unusual vocabulary or allusions.
- Use a tone of voice that is friendly and appropriate to the culture — in some cultures, for instance, it is rude or confronting to speak loudly.
- Create a friendly environment where everyone feels equal and everyone has a chance to speak.
- Encourage discussion rather than give a lecture.
- Give women an opportunity to take part in discussions or learn new behaviour.
- If appropriate to the culture, sit on the floor or the ground or at a table, don't stand while others sit.
- Be mindful of people's status in the community.
- If you are using flipcharts or posters or modelling safe behaviour make sure everyone can see and hear and explain each point carefully.
- Repeat your information in different ways.
- If you are not a confident communicator make sure you have illustrations and supporting materials to help.
- As with any other communication channel, keep it relatively short, don't try to cram in too much information, don't talk for too long. Repeat the important facts.

The key is to be creative. And remember: local facilitators or instructors need to be highly motivated — and monitored — if they are to carry out MRE effectively over the longer term.

6. Responsibilities for public information dissemination

This last section of the Guidebook looks at the role of different actors in assuming responsibilities for public information dissemination.

MRE project and programme managers have direct responsibility for ensuring that all aspects of internal and external communication are reflected in the overall strategy. This requires priority attention and an adequate budget from the beginning (although not necessarily a full-time communication expert). The project manager also has overall responsibility for advocacy with political and religious leaders and for maintaining regular contact with them and the mass media.

Managers of MRE functions must understand that their responsibility for communications is just as important — and direct — as their responsibilities for operations, finance and personnel.

Mine action centres (MACs) should, at the very least, ensure that messages and communication approaches are coordinated, both within the centre and among other organisations working in MRE or mine clearance. MACs can also carry out, or commission, nationwide needs assessments for MRE. If the MAC has its own communication expertise, it should use it for the benefit of all actors engaged in MRE. Like the programme manager, the MAC should be in constant dialogue with national and local government, and the mine action and development actors in country.

But an effective MRE programme is not solely the responsibility of the programme manager or the MAC. For real impact, government, local leaders, the community and the media should also be involved and encouraged to take responsibility for activities with which they feel comfortable.

Governments: as HIV/AIDS and other health promotion programmes have shown, governments and their officials play an important role in successful behavioural change. If the government is not both enthusiastic and involved, local communities will notice and act accordingly.

Local leaders: local government, religious and community leaders can support mine-safe behaviour by promoting it within the community and by establishing

local policies or regulations. MACs should establish good working relationships with local leaders and include them in discussions, planning and support for their MRE activities.

Communities: local communities should play the most important role in MRE. People need to be involved from the beginning and supported to promote a mine-safe environment. Discussions about the programme with community groups, school teachers and community leaders, and the inclusion of community ideas and needs, will help encourage community involvement. Regular motivation from the programme is important to maintain support and education.

The **mass media** can be vital allies in promoting MRE. They can help advocate with government leaders for appropriate mine policy and legislation, provide information on what other countries are doing, and ensure a regular flow of MRE information to communities. The mass media are often looking for news stories or short interviews. A programme should make special efforts to engage in regular discussions with key media personnel, ensure they have toured programme sites, and are kept fully informed of programme activities.

Regular short news items keep MRE in the public consciousness. For no, or almost no charge, the mass media can provide regular support for the programme. **Landmines and other explosive remnants of war are news!**

Annex.
Core messages for public information dissemination

With the important proviso that all messages must be adapted to the specific situation, the following issues should be covered in any mine/ERW risk education programme.

a) Be aware of the threat.
b) Know how to protect yourself and others.

Do not spend much time on the identification of landmines and ERW since dozens of different types of landmines and ERW may be found in any one area.

Core messages

- **Ask local people about the safest paths and safe areas.** ***(This is probably the most important and effective MRE message)***
- Respect mine warning signs and never remove them.
- Mines and ERW come in many different shapes, sizes, and colours.
- Mines can be made of wood, metal or plastic.
- Mines and ERW are usually difficult to see. They may be buried, hidden in tall grass, camouflaged among trees, floating on water or lying under water.
- Above-ground mines are often hidden next to paths, in high grass or bushes, or behind trees.
- Some above-ground mines are set off by pulling or cutting a tripwire.
- ERW comes in various shapes, sizes, and colours.
- ERW is commonly more powerful than mines and can kill over a wider area.
- Never touch ERW! It can kill.
- ERW is extremely unstable and can be detonated by the slightest touch. Just because it doesn't go off the first time you touch it doesn't mean it's safe.

- Fuzes are dangerous and can blow off your hand. They can be large or small.
- Do not touch any object unless you are absolutely sure it is safe. It may be booby-trapped.
- Booby-traps are lures to trick people into detonating an explosive. Almost anything can be made into a booby-trap.
- Mines and ERW can kill or cause severe injuries. If you step on a mine, you will lose your foot and sometimes your whole leg.
- Mine or ERW injuries affect not only the injured individuals but also their families and communities.
- Look out for warning signs and clues which may indicate that an area is mined.
- Throwing a mine/ERW can cause it to detonate.
- Kicking or hitting a mine or ERW can cause it to detonate.
- Warn others not to touch mines.
- Prevent others from entering mined areas.
- Do not go anywhere near a tripwire, as the surrounding area may also be mined.
- Do not attempt to collect ERW for scrap metal.
- Travel by day whenever possible.
- If you are unsure whether a road or path is safe, do not use it, but seek a safer route.
- Be especially careful near abandoned military outposts, checkpoints, and trenches or ditches.
- Be especially careful near bridges and riverbanks.
- If there is no warning sign, do not assume that the area is safe.
- Look out warning clues:
  - injured or dead animals;
  - a partly exposed mine;
  - an intact or broken tripwire;
  - signs of fighting, such as bomb craters, shrapnel or bullet casings;
  - no sign of recent foot traffic.
- If you do not see any warning clues, do not assume that the area is safe.

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IMAS Mine Risk Education
Best Practice Guidebook 5

EDUCATION AND TRAINING

International
mine action standards

United Nations IMAS

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Contents

Foreword

Over the last few years the mine action community has taken major steps towards professionalising its mine risk education (MRE) projects and programmes. A central element in that process has been the development of international standards for MRE by UNICEF, within the framework of the International Mine Action Standards (IMAS), maintained by the United Nations Mine Action Service (UNMAS). In October 2003, UNICEF completed seven MRE standards, which were formally adopted as IMAS in June 2004.

The MRE component of the IMAS outlines minimum standards for the planning, implementing, monitoring and evaluation of MRE programmes and projects. The IMAS are largely prescriptive, advising operators, mine action centres, national authorities and donors on ***what*** is necessary for the development and implementation of effective MRE programmes. They do not, however, guide stakeholders on ***how*** they might adapt their programmes and projects to be more compliant with the standards.

To facilitate the implementation of the MRE standards in the field, UNICEF entered into a partnership with the Geneva International Centre for International Demining (GICHD) to develop this series of *Best Practice Guidebooks* to provide more practical advice on how to implement the MRE standards. A total of 12 Guidebooks have been developed, using expertise from a variety of different people, countries and contexts. The Guidebooks address a wide range of areas covered by the MRE IMAS, including:

- How to support the coordination of MRE and the dissemination of public information;
- How to implement risk education and training projects;
- How to undertake community mine action liaison; and
- What elements should be considered to implement effective MRE projects in emergencies.

The primary aim of these Guidebooks is to provide practical advice, tools and guidance to undertake MRE programmes that are compliant with IMAS. They are

also meant to provide a framework for a more predictable, systematic and integrated approach to risk education, and are intended for use by anyone engaged in planning, managing or evaluating mine risk education programmes and projects, such as government ministries, mine action centres, United Nations agencies and bodies, and local and international organisations. Donors may also find them useful in assessing proposals for mine risk education projects and programmes.

But while the Guidebooks seek to provide practical advice for the design, implementation, monitoring and evaluation of programmes and projects, they remain general in nature and will need to be adapted to each new situation in its specific cultural and political context. UNICEF and the GICHD hope that they will prove a useful tool in making mine risk education more effective and efficient.

In addition to being distributed in hard copy, the *Best Practice Guidebooks* can be downloaded free of charge from the Internet at *www.mineactionstandards.org* as well as the GICHD website *www.gichd.ch* and the UNICEF website *www.unicef.org*.

Introduction

Introduction to the Series

According to the IMAS, the term "mine risk education" refers to "*activities which seek to reduce the risk of injury from mines and ERW by raising awareness and promoting behavioural change, including public information dissemination, education and training, and community mine action liaison*."[1] MRE is one of the five components of mine action. The others are: ***demining*** (i.e. mine and explosive remnants of war [ERW] survey, mapping, marking and clearance); ***victim assistance***, including rehabilitation and reintegration; ***advocacy*** against the use of anti-personnel landmines; and ***stockpile destruction***.[2]

The first two editions of the IMAS — in 1997 and 2000 — did not include MRE-specific standards and guides. In 2000, the United Nations Mine Action Service, the focal point for mine-related activities within the UN system, requested UNICEF to develop international standards for MRE. UNMAS is the office within the UN Secretariat responsible for the development and maintenance of international mine action standards. UNICEF is the primary actor within the UN in undertaking mine risk education.

In October 2003, UNICEF completed a set of seven MRE standards, which were formally adopted as IMAS in June 2004. The seven standards are as follows:

- ***IMAS 07.11: Guide for the management of mine risk education***;
- ***IMAS 07.31: Accreditation of mine risk education organisations and operations***;
- ***IMAS 07.41: Monitoring of mine risk education programmes and projects***;
- ***IMAS 08.50: Data collection and needs assessment for mine risk education***;
- ***IMAS 12.10: Planning for mine risk education programmes and projects***;
- ***IMAS 12.20: Implementation of mine risk education programmes and projects***; and

- *IMAS 14.20: Evaluation of mine risk education programmes and projects*.

To facilitate the implementation of the MRE standards in the field, in 2004 UNICEF contracted the Geneva International Centre for International Demining to develop a series of best practice guidebooks for MRE programmes and projects.[3] The following 12 *Best Practice Guidebooks* have been developed:

- ***1: An Introduction to Mine Risk Education***;
- ***2: Data Collection and Needs Assessment***;
- ***3: Planning***;
- ***4: Public Information Dissemination***;
- ***5: Education and Training***;
- ***6: Community Mine Action Liaison***;
- ***7: Monitoring***;
- ***8: Evaluation***;
- ***9: Emergency Mine Risk Education***;
- ***10: Coordination***;
- ***11: The Collected IMAS on Mine Risk Education***; and
- ***12: Glossary of Terms and Resources.***

The *Best Practice Guidebooks* seek to address the particular needs of MRE as an integral part of mine action. Each Guidebook is intended to serve as a stand-alone document, although some include cross-references to other Guidebooks or to other sources.

Introduction to Guidebook 5

This Guidebook, number 5 of the Series, provides guidance on how to conduct education and training in MRE projects and programmes. This Guidebook is built on the premise that all education and training should be part of a broader communication strategy. For details of how to develop a communication strategy see *Best Practice Guidebook 4*.

The term "education and training" in MRE refers to all educational and training activities which seek to reduce the risk of injury from mines and explosive remnants of war (ERW: unexploded ordnance — UXO, and abandoned ordnance — AXO) by raising awareness of the threat to individuals and communities, and by promoting behavioural change. Education and training is a two-way process, which involves the imparting and acquiring of knowledge, attitudes and practices through teaching and learning.

Education and training activities may be conducted in formal and non-formal environments. For example, this may include teacher-to-child education in schools, parent-to-children and children-to-parent education in the home, child-to-child education, peer-to-peer education in work and recreational environments, landmine safety training for humanitarian aid workers and the incorporation of landmine safety messages in regular occupational health and safety practices.

There are two categories of education and training[4] activities:

a) Direct education and training by the MRE organisation; and

b) Training of trainers (TOT).

Some organisations will use their own staff to train the affected communities; this is often the case in emergencies. Others will work with partners and train others to conduct the training. Examples of this TOT approach may be the training of teachers to implement MRE within the school curriculum, training volunteers to educate members of their own communities, or training children to conduct child-to-child education.

Of course, the two approaches are not mutually exclusive and organisations will often start by conducting direct training and then progress towards TOT.

An important part of planning mine risk education (*see Guidebook 3*) is to consider whether the training will be conducted directly or through partners, and, if so, to select the most appropriate partners to communicate the message effectively to target groups. Planners must then consider the time and resources required to train and support the trainers.

Layout of the Guidebook

Section 1 of the Guidebook discusses basic principles for education in an MRE project or programme.

Section 2 describes how to conduct community-based MRE, especially using local networks.

Section 3 discusses how to target schoolchildren with MRE, particularly through inclusion of the issue on national curricula.

Section 4 provides guidance on how to implement MRE using the child-to-child approach to public health education.

Section 5 provides information on the Landmine Safety Project, which is intended to instil safe behaviour among humanitarian and development personnel working in countries affected by mines or ERW.

Section 6 gives guidance on how to conduct effective training.

A glossary of abbreviations and acronyms, the IMAS definition of key terms, and a selected bibliography and list of resources for all the *Best Practice Guidebooks* in the Series can be found in *Best Practice Guidebook 12*.

Endnotes

[1] IMAS 04.10, Second Edition, 1 January 2003 (as amended on 1 December 2004), 3.157.
[2] *Ibid*., 3.147.
[3] For the purpose of the IMAS and these Guidebooks, a project is defined as an activity, or series of connected activities, with an agreed objective. A project will normally have a finite duration and a plan of work. An MRE programme is defined as a series of related MRE projects in a given country or area.
[4] The term "training" is used here to include formal training and informal sharing of knowledge. For example, the training of volunteers or teachers may be very structured but in other cases it may not involve any structured or formal training at all — simply a series of discussions to facilitate the development of safety messages. This may be the case, for example, when religious leaders or community leaders are chosen as MRE partners.

1. Education and training: basic principles

1.1 How do we communicate?

There are many different ways to communicate — and effective MRE programmes need to use a variety of communication processes, media and techniques. The ways in which they are used and the messages and meanings they convey can differ with culture and context. The processes can include reading and writing but also discussion, questions and answers, sitting in front of the television or learning in a classroom. The techniques include using the voice, facial expressions and movement.

Media are the different channels we use for communication. They can be seen in four major categories as described below: "person-to-person" or "interpersonal" communication, small media, traditional media and the mass media. Education and training, as defined by the IMAS, covers interpersonal communication and traditional media. The use of small and mass media are covered in *Guidebook 4*.

1.1.1 Person-to-person or interpersonal communication

This involves direct, face-to-face contact and allows questions and answers and clarification of meaning. It helps to ensure mutual understanding. Interpersonal communication includes conversation between friends or family and discussions with health professionals, community health workers, religious and community leaders, traditional health practitioners, women's and youth organisations, school teachers, trade union leaders, development workers, government officials, parents and children, including child-to-child communication.

1.1.2 Traditional media

Traditional media are performance arts that are used to illustrate and convey information in an entertaining way. Live performances can provide special

opportunities for interaction between performers and audience. They include drama, traditional forms of theatre, puppet shows, street theatre, storytelling, songs and dance. Traditional media are often artistic methods of communication passed down from generation to generation.

1.1.3 Small media

The small media are often tools used to support larger communication initiatives or to illustrate interpersonal communication. They include posters, cassettes, leaflets, brochures, slide sets, video, flipcharts, flash cards, T-shirts, badges and loudspeakers.

1.1.4 Mass media

The mass media provides indirect, one-way communication and includes community, national and international radio and television, newspapers, magazines, comic books, cinema or other situations where a large number of people can be reached with information without personal contact.

1.2 Are you using the right communication approach?

To help you decide which communication to use, here are some guidelines on the pros and cons of media typically used for education and training.

1.2.1 Interpersonal communication

Interpersonal communication, i.e. communication between people, is one of the most effective means of promoting behavioural change. When done well, it can provide highly relevant information with strong credibility, afford an opportunity to discuss sensitive or personal topics, and allow immediate feedback on ideas, messages and practices. Interpersonal communication is our primary means of formal and non-formal education, for teaching and encouraging use of new skills and for helping individuals and communities to become involved in MRE activities.

The limitations of interpersonal communication are that it is inherently time-consuming, with a high cost per person/contact; it typically reaches only a small number of individuals and demands practical skills-training and support of field workers.

Interpersonal communication can take many forms. Some of the most useful for MRE are:

- Community outreach which may include meetings and workshops with community groups;
- Mine clearers discussing the dangers of mines with village people;
- Mine victims/amputees discussing the need for MRE;
- School teachers, health workers and local leaders providing MRE to schoolchildren and community members;

- Programme managers advocating among politicians and leadership for support for MRE.

1.2.2 Traditional media

Travelling theatre groups have been used quite often in MRE programmes. When done well, theatre can be participatory and effective. In Kosovo, for instance, a former Red Cross MRE instructor, who was an actor by profession, successfully developed a version of Little Red Riding Hood (well known in the local culture) into a MRE play for children. On other occasions, however, there has been a tendency to turn to farce — making a landmine explosion into a humorous event. Care and good judgement need to be exercised.

The strengths of traditional media are that they are entertaining and attract and hold people's attention. Traditional media put messages and situations in a familiar context, use local jargon and slang, employ local talent and get the community involved, and have the potential to be self-sustaining at low/no cost. They can be used to provide new information, new attitudes and to stimulate discussion of mine risk education among families, friends and neighbours in the community.

Traditional media can also deal with subjects that are otherwise too sensitive. For example, traditional forms of drama and puppets have been successfully used to discuss safe sexual practices in HIV/AIDS programmes and the problems of child abuse. In MRE, drama has been used to encourage children to support each other in mine-safe behaviour.

But, like small media, traditional media reaches a relatively small group and it is difficult to guarantee and monitor consistent accuracy of messages, especially across language and cultural divides.

1.2.3 The importance of pre-testing

To make sure we are using the right communication approach, we check before we finalise everything. One of the most common mistakes is to omit to pre-test ideas and channels to be used — or to test only in the office corridor and not among the people for whom they are intended. This can result in messages that are meaningless, or potentially culturally offensive, or in producing materials that many of the target group cannot access.

Pre-testing must be done among the target audience. If the target audience is schoolchildren of a specific ethnic group, pre-testing must be undertaken among them — not among any schoolchildren who happen to be living closer to your office.

Pre-testing means trying out ideas, messages and pilot programmes with a representative sample of the target audiences and colleagues before finalisation.

Pre-testing can be done at various levels of sophistication with different costs. It does not have to take long.

Remember: the purpose of pre-testing is to ensure that messages and media will be effective — and, if necessary, to improve them, not simply to rubber-stamp them and avoid further work.

Also remember: while it is important to share the messages with colleagues and counterparts to ensure technical accuracy, what they understand from the messages is likely to be very different from the understanding of your target audience. Be prepared for situations where your colleagues dislike your messages or find the materials unattractive yet your target audiences find them easy to understand, credible and appropriate — and vice versa.

1.2.4 What pre-testing needs to find out

Pre-testing aims to ensure that messages or materials are:

- Understandable;
- Socially acceptable;
- Relevant;
- Attractive; and
- Persuasive.

1.2.5 How do you pre-test?

Bearing in mind that the target audiences are the ultimate judges of your messages, the process for pre-testing is to:

- Start by consulting local colleagues in your own organisation to check technical information;
- Discuss messages and show proposed materials to experts in other MRE or mine action bodies;
- If the message or material has been prepared by a man, get a woman's view — and vice versa;
- If changes are necessary, make them and then pre-test the idea/message/material with your target audience, for example, by using a focus group discussion format or group or individual interviews. If the primary audience is young men in rural villages, test the messages with a sample of these young men. If a secondary audience is mothers and/or school teachers, test these messages directly with them.
- If necessary, make changes based on the target audience's responses and go through the process again.

2. Conducting community-based MRE

2.1 General principles

The challenge for every MRE project is to make the initiative "community-based" as soon as possible so that it becomes both more effective and sustainable. Handicap International, for instance, recommends that MRE organisations should identify and support individual volunteers or local networks to integrate MRE into their activities so as to give the programme a community base.[1]

There are different definitions of what constitutes a community-based initiative. All definitions, however, have certain commonalities. What is generally agreed is that visits to communities by specially constituted teams (a typical set-up for an MRE project) do ***not*** make a programme community-based, only community-focused.

One definition of community-based practice says that it should:

- Embrace an inclusive definition of community;
- Value community process, groups, organisations, and communities;
- Integrate community and individual practice;
- Build on the strengths of individuals;
- Emphasise participation, teamwork, collaboration, and partnership at all levels;
- Involve interdisciplinary and multi-disciplinary approaches;
- Facilitate empowerment through educational process and lifelong learning; and
- Encourage innovation and improvement of services.[2]

2.2 Conducting community-based mine risk education[3]

2.2.1 General principles

Community-based mine risk education (CBMRE) is a strategy specifically designed to improve the situation of people living in severely mine- and ERW-

contaminated environments on a longer-term basis. In countries with acute mine problems local communities[4] have been known to mobilise themselves to address the threat. This has been most clearly documented in Cambodia where large numbers of villagers have organised themselves to undertake mine clearance.[5] The placement of local marking signs is also a widespread activity undertaken by and for affected communities.

Equally widespread is the act whereby community members warn their peers, their family and community members about the danger of mines in the area and provide advice on how to avoid the risk. CBMRE is a strategy designed to support, develop and expand the educational component of such community initiatives.

CBMRE emphasises community management and ownership of preventive MRE activities, activities that we normally think are the responsibilities of mine action organisations, such as raising awareness about the mine and ERW threat, undertaking assessments, reporting on threats and developing plans to protect community members. CBMRE is distinct from projects where MRE teams visit communities and undertake presentations or community assessments. As these activities are undertaken by external actors and not the community itself, they can more properly be described as "community-oriented" rather than "community-based".

Like community liaison, CBMRE works to develop the capacity of communities to interact with mine action services — such as clearance — by creating linkages and reporting systems. It also seeks to ensure that these services are responsive to community requests and needs. Unlike community liaison, CBMRE seeks to build the capacity to undertake community liaison rather than as providing it as an external service implemented by a mine action organisation. In its most developed aspect, CBMRE also works to establish links between communities and community development organisations to support at-risk communities. This is because the most heavily mine-affected communities tend also to be the poorest, which may lead people to take risks in dangerous areas to earn a living.

CBMRE also includes supporting the community in the development and implementation of non-formal and informal[6] risk education. It does this quite simply by providing community members MRE training and, where necessary, materials.

To be successful, CBMRE activities must involve the affected community in the design and implementation of projects and programmes. The more the community is involved in MRE the higher the likelihood that the activities will be responsive to their needs and will be sustained.

CBMRE typically works by organising and mobilising local communities to become focal points for the mine and ERW problem usually by establishing what have been commonly referred to as Mine/ERW Committees. As discussed further below, Mine/ERW Committees are made up of volunteers from the affected community, who take some level of formal responsibility to raise awareness about the threat and act as a focal point with mine action organisations, development organisations and the government in relation to the mine threat. The main objectives of any community-based MRE are to establish a sustainable network of MRE focal points, to facilitate the access of communities to mine action services, and to maintain and improve public information and education about the mine and ERW threat among affected communities.

2.2.2 Developing a community-based MRE programme

CBMRE is generally only appropriate in areas with a protracted mine and ERW problem, where the community is faced with a daily threat of which they are aware and for which they have, to some extent, begun taking responsibility. This may be by providing informal education to their community members; they may even have initiated their own clearance activities.

The impact of mines and ERW on communities obviously depends on a number of factors, for example the proximity of the community to mined areas, the main economic activities of the community and access to mine action services provided by the government or other organisations. The communities most at risk from mines and ERW can be identified through risk assessments, as described in Guidebook 2 (*Data Collection and Needs Assessment*). Community-based programmes in general should only be started in those communities with limited access to MRE undertaken by organisations.

Although the target communities are aware of the local threat, they may lack training and resources to undertake MRE on a more systematic basis. Essentially, developing an effective CBMRE programme depends on having identified a heavily affected community within which people are willing to undertake mine action activities on a voluntary basis, but who lack the resources to do so.

The key to successful CBMRE is that community members plan, manage and implement their own MRE programmes. For the MRE organisation this means equipping communities with tools and training and means for organising themselves. Communities need to learn more about the mine problem in their particular area, what caused the problem and how to prevent accidents. The community may also need additional resources to tackle the problem, which might require you to make requests on their behalf or provide the resources.

Criteria and sources for selection of target areas

Criteria that should be considered for the selection of the target areas are as follows:

- **Contamination:** the area is ***known*** to be contaminated by mines and/or ERW.
- **Casualty rate:** the area should have a high casualty rate, which is indicative of the risk posed by mines/ERW both in terms of the physical risk and the socio-economic risk, or a high ***potential*** casualty rate — for example newly established communities in highly contaminated areas or where there is a significant percentage of recent returnees.
- **Motivation:** the villagers are not so much beneficiaries in this project as active subjects. The willingness of people to participate with the CBMRE project to reduce the mine/ERW risk in their community is an important criterion for selection. Villages where there is a lack of willingness to participate will not be suitable target areas for the CBMRE project, but are perhaps more suitable for the deployment of MRE teams.
- **Security:** can programme staff work safely in these areas? If the area is insecure, what possibilities are there for work to be carried out?
- **Accessibility:** if villages are not accessible during the wet season, will

CBMRE be able to work in them during the dry season and still achieve some success? Is it possible to get roads cleared for access?

Programme structure

There are many different structures that could be envisaged for a CBMRE programme and the right one will of course depend on the context, but one approach, used in Cambodia's community-based mine risk reduction (CBMRR) programme, is as follows.

Staffing

- Coordinator (paid);
- Monitoring & training officers (paid);
- District/provincial focal points (paid); and
- Mine/ERW committee members (volunteers).

Mine/ERW committees

A mine/ERW committee consists of volunteer community representatives based at district, commune and village level, who act as a reference point and information source on the mine/ERW problem and related issues. The mine/ERW committees are supervised and supported by district focal points. The district focal points visit each committee on a regular basis to exchange information, provide support, to discuss issues and to provide refresher training. The mine/ERW committee members will also receive formal training from the CBMRR training and monitoring officers.

Mine/ERW committee members are not paid. They are volunteers who are working because of their interest in helping their communities. The CBMRR project helps to establish the network of volunteers and to provide support and training. However, the CBMRR project should encourage the volunteers to take ownership of the activities. The CBMRR staff should respect and support these volunteers, but not criticise them.

Roles and responsibilities of mine/ERW committees

The mine/ERW committees are responsible for the following:

- Providing basic mine/ERW risk reduction education to their communities on a regular basis;
- Promoting safe behaviour among the community;
- Informing all newcomers to the area about the mine/ERW problem;
- Gathering information related to mines and ERW, including accidents, in the area to provide to the district focal points and relevant organisations;
- Working with the CBMRR district focal points to conduct participatory exercises to prioritise mine action, community development and disability needs at village, commune and district level;
- Completing request forms for community mine marking teams, EOD teams, and mine action teams;
- Informing villagers of mine action activities in the village and encouraging their co-operation and involvement;
- Identifying the location of ammunition, ERW and mined areas in coordination with the district focal points and demining agencies;

- Providing disability services information to disabled people in the area;
- Attending meetings at village, commune and district level to provide information about the mine/ERW issues and risk reduction strategies;
- Attending village, commune and district development meetings and liaising with community development workers when appropriate;
- Providing ongoing representation and advocacy for the village, commune or district; and
- Participating in meetings, workshops and training as arranged by the district focal points.

Benefits and incentives

The mine/ERW committee members are volunteers who work without remuneration — for the following reasons:

- If incentives are provided to the mine/ERW committees, the sustainability of the project is called into question. Past experience of other NGOs and organisations has shown that volunteers who receive incentives often stop working once these incentives are withdrawn;
- Many communities have volunteers who actively organise traditional activities for the benefit of the village; the mine/ERW committees will also be working for the benefit of their village, which should earn them respect from their fellow villagers;
- When villagers work without incentives, it is a sure sign of their commitment to the work and the value of the activities they are to undertake;
- Village volunteers promote self-help and ownership; this is a positive move, which can help to encourage villagers away from reliance on outside assistance;

The district focal points should spend time with the villagers and potential volunteers explaining that the interest of the work lies elsewhere than in remuneration (e.g. knowledge, community protection, respect, training, and facilitating clearance in the village). The main motivation for the mine/ERW committees is that they will be helping to reduce the mine/ERW risk in their village.

The workload of the mine/ERW committee should be minimal and should not detract from their everyday income generation activities. If, however, the committee members are involved in more than a minimal level of activities they should receive some compensation to make up for lost income. In addition, per diem and travel expenses should be paid for attending meetings, workshops or training outside their locality.

Suitable people for mine/ERW committees

It is recommended that members of the mine/ERW committee should be selected based on the following criteria:

- Willing to volunteer;
- Popular and trustworthy;
- Demonstrates commitment and honesty;
- Able to read and write;
- Based in the village and with a real occupation in the village;
- Preferably a long-term resident;

- Shows an interest in the work of the district focal points;
- Has a good knowledge of the mine and ERW situation; and
- Able to motivate others.

If possible, the following people should be avoided:

- People involved in politics (e.g. government officials) who want to increase their political or personal power;
- People who are newcomers to an established village;
- People who live in the village but work outside; and
- People who are only interested in the incentives.

A wide variety of people in the village, commune or district may become mine/ERW committee members. They can be people who are already in positions of responsibility, such as school teachers, or health workers. They can also be farmers, demobilised soldiers, village deminers, or traders. Their background and occupation is not as important as their interest in the mine/ERW committee work. However, it is important to make sure that potential candidates will have time to work as a committee member.

Training course for mine/ERW committee members

The training of the local mine/ERW committees is the key to sustainability. The process of training the mine/ERW committees is the first step in building a mine/ERW action capacity at the village, commune and district level. All the mine/ERW committee members from one district will attend one training session. The training is intended to provide appropriate knowledge, skills and materials, and to build on existing local knowledge and systems. The training should be followed up with continual support and mentoring by the district focal points and the training and monitoring officers.

The MRE training curriculum for mine/ERW committees and the training kit should enable mine committees to:

- Assess the level of knowledge, attitudes and practices of children in relation to the mine/ERW problem.
- Effectively provide community members with knowledge and understanding about the mine/ERW situation in their area and in general
- Have the competence and resources to adapt the MRE syllabus to the changing mine problem and to different age groups as required.

The curriculum for mine committees can follow the structure as given for schoolchildren (*see below*).

Follow-up to training

Formal training for the mine/ERW committees should be followed up by continued on-the-job training provided by the district focal points. Monitoring and training officers are responsible for providing continued technical support to both the district focal points and the mine/ERW committees. The monitoring and training officers are responsible for post-training monitoring and for providing refresher training when it is required

Exchange visits for the mine/ERW committees will also form an important part of the follow-up training. Visits to other districts to meet with other mine/ERW committee members will allow the committees to learn from each other and to build up a sense of solidarity.

2.2.3 Community-based MRE: the case of Ethiopia

One example of a successful community-based MRE programme that of RaDO (Relief and Development Organisation), a national NGO in Ethiopia.[7] An evaluation of the programme in 2005 found that it had successfully moved away from "planned" communication (small media items such as printed T-shirts, posters and cloth banners) to community-based initiatives, notably through the establishment of local "rehabilitation task forces" or RTFs. RTFs have been set up at district and sub-district level in the northern Tigray region to guide the entire reconstruction process at local level.

Originally set up by RaDO as "mine committees" after the war with Eritrea in the late 1990s, and bringing together representatives of local authorities, farmers', youth and women's associations and other grassroots organisations, these networks have ensured local involvement in planning and implementing MRE. Today they are primary mechanism for community participation in MRE as well as the reconstruction programme run by the regional governmental authority — the Office of Rehabilitation and Social Affairs (ORSA).

They serve as the local network for the provision of MRE as and where necessary, and report on their activities to ORSA. In addition, some RTFs have also effectively monitored the work of local RaDO MRE staff who previously worked — and were based — at community level. A major challenge in any community-based MRE project or programme is to ensure solid monitoring of community initiatives so as to accompany and guide their work.

Endnotes

[1] See Handicap International (2001), *Mine Risk Education Implementation Guide*, HI, Lyon.
[2] Arts and Crafts Edinburgh Dictionary, available at:*www.acedinburgh.com*.
[3] This section draws heavily on the Cambodian Mine Action Centre (CMAC) standing operating procedures for setting up a community-based mine risk reduction programme.
[4] A community can be defined in many ways, but usually in the development of CBMRE a community includes people who share economic and social interests in a particular geographic area. The community also shares the same mine threat. Usually the smallest unit that is considered a community is the "village" or "town". If the programme is developed in an urban area, the definition will need to be adapted and could include for instance a suburb or school-district.
[5] See R. Bottomley (2002), *Crossing the Divide – Landmines, Villagers and Organisations* (PRIO/AMAC, Oslo), which analyses the phenomenon of "village demining" activities in Cambodia.
[6] *Non formal* education is usually defined as all types of organised educational activity outside the school system, as distinct from *informal* education which refers to educational influences (e.g. in the home, the community, or among friends) that are not organised or institutionalised. These are distinct from *formal,* school-based education approaches that are addressed in other sections of this Guidebook.
[7] See Geneva International Centre for Humanitarian Demining (2005), *An Evaluation of the Mine Risk Education Programme in Ethiopia, Final Report*, Geneva, July.

3. How to conduct sustainable MRE for children

3.1 Integrating MRE into the school curriculum

Integrating MRE into the school system and curriculum is a strategy primarily developed in countries facing a widespread and protracted mine problem, which is likely to be faced by successive generations of people. It is a method to target a very large number or children, and is appropriate in countries where the national government has accepted that mines are a long-term problem, requiring multiple and sustainable solutions.

Integrating MRE into the school curriculum is distinct from projects where MRE teams visit schools and make presentations. This type of project is usually more common in the early days of a mine action programme, is typically undertaken by mine action organisations, and — as a stand-alone activity — often lacks the coverage or sustainability to be a successful option in the longer term. A comprehensive mine action programme should promote the idea that schools have a responsibility to teach children about the dangers of mines and ERW as part of everyday "life-skills" training. By doing this we are assisting in protecting children from a problem that poses a threat to their safety, and we are also reinforcing peace and reconciliation for post-conflict generations by reminding them of the horrors and impact of armed conflict.[1]

In setting up a programme to integrate MRE in a school curriculum you will need to determine if the project involves all schools in the country or will only involve particular ***school-clusters*** in heavily affected areas. A school-cluster is a group of schools that services a particular geographical area to meet students with a similar range of needs — in this case the need for protection from the threat of landmines and ERW.

The size of the programme will mostly be determined according to the needs assessment methodology outlined in Guidebook 2 of this Series. In addition, however, you will have to determine if the national or local school systems have the capacity and willingness to undertake such a programme. Many school curricula

are overburdened with additional "life-skills" training programmes: so priorities will have to be made to ensure that children receive training in those skills of most immediate importance to their well-being. In many cases this may not include training in mine and ERW risks, especially if the nature of the risks has not been properly quantified or explained at the beginning of the project.

Many regional and rural schools are under-equipped and teaching staff may be poorly trained and paid, requiring an assessment of the school system's capacity to accept the additional workload you are proposing. A great deal of care should be exercised in determining the need and scope for this particular type of MRE programme, and acceptance by the ministry or department of education and the heads of the targeted schools is essential from the beginning of the programme as it is they who will be involved in developing the programme and ultimately responsible for implementing and monitoring the programme.

Mine action centres and mine action organisations can play a valuable role in supporting the development of the programme. They will provide important information on the nature and location of the threat in the country and will be able to identify what other types of MRE programmes exist in the areas of operation and what might have taken place in the past.

Depending on the level of school enrolment in a country or area of the programme you may have to take into account the development of special projects and methods to reach children who do not attend school. In many countries the need to reach these children is a serious challenge as they are often more at risk from mine/ERW accidents than those who attend school. Such children can readily be reached through the development of community liaison and public information dissemination programmes which are the subject of other Guidebooks in this Series. Out-of-school children can also be reached through the development of supplementary ***informal*** and ***non-formal*** education programmes such as community-based MRE projects and child-to-child MRE as described in other sections of this Guidebook.[2]

3.1.1 Developing the programme

Developing an effective programme to integrate MRE into the school curriculum rests on having established a need for the programme and a willingness and capacity of the cluster-schools and national or regional education authorities to undertake the programme. A key part of success is also the extent to which the programme includes teachers in the development, design, testing and monitoring of the programme, because it is they who will finally be responsible for implementation and expected to use the guidelines and materials that are developed.

Effective programmes also depend on the identification of the management goals of the project that spell out what resources are required, such as teacher training, and on the creation of a consultative process to develop the MRE syllabus. The MRE syllabus includes the actual course of study, materials and guidelines developed for teachers so that they can effectively teach mine risk education and so that students have an outline and understanding of what to expect from the teaching programme.

Essential management goals

The essential management goals of the programme can be defined as the structures and resources required by the education authorities in order to:

- Maintain the MRE programme for as long as required; and
- Adapt the MRE programme to a changing situation and ensure its relevance to the overall school curriculum.

Early in a programme an external organisation may be required to support the management goals of the project. This role could be undertaken by a mine action centre, UN agency or non-governmental organisation. Depending on the country and the resources that the education administration possesses, the supporting organisation may facilitate the development of the syllabus, undertake teacher training, support monitoring and evaluation of the programme, and provide supplementary funding for the programme. Assuming that the government has identified the need for MRE in schools, and has sufficient resources, external support for a programme should act as a catalyst and should not replace the resources and capacities that the education system possesses. Accordingly, external support should be planned to diminish over time, as the education authorities take on more responsibility.

To ensure that the management goals are reached MRE needs to be included in the overall curriculum development process used by the education authorities and their planning and monitoring mechanisms. How the programme is implemented will depend on the structure of the education system that you are working with, but bear in mind that different departments need to be involved: for example, curriculum developers, planning departments, school inspectors, middle management, pedagogic institutes, and teacher training centres.

Developing the syllabus, essential teaching and learning goals

The national MRE syllabus should focus on ***essential learning and teaching goals*** for students and teachers, and not go into too much detail. By focusing on essential goals it will create opportunities for local interests, priorities and needs to be met as individual schools develop their own programmes, as the mine and ERW situation changes and because external support for the programme may diminish over time.

Essential learning goals for students can be defined as the minimum knowledge and skills that students need in order to:

- Know and understand the core MRE messages and the mine/ERW situation in their area; and
- Have the confidence and competence to communicate what they have learned to others.

Essential teaching goals for teachers can be defined as the knowledge, skills and resources required by teachers in order to:

- Assess the level of knowledge, attitudes and practices of children in relation to the mine/ERW problem;
- Effectively integrate MRE into the school curriculum and provide children with knowledge and understanding about the mine/ERW situation in their area; and
- Have the competence and resources to adapt the MRE syllabus as required.

Development of the MRE syllabus also involves the identification of the overall

goals of the national school curriculum. The MRE syllabus should be clearly articulated and linked to the overall school curriculum, that is to say it should be specifically relevant and tailored to the existing school curriculum. This means a decision needs to be taken whether MRE should be taught as a separate subject, integrated within existing subjects, or if it should employ a combination of both methods.

The syllabus will need to be developed in consultation with teachers, the relevant education ministry or department and, if the programme is confined to a few cluster-schools, with the heads of those schools. A syllabus drafting committee can be set up with these key stakeholders, and a few schools selected to pilot and test the syllabus and teaching materials.

Developing the core messages

Syllabus development should involve the identification of the core MRE messages, which will act as national standards for teacher training, monitoring and evaluation. Detailed mine/ERW messages should be adapted by the local school to the local situation and to local target groups. Accordingly, strategies for teachers and school administrators to adapt core messages will need to be part of the teacher training programme. The national MAC or mine action organisations should be able to provide advice in adapting and developing the core messages.

With the important proviso that all messages must be adapted to the specific situation, the following points should be underscored in the development of core MRE messages for a school syllabus which supports the essential learning and teaching goals outlined above:

Be aware of the threat:

Be able to recognise mines/ERW and the fundamentals of how they work.
Recognise areas likely to be mined.
Be able to recognise mine warning signs.
Be able to recognise clues to the presence of mines.
Learn about the nature of mine injuries.

How to protect yourself and others:

Keep out of known mined areas.
If you must enter, find out about the safe paths through minefields.
Stay on a safe path.
Do not touch mines.
Pass on information.

What to do if you come across a mine/ERW:

Warn others and report its presence.
What to do if you find yourself in a mined area.

● Be aware of the threat

Mines and ERW may affect a country for years after fighting has finished and children need to be aware that the danger may be long term. Children should also have a basic knowledge of the nature of the threat, although significant amounts of time should not be spent on recognising landmines and ERW since dozens of different types of mines and ERW may be found in any one area, and usually they are not visible.

Main points·

- **Mines and ERW can remain in the environment for years.**
- **Mines and ERW come in many different shapes, sizes and colours. They may be susceptible to rust or change appearance because of weathering.**
- **Mines and ERW can be made of wood, metal, or plastic.**
- **Mines and ERW are usually difficult to see. They may be buried, hidden in tall grass, camouflaged among trees, floating on the water, or lying under water.**

Below-ground mines

Mines can be categorised in a number of ways, for example by type, location, appearance, effect, or method of operation. Below-ground mines are usually placed only a few centimetres beneath the surface of the ground and are designed to detonate when someone or something exerts pressure on the top. If a below-ground mine is laid properly it cannot be detected by sight.

Main points

- **When properly laid, below-ground mines are impossible to see.**
- **Below-ground mines are usually set off when they are stepped on or when any pressure is exerted on their upper surface.**

Above-ground mines

Some types of above-ground mines have tripwires connected to the fuse that set the mines off when the tripwire is pulled or cut. A tripwire may be attached to an above-ground mine on one side of a path, then strung across the path and attached to a stake or tree on the other side. These types of mines are commonly mounted on a wooden stake, which may rot, causing the mine to drop and making it more dangerous. Tripwires are typically very thin and are found in several colours and in non-reflective metal so that they easily blend in with sand or grass, and sometimes the above ground mines themselves are hidden behind trees, hung in trees, partly buried with just the fuses exposed, or hidden in tall grass. Consequently, above-ground mines may be almost as difficult to see as below-ground mines.

Main points

- **Above-ground mines are often hidden next to paths, in high grass or bushes, or behind trees.**
- **Some above-ground mines are set off by pulling or cutting a tripwire.**

Unexploded ordnance and abandoned explosive ordnance

Items of unexploded ordnance (UXO) and abandoned explosive ordnance (AXO) are not mines, but ammunition (cluster munitions, grenades, mortars, rockets, shells or bullets) that has not been used or which has been fired, but which has failed to explode. This does not mean that UXO or AXO are safe. In fact, UXO are extremely unstable and can be detonated by the slightest touch. Usually UXO cause much more destruction than do landmines. The lethal range of the explosion of a common mortar, for example, is 300 metres, while the explosion of a large bomb may be lethal within a range of 1,000 metres or more.

Main points

- **UXO and AXO come in various shapes, sizes and colours.**
- **UXO and AXO are commonly more powerful than mines and can kill over a wider area.**
- **UXO and AXO are extremely unstable and can be detonated by the slightest touch.**

Fuzes

Fuzes are fitted to rockets, mortars and shells and set these off. A fuze may also become detached from the explosive device or munition, or it may simply be left lying around. A fuze can be very small, but is nonetheless potentially dangerous and can even be deadly.

Main points

- **Fuzes are as dangerous as mines.**
- **Fuzes can be large or small.**

Booby-traps

A booby-trap is a familiar object attached to a mine or explosive which is set off if the object is disturbed, sometimes even by movement close at hand. Everyday objects such as a packet of cigarettes, a watch or a toy may serve as booby-traps. Likewise, a weapon may be used as a booby-trap by placing it on the edge of a path and attaching it to a tripwire connected to a concealed above-ground mine. People should remember never to touch anything unless they are completely certain that it is safe.

Main points

- **Almost anything can be made into a booby-trap.**
- **Booby-traps are lures to trick people into detonating an explosive.**

The nature of mine/ERW injuries

Teaching children about landmine injuries is one method of motivating them to adopt safe, non-high-risk practices in mined areas.

Main points

Landmines and ERW can kill or cause severe injuries, including the loss of limbs. Mine/ERW injuries affect not only the injured individuals, but also their families and communities.

Physical effects

- **A mine or ERW can kill.**
- **It can blow off arms or legs, or it can blind.**
- **A mine/ERW injury can cause a pregnant woman to lose her baby or injure a man so that he cannot father children.**
- **An injury can affect the ability to walk, stand, jump, play football, or engage in heavy work.**

Economic effects

- **If the breadwinner in a family is injured or killed, the family will suffer**

through the loss of income and will have to find other means to pay for food.
- A family member who is injured by a mine or ERW will need assistance from the family.
- A mine/ERW victim may have to spend many months in hospital. This consumes valuable community resources, including lost wages and time.
- Mines/ERW can injure or kill farm animals, and this represents a loss in income as money is needed to buy new stock.

Psychological effects
- The survivor of a mine/ERW incident experiences a daily struggle to earn an income, to be accepted by the family and the community and to lead a normal life.
- The mine victim may lose family support.
- The victim may be unable to cope with the emotional and financial strains linked to the injuries, including feelings of guilt for the pain that the injuries bring to other family members.

● How to protect yourself and others

Keep out of mined areas

It is vital to be constantly on the lookout for mine/ERW warning signs and clues that might indicate that an area is dangerous. Suspected mined areas should not be entered until they have been properly checked and cleared. Nonetheless, people may feel the need to enter known or suspected mined areas in order to gather wood or water. Everyone should also be encouraged to seek safer ways to find or pay for food. Skills training, the increased availability of food supplements and food-for-work schemes are indirect means of accomplishing this.

Main points
- Look out for warning signs and clues which could indicate whether an area is mined.
- Do not enter known mined areas for any reason.

Do not touch mines/ERW

"*Do not touch mines because...!*" is an important message and must be repeated in different ways over and over again. One method of helping children understand that they are not to touch mines/ERW is by making sure that no teacher or landmine awareness staff is ever seen touching or holding any mines or ERW, whether real or merely models. This should apply to photos and to individuals pictured in illustrations as well.

Main points

Do not touch mines! Do not enter dangerous areas!
- Do not throw a mine or throw anything at a mine.
- Do not kick or otherwise strike a mine/ERW.
- Do not touch any object unless you are absolutely sure it is safe. It may be booby-trapped.
- Do not attempt to defuse a mine or demine an area.

- Warn others not to touch mines.
- Prevent others from entering mined areas.
- Do not throw a mine/ERW into water.
- Do not burn a mine/ERW.
- Do not go anywhere near a tripwire, as the surrounding area may also be mined.
- Do not attempt to collect mines/ERW for scrap metal.

Ask locals about safe paths

A safe path is one which is travelled frequently and which is known to be free of mines or ERW. When travelling far from home, one should regularly inquire about the location of mined areas, as these locations may change. Nearby residents usually know which routes are safe and which are not, though it may be necessary to ask several people to be sure.

One should travel by day whenever possible because it is harder to see warning signs and clues at night. Moreover, mines are often laid at night. Although the mines are usually removed in the morning, soldiers may sometimes forget to do this.

Main points
- Ask the local people about the safest paths.
- Travel by day whenever possible
- If you are unsure whether a road or path is safe, do not use it, but seek a safer route.

Stay on the safe path

When travelling in potentially dangerous areas, under no circumstances should one leave a safe path, even to go to the toilet. Always look for clues of the presence of mines. Why, for example, is there still a lot of fruit on the nearby trees? Maybe this is because there are mines laid between the safe path and the fruit trees. People travelling together through potentially mined areas should walk in single file directly in the middle of the path and with at least a metre separating one person from the next, because mines are commonly laid on the side of the path.

Main points
- Stay on the safe path.
- Do not walk along the edge or at the side of the path.

Avoid areas likely to contain mines/ERW

Some areas are more likely to be mined than are others. Avoid areas where fighting has taken place, and avoid strategic military locations, including areas fenced off by the military and areas around abandoned military camps.

Main points
Be especially careful near these areas:
- Abandoned military outposts, checkpoints and trenches or ditches.
- Areas containing significant physical infrastructure.
- Ruins or overgrown areas or places that show no signs of people having entered there for a long time.

- Deserted villages.
- Military bases, high security locations, potential military targets.
- Warehouses.
- Cave entrances.
- Bridges and surrounding areas.
- Naturally shady areas.·
- Water sources, wells, riverbanks.

Be able to recognise warning signs and never remove mine warning signs

Normally the person who lays a landmine does not leave a clear sign to indicate the presence of the mine, but someone else may leave a temporary sign as a warning to others of the danger. People should be aware of the most common types of warning signs used in the areas in which they live and work. It is important, however, to note and to emphasise the fact that, if there is no clear warning sign, this should ***not*** be taken to mean that an area is safe. Sometimes, for instance, people remove minefield warning signs without considering the effect on others.

A plastic sign might seem a good piece of material to use in repairing a damaged roof; the wooden stakes of a mine warning sign might appear ideal for starting a cooking fire; metal signs can easily be fashioned into buckets to carry water, and someone might simply like to have a skull-and-crossbones sign hanging above the front door. (Some people believe that such a sign can ward off evil spirits). Children, but also adults, need to be told not to remove mine warning signs, and they need to be told why this is so important.

Main points

- Be aware of the usual form of warning signs.
- If you see any warning signs, you must assume that the area is a mined area. You must go back the way you came and find an alternative, safer route.
- Do not remove mine warning signs from the area.
- If there is no warning sign, do not assume that the area is safe.

Be able to recognise warning clues

Usually hazardous areas do not seem particularly different from areas which are free of mines. Mines are difficult to see. They may be buried, or they may be concealed behind trees or in tall grass. However, there may be clues indicating that there are landmines in an area. The clues may be quite obvious, such as a mine exposed by the weather, or the presence of the skeletons of humans or animals. The clues may also be subtle, like a slight change in the vegetation growth pattern, a small mound, or a slight settling of the earth. If one sees anything that might be a warning clue, one should assume that the area is mined, go back and find an alternative, safer route.

Main points

The following are possible mine warning clues:

- Injured or dead animals.
- A partly exposed mine.
- An intact or broken tripwire.

- A fuse sticking out of the ground or lying on the ground.
- A mine packing box or mine wrapping paper on the ground.
- Discarded mine safety pins or detonator keys on the ground.·

  An unusual change in the vegetation, an unusual mound, or a small hollow caused by shifting sand or settling soil.·
- Signs of fighting, such as bomb craters, shrapnel lying about, or bullet casings.
- A lack of signs of the recent passage of people.
- If you do not see any warning clues, do not assume that the area is safe.

What to do if you come across a landmine/ERW

Mark and report

It should be explained to children that, if they come across a mine or ERW, they should report the location to the government authorities, parents, teachers, village leaders, police, army personnel, or the nearest mine clearance unit. Some programmes advise people to mark a mine so as to warn others of the danger. It has also been argued, however, that such a marking effort may be dangerous, since one must find and place a suitable marker and therefore remain in the area of the mine and perhaps of other mines. Moreover, it may not be clear to others where the mine is in relation to the marker.

If the decision is taken to recommend marking, technical experts should be consulted first. People must then be shown the proper procedures through practical exercises and not simply through the mass media or media presentations. People must be taught directly the best ways to make temporary warning signs. They must be warned not to leave a safe path in order to collect grass or sticks to make the temporary warning sign. Any makeshift sign should be recognisable as a warning of mines even to children. It should also be large enough to be readily visible and sturdy enough to withstand the weather or disturbance by animals.

The sign should ***not*** be placed within the suspected area. People must be told not to mark individual mines, but to leave behind a clear indication within a *safe* area. This can then be used later by mine clearance professionals and may serve as a warning for those who travel that path later not to enter that area.

Main points

- Report the location of the dangerous area to the authorities.

If the decision is taken to recommend marking, technical experts must be consulted. Proper marking procedures must be taught using practical exercises and not simply media techniques.

- Make the signs clear and recognisable to all.·
- Do not go off a safe path to collect materials to make the sign.
- Make the signs durable enough so that they can withstand the elements.

What to do if you find yourself in a mined area

Stand still and wait

If a child spots a warning clue (for example, an exposed mine or a hole where a mine has exploded), then s/he should assume that s/he is in a minefield. The

best solution for a child is **to stand still, call out for help and wait until help arrives.** It has been said that, "*It is better to spend two days in a minefield than a lifetime as an amputee*". In particularly dangerous areas children should always inform someone where they are going and when they expect to return. This will help speed up the rescue process in the event that one is required.

Main points

- **Make sure you tell someone where you are going and when you will be back!**

Anyone finding himself or herself in a minefield must:

- **Stop walking immediately.**
- **Warn others who may be at hand by shouting, "*Stop walking! There are mines!*"**
- **Call out for help.**
- **Wait for help.**
- **Take no unnecessary risks.**

3.1.2 Developing course materials and methods

Syllabus development will involve the design and production of course materials and methods for teachers and students. The development of course materials will be guided by the decision you have made either to integrate MRE in ongoing subjects or treat MRE as a stand-alone subject, or a combination of these methods.

Stand-alone course materials

In many countries where MRE is treated as a stand-alone subject, education authorities have developed MRE "school-kits" that are delivered to schools and for which teachers have received training. MRE school-kits commonly include some of the following elements:

- Teacher's guide, including core MRE messages, student assessment methods, ideas for lesson plans and out-of-school activities, learning and teaching objectives and evaluation guidelines;
- Visual materials, including examples of mine-signs used in the country, posters and leaflets to be hung in the classroom and used as memory aids: leaflets are also often given to children to take home and assist them share what they have learned with family members;
- Audio-visual material, sometimes used as a more stimulating educational medium for children as they can show a range of situations often outside of the local environment;
- Art and writing supplies to be handed out in class and used in group and individual exercises;
- Picture boards, representing sequences of pictures which tell a story and which children have to put in the correct order;
- MRE board games specifically designed to make the learning experience more enjoyable; and
- Student activity books, which include printed MRE messages.

The development of MRE kits should be clearly linked to the learning and teaching goals, and include the possibility of adapting the lesson plans to the local situation. MRE kits and subject material should provide a method to enable teachers to evaluate the current knowledge, attitudes and practices of children in relation to the mine problem. The kit should also provide example lesson plans and materials for formal teaching and more informal activity based learning, to provide a diversity of activities that allows teaching and learning goals to be approached in many different ways without necessarily repeating the same lesson or activity.

MRE kits should always contain material in the languages of the target groups and resource material which are tailored to suit the different age groups, and school grades, being targeted. Materials should be sensitive in their representation of ethnic groups and represent boys and girls equally. One legacy of landmines is the large number of disabled people. In employing images of mine victims to warn populations of the mine danger, you should be sensitive to the place of the disabled in society. It is important to picture mine amputees as survivors who have skills that they can offer to the community rather than as useless victims who should be pitied. You may even consider developing special materials for disabled children.

Integrated course methods

As with teaching MRE as a stand-alone subject, integrating MRE messages into other subjects will require the development of teacher guidelines, which include the core MRE messages, ideas for lesson plans and activities, learning and teaching objectives and evaluation guidelines.

Integrating MRE messages into other subjects requires a thorough analysis of the existing school curriculum and the overall learning objectives of the curriculum, and will require the input of a consultative group, including experienced local teachers who have understanding of the teaching methods utilised in the country. While points to include MRE messages in existing subjects needs to be developed locally, some activities that have been successfully used include:[3]

- In language classes use MRE material, leaflets and posters or any mine action written material to aid in language comprehension and spelling;
- In creative writing activities ask children to write stories, poems, essays or songs about landmines and their effect in the local area or across the nation;
- Use the problem of landmines as a subject for a formal classroom debate;
- In geography lessons study the types of areas that might be affected by landmines and demographics of people who are affected. Children could draw maps showing affected areas where they live and the warning signs. Reaffirm that these areas should not be approached;
- In mathematics use exercises that use data from the mine action programme, such as calculating how many days it would take a deminer to clear 100 square metres of land if s/he is able to clear five metres a day: you could also make calculations based on the size of local demining teams and estimates of the amount of contaminated land in the country;
- In art lessons ask children to draw pictures of landmines and areas that might be affected by them;
- In drama lessons ask children to act out a situation where the children

find a mine, or organise a demonstration of mine clearance activities; and

- During special school open-days get children to organise exhibitions and presentations of the landmine issue for visitors and parents.

Adapting the core messages, materials and activities for different grades and ages

Whether the decision is made to integrate MRE into existing subjects or teach it as a stand-alone subject, the syllabus will need to be adapted to suit different age groups and different school grades. Even if it is not possible to develop multiple MRE kits for different grade levels, it is important to provide a sequential plan whereby children receive exposure to the subject matter throughout their school careers and that the messages are adapted for each age group. It is not enough to teach only one grade level, because the process of creating social awareness and prompting behavioural change in school is a long one that requires reiteration and reinforcement over time.

While children start and leave school at different ages in different countries, there are three general age groups corresponding to different grades of schooling, which require the adaptation of course messages, activities and methods.[4]

Pre-school often includes children from the ages of 3 to 6 years old. Children of this age are generally less able to absorb abstract concepts and their reasoning is governed more by perception and emotion, rather than reason based on experience and formal learning. As a result it is difficult for children of this age to classify objects and ideas, to distinguish one danger from another or one sign from another. It is important to recognise that if children of this age are effectively reached with MRE messages safe behaviour is more likely to become part of their daily life. For pre-schoolchildren messages should be very simple, and you should avoid giving too much information about mines and ERW.

Primary school often includes children from the ages of 6 to 12. Children of this age have begun the process of classifying the world and their relation to it. They are more able to understand concepts and use logic and generally begin the process of making decisions based on past experiences and their perception of the consequences of their action. Nevertheless, children of this age often act quickly and may not think things through before they act. They can be driven by emotional responses and act often irrespective of what they may have been told about safety and danger. Children of this age may begin asking for technical details of mines and ERW, but it is important to avoid giving technical details and remain focussed on the key safety messages.

Secondary school often includes children aged 12 to 17, who are becoming adults and taking on more responsibilities. Children of this age have a far greater capacity to reason logically and have far more experience and knowledge on which to base their decisions. These children usually have knowledge to share and they can more actively contribute to the learning experience. They can even begin to determine the shape and content of MRE messages best suited to them and their local situation.

For secondary students messages can be more complex and general information on the nature of the threat (types of mines and ERW likely to be found in the area) and what others are doing to prevent the threat (mine clearance and advocacy

to ban landmines), and what actions to take in case you are in a mined area can be given.

A summary of the core messages that are appropriate for each age group are contained below, yet once again it must be stressed that these messages will need to be developed and adapted locally according to the local mine situation and the knowledge, attitudes and practices of children.

MESSAGES BY AGE AND GRADE

PRE-SCHOOL
Ages 3-6

- Stay in safe areas.
- Ask adults for directions to safe areas.
- Recognise warning signs.
- Don't touch unknown objects.
- If you are in a dangerous area, wait for help. Don't move!
- If you have a mine accident it will be difficult to run and to play. So don't take risks.
- Tell your parents what you have learned.

PRIMARY SCHOOL
Ages 6-12

- Stay in safe areas.
- Ask adults for directions to safe areas.
- Do not approach mine clearance teams, unless invited.
- Recognise warning signs, and don't remove them.
- Recognise warning clues.§ Don't touch or approach unknown objects.
- If you are in a dangerous area, wait for help. Don't move!
- If you see something dangerous tell an adult.
- If you have a mine accident you may be killed or disabled, so don't take risks.
- Tell you parents and friends what you have learned.

SECONDARY SCHOOL
Ages 12-17

- Stay in safe areas.
- Ask adults for directions to safe areas.
- Do not approach mine clearance teams, unless invited.
- Recognise warning signs, and don't remove them.
- Recognise warning clues.
- Don't touch or approach unknown objects.
- If you are in a dangerous area, wait for help. Don't move!
- If you see something dangerous or hear about a dangerous area report to the authorities.
- If you have a mine accident you may be killed or disabled, so don't take risks.
- Tell you parents and friends what you have learned.
- Find out what can you do to help in fighting the threat (advocacy, raise awareness, etc).

As with the core messages, different materials and methods of teaching and learning will be appropriate for different ages and grades. It is also important to ensure that the materials and methods used are participatory. Participatory learning is an approach based on the principles of discovery and the idea that children learn better when they uncover principles and facts for themselves. Lectures are useful to increase knowledge, but more interactive and personalised methods have a greater chance of increasing understanding and promoting behavioural change. While methods and activities will be determined to some extent by the methods routinely used in the school system you are working with, some common examples of interactive learning activities for MRE programmes are contained in table below.

ACTIVITIES BY AGE AND GRADE

PRE-SCHOOL
Ages 3-6

- Art classes, simple posters and drawings of children's' impression of mine and ERW.
- Singing.
- Story-telling.
- Light videos, not showing images of pain or horror.
- Simple board games.
- Picture boards and card sequences.

PRIMARY SCHOOL
Ages 6-12

- Drama and role play, making and producing puppet theatre.
- Making warning posters, painting mine warning signs.
- Short story writing.
- Drawing pictures and simple maps of safe and dangerous areas, safe and safe activities.
- Writing and singing songs about mines.
- A visit from a mine clearance team instructor.
- Visit an orthopaedic centre.
- More detailed video showing clearance work.
- Developing warning messages for others.

SECONDARY SCHOOL
Ages 12-17

- Drama and role play, producing theatre.
- Making warning posters, painting mine warning signs.
- Essay and short story writing.
- Drawing maps of safe and dangerous areas.
- Under supervision visit a mine clearance team.
- Visit an orthopaedic centre.
- More detailed video showing clearance and mine-ban advocacy work.
- Developing warning messages for others.
- Producing leaflets and warning posters.
- Organise a visit to the class from the MAC for a discussion about the mine action industry and careers.
- Formal debates on the use and impact of mines.

For further reading UNESCO and Save the Children have produced publications that present some good examples of different MRE messages,

activities and methods for schoolchildren:

- *Mine-Awareness Education, A Country Review and Curriculum Guidelines for Bosnia*, written by Pamela Baxter, Jennifer Fisher and Gonzalo Retamal in 1997, and available from UNESCO (*www.ibe.unesco.org/publications/baxter.htm*); and
- *Mines – Beware! Starting to Teach Children Safe Behaviour*, written by Save the Children in 1999 and available from Save the Children Sweden (email: info@rb.se).

3.1.3 Teacher training

Teacher training is essential for the success of any programme that seeks to integrate MRE in the school curriculum. It is not enough to distribute MRE kits or teacher guidelines, as, more than likely, this will result in the resources being forgotten, underused or incorrectly applied. Poorly delivered MRE messages can be dangerous for children and it is essential that the main messages are correctly understood and delivered.

A school-based programme will usually develop incrementally and include a pilot or testing phase, undertaken in pre-selected cluster-schools to test the different materials and teaching methods and their impact on the behaviour and skills of students. Teacher training in these schools could be undertaken by an outreach team which visits each school and provides in-service instruction, or else training could be conducted for the school-cluster in a single location and be followed up with monitoring visits.

Once the pilot programme has been completed and adapted, teacher training will usually take place as part of pre-service training, but could also continue to be done by an outreach team in the different school-clusters if the programme is more geographically limited.

Training should focus on building the interest, skills and knowledge of teachers around the landmine issue and its impact on children and communities. A strong focus should also be given to teaching methods to ensure that a participatory approach is used to teaching children about landmine and ERW problems, and that teachers have the capacity to assess the knowledge, attitudes and behaviour of children in relation to the landmine problem. Finally, training will need to be given on the different materials that may be distributed to the schools and methods for adapting them to the local situation. It will also be necessary to help teachers find out more about the landmine problem, particularly in their area of work.

3.2 MRE for children: the case of Cambodia

An interesting project — Mine Risk Education for Children (MREC) — has been conducted by World Education in Cambodia as part of the EQUIP project.[5] EQUIP (Educational Quality Improvement Program) is a combination of programmes, processes and activities supporting USAID's work in promoting education around the world. MRE falls under the heading of EQUIP1 (Building Educational Quality through Classrooms, Schools, and Communities).

EQUIP1 is a multi-faceted programme designed to raise the quality of classroom teaching and the level of student learning by effecting school-level changes. It serves all levels of education, from early childhood development for

school readiness, to primary and secondary education, adult basic education, pre-vocational training, and the provision of life-skills. Activities range from teacher support in course content and instructional practices, to principal support for teacher performance, and community involvement for improving school management and infrastructure. EQUIP2 addresses Policy, Systems, and Management: EQUIP3 covers Out-of-school Youth, Learning, and Earning.

3.2.1 Target group

The target group for the project was primary school and out-of-schoolchildren in the north-western provinces, which are the provinces most heavily affected by mines, recording more than 80 per cent of all victims in Cambodia. Children in schools were targeted through in-school activities and their out-of-school peers were reached through peer education and community-based awareness activities. Teachers, local government officials and community members constituted a secondary target group.

3.2.2 Material/physical resources

School-based activities were carried out in the classroom using posters, story books, silk screens, videos, maps, alphabet cards, notebooks and pens, all of which were provided by the project. Materials for out-of-school students included silk screens, posters, story books, stickers, notebooks and video. T-shirts were provided to village leaders, school teachers and out-of-school student leaders. Community-based activities took place in public spaces and used videos, puppets, musical instruments and posters.

3.2.3 Financial and human resources

Funding for the project was provided by UNICEF, The McKnight Foundation, and World Education, and covered all resources and activities in the schools. Teachers attending training were paid a per diem allowance to cover travel and meals. One of the key aims of the project was to enhance the capacity of Ministry of Education, Youth and Sports (MoEYS) to manage projects so that the MREC project could be institutionalised into the school system. This required extensive training across the different tiers of educational management and through in-service and pre-service teacher training.

MoEYS staff attended training workshops on project monitoring and evaluation, child-to-child teaching methodologies (*see, below, Section 4*) and curriculum development. World Education counterparts worked with MoEYS staff in the field to implement teacher training, peer education and community activities, and to monitor and report on the project.

3.2.4 Community mobilisation

The project supported local school/community committees with capacity-building services and material support to help the committees become involved in community-wide MRE activities. The school/community committees (also known

as PTAs) worked with teachers and students to run education outreach events targeting out-of-schoolchildren. Each committee organised MRE activities to commemorate the National Day, which is celebrated in every commune.

3.2.5 Curriculum

In collaboration with the Pedagogical Research Institute of the MoEYS a national curriculum on MRE was developed for primary school students. The curriculum was tested, reviewed and implemented in all target areas. The curriculum was accompanied by a teacher training programme, with a teacher's manual and teaching guidelines. The MREC project also developed a MRE programme for pre-service teachers in Teacher Training Colleges in collaboration with the Teacher Training Department of the MoEYS.

3.2.6 Programming interventions: impact and effectiveness

Access

The project reached the most heavily mine-affected districts, some of which are considered among the remotest and poorest districts of Cambodia. Due to their remoteness, many of the schools in the targeted districts received little previous support in education, so the MREC project served as an entry point for general support to local education officials. Within the schools, the project targeted all teachers and all students. As boys tend to be better represented in rural schools, particularly at the higher grades, some gender imbalance was inherent with the in-school activities. To compensate for this, and to respond to the needs of the very large out-of-school population (some areas have as many as 50 per cent school-age children out of school), the project's outreach activities targeted out-of-schoolchildren with an emphasis on reaching girls as well as boys, and also the larger community.

Management

The project was jointly managed by World Education and MoEYS. Extensive training was provided to MoEYS staff at central, provincial, district, cluster and school level in the management, monitoring and evaluation of the project. At the end of the project the responsibility for the management of the MREC project was fully transferred to the Ministry.

Quality

A concern for the sustainability of the project's interventions guided all aspects of the project plan and implementation. Project stakeholders — children, community members, teachers, school and cluster officials, and education staff at the district and province level — were involved in the planning, delivery, monitoring and evaluation of the various training and outreach activities. The use of a monitoring and evaluation framework at the local level facilitated the regular review of activities and their effectiveness. Results of the monitoring and evaluation activities guided regular revisions of strategies, curriculum materials and teaching methodologies.

A key objective of the project was to institutionalise MRE at the community level through the formal education system. This was achieved through training

and capacity-building activities with a particular focus on the local staff of the MoEYS. The relationship between MoEYS and World Education was formalised through a Memorandum of Understanding and a steering committee within MoEYS to review and guide the project.

The integration of in-school activities with community outreach activities facilitated the dissemination of mine risk messages to out-of-schoolchildren and the community. School students played a key role in reaching the community and their out-of-school peers with mine awareness messages by participating in teacher-led educational events and school outreach projects.

3.2.7 Overall programme effectiveness

Outputs July 2000 to December 2002

The project successfully met its objectives and full responsibility for its continued management was transferred to the Ministry of Education, Youth and Sport by December 2002. The following results were achieved:

- MRE curriculum was field-tested, revised and fully adopted into the formal curriculum for primary schools;
- More than 2,700 in-service school teachers received intensive cluster-based training;
- More than 1,800 in-service school teachers received refresher training and support;
- More than 106,000 primary school students learned about MRE;
- 38 target clusters organised community outreach activities on mine risk prevention;
- Village presentations reached 11,000 out-of-school youth and more than 10,000 adults;
- More than 40 staff from other NGOs were trained in the MRE curriculum;
- More than 240 MoEYS counterparts received support and guidance from the project teams;
- Librarians and resource centre managers working in 38 school clusters received training and guidance on supporting community-based outreach efforts for out-of-school youth; and
- School Support Committees (PTAs) associated with 38 school clusters helped organise outreach activities, particularly the Mine Awareness Days.

Endnotes

[1] P. Baxter, J. Fisher and G. Retamal (1977), *Mine Awareness Education*, p. 3.

[2] *Non formal* education is usually defined as all types of organised educational activity outside the school system, as distinct from *informal* education which refers to educational influences (e.g. in the home) that are not organised or institutionalised.

[3] Many of the examples are from the programme in Bosnia and Herzegovina which has employed such activities over the last eight years. They come, in part from the research published in P. Baxter, J. Fisher and G. Retamal, *op. cit*.

[4] Descriptions of the three age groups are adapted from *Mines – Beware! Starting to Teach Children Safe Behaviour*, Save the Children Sweden (1999).

[5] This case study is adapted from information contained on the EQUIP website: *www.equip123.net*.

4. Child-to-child MRE

4.1 What is child-to-child?

Another popular method of targeting children — and indeed adults — has been the "child-to-child" approach. This section is adapted, with thanks, from *Child-to-Child Mine Risk Education*, published by the Child-to-Child Trust in London.[1]

The original child-to-child idea was to improve and support the care that older children gave to their younger brothers and sisters. Schools were seen as the ideal place for these older children to learn health messages that could then be passed on and practised. As people used the ideas in practice, it became clear that children not only looked after younger siblings but that they could also have a powerful influence on their peers, on their parents and even on the communities in which they lived.

The way in which messages will be transmitted by children to others differs greatly depending on the experience and skills of the children and the group they may be asked to influence. The easiest group for children to reach is generally their peer group and the hardest is their parents. It is not normal in most cultures for children to "teach" their parents. However, children can involve their parents in activities that indirectly help to educate the parents or inspire them to seek further information. The situation may, though, be different if parents ask their children for information; for example, in communities where parents are not literate and they regard their children as important sources of information.

In addition to schools, health centres and health projects (e.g. about hygiene) have found child-to-child activities a useful way to involve children in health education and to develop life skills, such as problem-solving and decision-making. Even people working with children in the most difficult circumstances, such as on the street or in refugee camps, found child-to-child activities built children's confidence and helped them identify ways to gain some control over and improve their lives.

4.2 Child-to-child: a different approach to learning

The child-to-child approach to learning involves children as full participants in learning about and promoting good health to their families, friends and communities. It is different from good quality, classroom-based health education in four main ways:

1. The child-to-child approach demands that children participate in developing and designing activities.
2. The child-to-child approach links what children are learning with actual problems they face and invites them to contribute to solving these specific problems in the home or in the community as part of the process, not as an afterthought.
3. The child-to-child approach is not restricted to a set amount of time.
4. Child-to-child requires the involvement of people outside the immediate learning environment.

Child-to-child has powerful links to the United Nations Convention on the Rights of the Child. It is a practical way in which children's right to participate in decisions that affect them can be truly implemented.

4.3 Child-to-child and MRE

For many children, mine risk is a vital and sensitive topic. Teaching about the risk of mines should start with finding out what children already know and feel about mines. Learning activities must be based on the children's resourcefulness, on the knowledge they have and on their creativity and ability to understand the dangers. Children behave responsibly when we trust them and develop in them self-respect and respect for others.

Unfortunately, some education programmes emphasise that children are young and careless, and others that children should be frightened into behaving more safely, using "fear" as a teaching tool. Some focus on telling messages to children, such as "don't do this" and "don't do that", but children often disobey rules (especially when they don't understand the rules). A 10-year-old boy who is told that a mine will explode if he throws it or catapults a stone at it may find this an exciting thing to try. Better ways than direct instruction have to be found to help children fully understand why they should, or should not, behave in a certain way.

There is great potential for children to become involved in MRE programmes. The child-to-child approach can:

1. Use helpful local culture and tradition to reinforce messages.
2. Challenge local culture and tradition when it leads to unsafe behaviour — by involving children and their families in exploring the problems as they apply to the local context. This forms the basis for the design of appropriate interventions.

In Cambodia, respected monks were used to remind people that they do have a choice and that it is a sin not to take care of your body.

Children in animist cultures who wear tokens or amulets around their necks to protect themselves against mines are told that no-one knows whether their magic is strong enough on that particular day and they should therefore take special care.

Like many health education topics, MRE needs to be tied closely to the context in which it is taking place and its effectiveness depends on changes in attitudes and behaviour. When used well, the child-to-child approach can help children look deeply at their attitudes and behaviour and that of others. This leads to looking for ways to improve and live more safely.

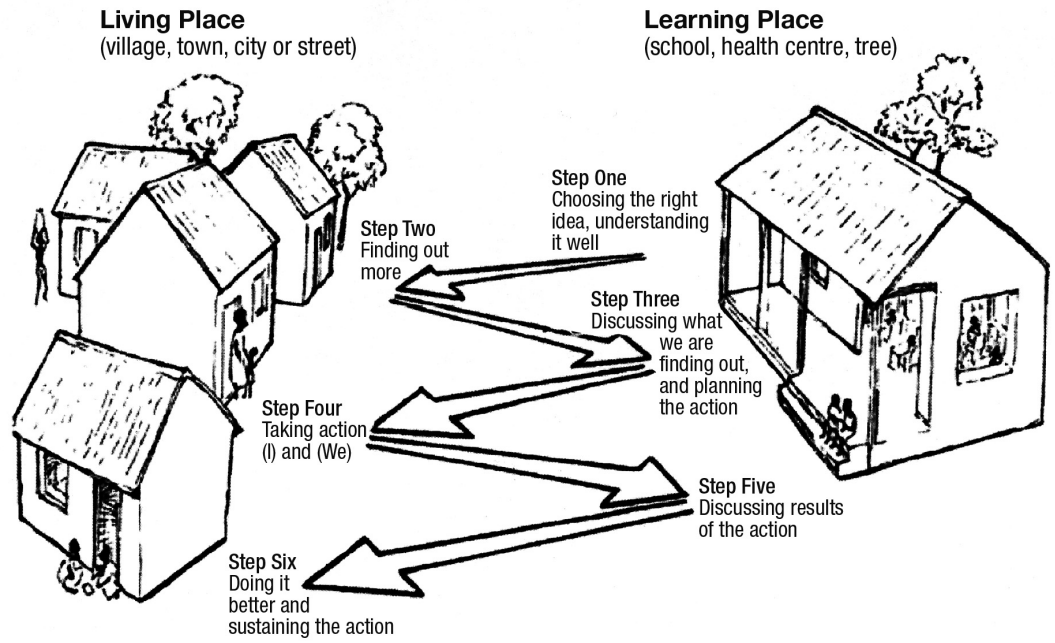
The attitude among teenagers that "*It's brave to risk danger*" can be changed to "*It's brave to be seen as someone who protects themselves and others from danger*".

Remember: child-to-child activities should involve as many children as possible and not select a few children for special treatment. Sometimes we start with one class of children or a small group in a club but the principle should be that the ideas, messages and activities will be shared as widely as possible.

4.4 The six-step approach and MRE

Over the years a model has developed of how best to implement child-to-child programmes. This model is described as the six-step approach as described in Figure 1.

Figure 1. An illustration of the six-step approach to child-to-child learning



Step 1: Choosing the right idea and understanding it

At this first step, a topic or sub-topic is identified and then activities are conducted to find out what the children already know. Work can then be done to deepen knowledge and understanding and correct any misunderstandings.

In many school settings, topics are identified by a formal curriculum and in health centres by a pre-set programme of activities. Even if the topic is set, children can still be involved in identifying the precise nature of the problems as they affect themselves and their families. In this way an ownership of the activities by the children is established from the start. Children identify problems and then rank them, looking at how serious they are, how common they are and how much the children feel they can do about the problem.

Activities to help children gain a good understanding of a topic include reading, writing, discussions and role-plays. Community members can be involved at this step. They can be invited to talk with the children, tell stories or initiate discussions on a certain topic.

Box 1. Example of Step 1 activities

Assuming that two children have survived a mine blast, then Step 1 activities would be:

- **The adult facilitator tells a story about a child who was disabled in a mine accident.**
- **In pairs/small groups, children talk about what happened next.**
- **The children share their ideas on the above.**
- **The adult facilitator talks to them about different injuries caused by different mines found in the children's community, using posters, stickers or other locally available materials.**
- **Children ask questions.**

Step 2: Gathering information

At Step 2, children find out more about the selected issue by gathering information. They make the topic "theirs". This can be done by conducting a small survey, by having a discussion with friends, relatives or key community members, or by observation. This step is important as survey-type activities will start to bring to life a previously classroom-based topic. All subsequent activities should be based in some way on the information collected by the children. If the children have collected insufficient or wrong information it is important they do more survey work. They will love finding things out and recording answers — it is interesting and real.

Box 2. Example of Step 2 activities

The adult facilitator asks the children to find one story about a mine accident from a friend or relative and whether there are children in the community who have had accidents and, as a result, do not go to school. It is important that children "find out" about other non-school going children in a sensitive way — and that the family is involved. The facilitator can help them think of the best ways to approach the family. Role plays can help children practice communicating well with the families and with the child who has a disability.

Step 3: Discussing and planning

At Step 3, children discuss their results, exploring the topic as it affects them, their friends, families and communities. Then the children discuss ways in which they can address problems either as individuals, in small groups or as a larger group. It is important that the teacher helps the children to look at the information gathered critically and with respect, and helps them to design solutions that are manageable and can be communicated clearly and accurately. It is important that teachers develop children's ideas, NOT train the children in the use of adult ideas!

There are many activities in Step 3 and it can take several sessions. It is important to develop the activities slowly, helping the children to produce high-quality, manageable ideas. If it is the first time children have worked in this way, the ideas should be kept simple. It is useful if the activities are a mixture of short, medium and long-term activities.

Techniques such as puppets, songs and drama are fun but it is important that serious messages do not become clouded by the entertainment value of the method. Teachers need to guide children about this, too.

Box 3. Example of Step 3 activities

- **The children share stories they were told in small groups.**
- **The adult picks two stories for the whole group to listen to and discuss in detail.**
- **The children talk about the children they found who do not go to school.**
- **The group discusses how best to help those children, e.g. by:**
  - **bringing them to school and supporting them there;**
  - **visiting them at home;**
  - **involving them in out-of-school play activities.**
- **The group discusses how to raise awareness about the needs of these children through plays, songs, performance for parents/community members.**
- **The group designs a plan and prepares to undertake selected actions.**

Step 4: Taking action

At Step 4, children take action at school and in their families and communities. This action can consist of communicating information to others, demonstrating skills to others, working with other children or leading by example.

Box 4. Example of Step 4 activities

Selected actions are undertaken such as:

- **Home visits;**
- **Bringing the children to school;**
- **Performing plays and songs to raise awareness in the community.**

Step 5: Check results

Because this type of active learning (physically active and/or active inside the head!) helps children to remember what they have learned, it is important that the messages are accurate. Step 5 is about helping the children to check the accuracy of their messages, evaluate the effects of their work on others and on the community.

Box 5. Example of Step 5 activities

Children discuss:
- **How can the activities be improved?**
- **Has everyone understood?**
- **What changes have occurred?**
- **In what ways do the activities need to be improved or continued?**

Step 6: Make it a way of life

This is the chance for the children to make messages clearer, to reach other people and to improve on what has gone before, so that desirable changes made as a result of the project become a way of life. It is also the step at which new ideas for new issues to explore may become apparent.

4.5 What child-to-child is not

Child-to-child is sometimes confused with "peer learning" (children teaching other children, usually in a classroom-type setting). While Child-to-Child does use aspects of peer learning as part of its process, it has other characteristics such as finding things out from children and adults in the community and doing activities outside the immediate learning environment.

Sometimes people think that child-to-child means using children as "little teachers" or "little instructors". In such cases, selected children are asked to assume the role of an adult and they are trained to teach other children in much the same way as an adult teacher teaches. This method — where children replicate traditional teaching practices — is precisely what the child-to-child approach seeks to challenge.

Difficulties with using the child-to-child approach

Labour intensive

The child-to-child approach is labour intensive. It needs teachers who believe in the ability of children to participate in their own learning. The approach is different to formal teaching methods. Teachers need training and/or exposure to good practice. The approach needs ongoing support not just by outsiders but by the children's parents and other important people in the community. Children's self esteem and communication skills will be greatly developed through participation in child-to-child activities, but at the start of a project they need plenty of encouragement and careful guidance.

Attitudes of adults

Children's lack of skills in this kind of approach must not be overplayed. It is remarkable how quickly children adapt to having their ideas and opinions taken seriously. Observers are often amazed and delighted at how easily and freely children discuss problems and solutions during these sessions. This suggests that the key problem to working with children in this way is the attitude of the adults, not the abilities of the children.

Messages must not be wrong

As children are powerful communicators of messages to others, it is essential to get the messages right. Get the messages wrong and children will effectively learn and repeat the wrong information!

Endnote

[1] Suggested activities for conducting child-to-child MRE can be found in this publication available for free download at: *www.child-to-child.org*.

5. The Landmine and ERW Safety Project

Learning how to avoid mine accidents is the responsibility of each individual travelling to a mine-affected area. But employers also have a responsibility to ensure that everyone receives a proper mine-safety briefing. The "duty of care" extends to UN organisations, NGOs, governments, construction companies, the media and other private-sector entities that hire people to work in areas where there is the threat of landmines or ERW.

The Landmine and ERW Safety Project (LSP) was launched to address the need for systematic safety briefings, primarily for aid workers. UNMAS, other UN agencies and some mine-action NGOs jointly developed the *Landmine & ERW Safety Handbook* and a range of accompanying training materials. The handbook, based on an initial version developed by CARE, has been translated into Arabic, Dari/Farsi, French, Pashtu, Portuguese, Russian and Spanish, and more than 70,000 copies have been distributed worldwide. The booklet describes requirements for mine-safe behaviour. A landmine and ERW safety briefing is intended to supplement these materials.

While MRE is intended to reach the general public in mine-infested communities, landmine safety briefings are meant to target institutions and their staff working in hazardous settings.

5.1 Goals of the LSP

The LSP is intended to provide general mine and ERW awareness and safety information to minimise the risk of accidents. This information includes:

- Safety procedures;
- Details about the local threat of mines and ERW; and
- Guidelines for action for emergency situations, such as inadvertent entry into a mined area.

The project involves safety training and briefings, along with supporting materials, i.e.:

- A general mine/ERW safety handbook (*Landmine & ERW Safety Handbook)*, designed to be distributed and carried in the field;
- Leaflets tailored to specific countries;
- A safety-training video;
- A PowerPoint presentation;
- A Landmine and ERW Training Module, to be used by mine-safety trainers;
- Landmine/ERW posters and pictures to aid identification of mined areas; and
- A generic poster to advertise the safety briefings.

In Phase I of the Project, training materials were developed, and a train-the-trainer approach for participants from 15 countries was adopted to communicate safety procedures, mine/ERW identification, avoidance techniques, and appropriate actions in case of accidental entry into a minefield. Phase II reached an additional 12 countries.

Phase III of the Project aims to integrate landmine/ERW safety training into standard staff briefing procedures by the United Nations Department of Peacekeeping Operations (DPKO), the United Nations Department of Safety and Security (UNDSS), the Office of the United Nations High Commissioner for Refugees (UNHCR) and the World Food Programme (WFP). In 2006, it is intended also to complete an interactive CD-ROM version of the *Safety Handbook* and other materials, which will introduce the possibility of self-paced learning and extend project reach, providing greater sustainability.

The Project is managed by UNMAS in consultation with UNDSS and UNICEF. Outreach training is undertaken by a range of actors, which in some countries includes UNMAS, UNOPS or UNICEF or UNDSS. In other situations it is undertaken by NGOs. A consultative inter-agency group of UN agencies and bodies monitors implementation.

For further information on the LSP see *www.mineaction.org*.

6. An introduction to staff and stakeholder training

Training is the process of developing the skills or increasing the knowledge of others. It is intended to enable the trainees — those who are being trained — to do their job more effectively. In development circles, the process of training forms part of what is sometimes called ***capacity-building*** or ***capacity development***.

6.1 Why train?

Passing on skills and knowledge to others through training helps to ensure that humanitarian and development programmes are better planned and implemented, and that important information is transmitted to a broader audience. In the case of MRE, that should mean that the right information gets to the right people at the right time. Training also helps to promote sustainability of programmes.

6.2 Basic principles of good training

Good training is based on five principles.

- The basic objective of training should be to create a learning environment.
- Adults learn best in an atmosphere of active involvement and participation.
- Adults have knowledge and experience and can help each other to learn.
- Adults learn best when it is clear that the context of the training is close to their own tasks or jobs. This means that training should be as realistic as possible.
- Adults are voluntary learners. They have a right to know why a topic or session is important to them.

Remember: adults have usually come with an intention to learn. If this motivation is not supported, they will switch off or stop coming.

Adults have a particular problem with learning because, as we grow older, our short-term memory becomes less efficient and more easily disturbed. We find

it harder to transfer what we see or hear to our long-term memory. Any method that relies too much on short-term memory, such as lectures, is therefore doomed to failure. For learning to stick, it has to be "internalised" — understood and practiced. As Confucius said: "*I hear and I forget, I see and I remember, I do and I understand*".

6.3 What makes a good trainer?

To be a good trainer requires time and experience, and ***learning by doing*** is the best way. Remember that you will never be able to satisfy fully every participant. If you have managed to encourage learning among the majority, then you have done your job well. The most effective trainers and facilitators have a range of key characteristics:

- ***A warm personality***, with an ability to show approval and acceptance of trainees;
- ***Social skill***, with an ability to bring the group together and control it without damaging it;
- ***A teaching manner*** which generates and uses the ideas and skills of participants;
- ***Organising ability***, so that resources are booked and logistical arrangements smoothly handled;
- ***Skill in noticing*** and resolving participants' problems;
- ***Enthusiasm*** for the subject and capacity to put it across in an interesting way;
- ***Flexibility*** in responding to participants' changing needs;
- ***Knowledge*** of the subject matter.

Good trainers therefore practise a number of fundamental skills if they are to enable groups to proceed, using these "mantras":

- **I listen intensely.** I am a model for listening, often paraphrasing and "mirroring" what was said.
- **I use people's first names.**
- **I am a facilitator, not a performer.** My work is being interested, not interesting.
- **I encourage everyone** to express themselves, and I accept different points of view offered. I keep track of who talks and who does not, encouraging balanced participation.

6.3.1 Giving feedback to trainees

If you do not let participants know when they are doing things well, then they will not be able to reinforce the good things they are doing. As a trainer, you will have to guide self-reflection and give feedback immediately in order to address some of the mistakes from the past. There are five simple rules for giving feedback:

- **Give feedback as soon as possible.** Do not wait until the error or success is repeated.
- **Limit comments to only two or three aspects of good or bad performance.** There is a limit to how much we can absorb at any one time.

- **Don't immediately correct mistakes yourself.** The most difficult thing for a trainer is to keep quiet and let participants learn by doing it themselves. It might take longer, but the learning impact will be greater.
- **Give praise before offering negative comments.** However poor the performance, there must be something you can praise. Build up participants' self-esteem.
- **Criticise the performance not the person.** Whenever you offer feedback, make sure it encourages the participant to act upon it.

6.4 Who should you train?

Selecting the right trainees is an important part of a successful training.

First, you need to know how the trainees will use the skills and knowledge they learn from you. Will they be applying those skills and knowledge themselves? This is known as a ***direct training*** or a ***training of end users***. Or, are they going to pass on those skills and knowledge to others by themselves giving training? If so, this is known as a ***training of trainers*** (or TOT).

You will need to decide which of the two alternatives applies to your training. Normally, it will be one or the other. In direct training, the trainees typically need more in-depth understanding of the issues than in training of trainers. This is because they are typically going to be using their skills immediately after the training in their work.

A training of trainers will give people an overview of the key issues and, if necessary, training in good training methodology. But they will normally have time after the training to prepare before providing training to others. They will be expected to use this extra time to also read materials handed out during the training and to learn the additional information they will need to run their own training workshops or courses.

6.5 How to train

6.5.1 Good planning

Good planning is essential to a successful training. First, this means ***setting clear objectives*** for the training. What do you want people to know, or be able to do, at the end of the workshop? **If your objectives are not clear, the training will not be clear!**

Second, continue by ***setting the agenda*** for the training based on your objectives. Decide how much time you will need to cover each topic, and build in time for revision. We rarely remember things first time around, no matter how good the training is.

Third, if there is enough time, ***send out a draft agenda*** to the trainees and ask them for feedback or comments. Then make any necessary changes and finalise the agenda.

6.5.2 Organising a training workshop

Organising a workshop can take up to twice as long as the training workshop itself. The following issues need to be considered:

- **Who has overall responsibility for the workshop?** Somebody should be put in charge of organising it.
- **How long should the workshop be?** It's better to have too much time and to finish early than to be rushed.
- **Where will the workshop be held?** Taking the participants away from their day-to-day place of work will provide them with the opportunity to concentrate on the task at hand.
- **Who will be invited?** Which organisations or individuals are the most important? If possible, check that suitable representatives of the invited organisations attend. Unfortunately, sometimes the chance to get out of work for a few days, or to obtain a certificate, may influence the decision over who will attend, rather than suitability. Check that women have been included as trainees.
- **Who will cover the costs of the workshop, and how much will it cost?** Will participants be expected to cover all or some of their own costs?
- **Invitations must be clear about the purpose of the workshop.** They should also include the date, times, location, purpose of workshop, a draft agenda, costs to participants, provisions made for meals and, where relevant, overnight accommodation, and who else will be attending. They should also state who is responsible for the workshop.
- **Who will facilitate the workshop?** Which languages will the workshop use? Does the facilitator speak the local language? If not, can you get simultaneous translation?

This sounds obvious, but double check that the funding is available, rooms have been booked, that invitations have been received, equipment, including flipcharts, pens and paper, is available and working, and that refreshments and meals are organised. (*Guidance on running a workshop is given in an annex to Guidebook 10: Coordination.*)

Room layout

Options for room layout vary. In part, the choices depend on the size of the room, the number of participants, and the tables and chairs available. However, the following suggestions are made:

- A U-shape layout of tables is the best arrangement. It enables participants to feel equally involved and allows the facilitator to make eye contact with each participant. This tends to be good for groups of up to 16.
- For groups of 15 to 30 try for a number of smaller tables with about half a dozen participants at each one. This is sometimes called the "ballroom layout", and is especially good if groups are to work on separate exercises or tasks.

Starting the workshop

- Introduce the person responsible for the workshop and the organiser.

- The head of the relevant organisation or organisations may make a welcome speech.
- Explain the background and purpose of the workshop.
- Give timings of the workshop. State clearly the end time.
- Do the "housekeeping" i.e. where the toilets are, where the coffee is, etc.
- Go through the topics to be covered.
- State the rules — e.g. can talk openly and disagree with each other, respect the other participants' views, no mobile phones, good timekeeping.
- Introduce the facilitators.

At the end of the workshop

- Collect feedback from the participants on what they found useful and what they did not, and how it can be improved the next time round.
- Make sure the intended outputs are produced by a set deadline: e.g. a workshop report, training materials, etc.
- Encourage networking by providing all participants with a contact list.
- Certificates of participation — decide if you will give these and who will sign them.

6.6 Training methodology

Good training is participatory. That means we encourage the trainees to express themselves and their opinions, we **don't** lecture them.

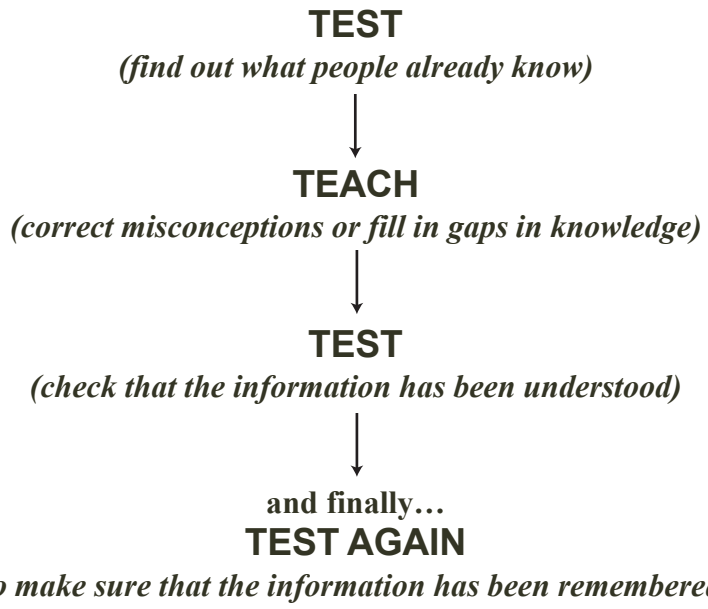
We build on what people already know by first finding out what they know. Don't assume total ignorance — it's actually very rare.

We identify gaps in knowledge or misconceptions and provide the necessary instruction to correct wrong information or to fill in the gaps.

Then we check to make sure that the new information has been accepted and understood.

Finally, we retest (maybe the next morning).

So, the basic approach then is to:



6.7 Training techniques

6.7.1 Ways of working

Groups need to build on what they already know and have their new learning reinforced. Evening and morning reviews of what has been learned will therefore aid memory retention. A simple exercise is to start the morning session with a brainstorming of what the group learned the previous day.

Various formats may be used to facilitate participation:

Brainstorming

The purpose of a brainstorming session is to discover or elicit new ideas and responses very quickly. Normally, one person will stand at the front of the room with a flipchart recording ideas or suggestions as they come. The following are the rules for a good brainstorming:

- Don't evaluate the idea; defer judgement.
- Quantity is the goal.
- The wilder, the better.
- Record each idea verbatim.
- "Tagging" on or combining ideas into one new idea is OK.

Role plays

A role play is an activity in which the behaviour of others is acted out in an imaginary situation. When done well, role plays increase the participants' self-confidence, give them the opportunity to understand or even feel empathy for other people's viewpoints or roles, and usually end with practical answers, solutions or guidelines.

Role plays are particularly useful for exploring and improving interviewing techniques and examining the complexities and potential conflicts of group meetings.

However, role plays can also be time-consuming and their success depends on the willingness of participants to take active part. Some trainees may feel a role play is too exposing, threatening or embarrassing. Some role plays can generate strong emotions among the participants. It is therefore essential that a role play is followed by a thorough debriefing.

Group work

Group work allows people more time to discuss and moves the focus away from the facilitator and on to the individual trainees. It also allows groups to tackle different issues in parallel.

A word on the use of "break-out" group rooms. As a general rule, the best advice is don't! Don't use break-out rooms when facilitating large groups unless it is absolutely necessary. Managing people as they are returning from break-out rooms is nearly always problematic. Workshop planners tend to think that using break-out rooms will help small groups concentrate and get their work done better. Perhaps this is true in some cases, but in most cases, the use of such rooms has undesirable results: small groups misinterpret or misunderstand their tasks, they

fail to integrate their ideas, and they feel isolated from the larger group rather than part of it.

Whenever possible, arrange to use a room large enough for the entire group to stay together throughout the entire session. Noise is not as big a problem as most people think. In fact, the constant "buzz" of small groups at work often creates a kind of group energy and enthusiasm that is lost when people go off to different locations.

Pair work

This provides more opportunity to talk, although fewer people to share ideas in each group.

A mix of techniques — short presentations, group discussion, working groups, pair work and role plays — is normally the best way to run a workshop.

6.8.2 Knowing the participants

It is important to bear in mind that there are many reasons why participants may not be motivated or may lose motivation, including that:

- They have been instructed to attend your workshop against their personal wishes.
- They do not know why they are attending the workshop.
- They are aware of work mounting up in their daily work, so their minds are elsewhere.
- Your teaching style is not sufficiently participatory to involve their knowledge, skills and insights.
- They have been "taught" all this before, so they feel they already know it.
- They harbour misconceptions about you and your organisation.

Of course, a trainer only has control over some of these factors. But a good trainer will do what he or she can to keep motivation high.

6.8 Getting feedback on your training

Getting regular feedback on your training is critical. Of course, it's nicer to get praise than criticism but you should normally expect — and ask for — both. For example, you can ask the trainees what they liked and what they didn't like after each day's training and call for suggestions on how to improve your training.

Get feedback both orally and in writing, if possible, but make sure that people feel able to be honest about the training. Getting criticised is rarely pleasant, but it's an essential part of improving your training, no matter how experienced you may be. And normally you'll find people are fair in their criticisms.

At the end of the workshop, you may want to distribute a workshop feedback form that calls for comments on each of the different sessions. A few suggested questions are set out below:

Was the workshop useful to your work? Yes ____ No __ Don't know ____

Was the workshop … long enough? ____ too long? ____ too short? __

Was the workshop well organised? **Yes ___** **No __** **Don't know ___**

Were the role plays useful? **Yes ___** **No __** **Don't know ___**

Were the exercises useful? **Yes ___** **No __** **Don't know ___**

What would you change?

_____

How would you change it?

_____

6.9 Following up on your training workshop

One-off training workshops are rarely sufficient enough to build lasting capacity. You will normally need to follow up with the trainees to make sure that it has been successful. Below are two ways to do that.

6.9.1 Refresher training

Refresher training reviews what has been learned some time afterwards, often in another workshop. It can also build on what has been learned and go further — calling refresher training "advanced training" motivates the trainees as they feel they are making good progress.

6.9.2 Monitoring

Where it's acceptable to do so, monitoring the future work of your trainees — or the trainings they give — is an important way of finding out how successful your training has been. It can identify problems or areas that need more work and therefore lead directly into refresher training.

Geneva International Centre for
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Centre International de
Déminage Humanitaire - Genève

IMAS Mine Risk Education
Best Practice Guidebook 6

COMMUNITY MINE ACTION LIAISON

International mine action standards

United Nations

IMAS

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COMMUNITY MINE ACTION LIAISON

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Contents

Foreword

Over the last few years the mine action community has taken major steps towards professionalising its mine risk education (MRE) projects and programmes. A central element in that process has been the development of international standards for MRE by UNICEF, within the framework of the International Mine Action Standards (IMAS), maintained by the United Nations Mine Action Service (UNMAS). In October 2003, UNICEF completed seven MRE standards, which were formally adopted as IMAS in June 2004.

The MRE component of the IMAS outlines minimum standards for the planning, implementing, monitoring and evaluation of MRE programmes and projects. The IMAS are largely prescriptive, advising operators, mine action centres, national authorities and donors on ***what*** is necessary for the development and implementation of effective MRE programmes. They do not, however, guide stakeholders on ***how*** they might adapt their programmes and projects to be more compliant with the standards.

To facilitate the implementation of the MRE standards in the field, UNICEF entered into a partnership with the Geneva International Centre for International Demining (GICHD) to develop this series of *Best Practice Guidebooks* to provide more practical advice on how to implement the MRE standards. A total of 12 Guidebooks have been developed, using expertise from a variety of different people, countries and contexts. The Guidebooks address a wide range of areas covered by the MRE IMAS, including:

- How to support the coordination of MRE and the dissemination of public information;
- How to implement risk education and training projects;
- How to undertake community mine action liaison; and
- What elements should be considered to implement effective MRE projects in emergencies.

The primary aim of these Guidebooks is to provide practical advice, tools and guidance to undertake MRE programmes that are compliant with IMAS. They are

also meant to provide a framework for a more predictable, systematic and integrated approach to risk education, and are intended for use by anyone engaged in planning, managing or evaluating mine risk education programmes and projects, such as government ministries, mine action centres, United Nations agencies and bodies, and local and international organisations. Donors may also find them useful in assessing proposals for mine risk education projects and programmes.

But while the Guidebooks seek to provide practical advice for the design, implementation, monitoring and evaluation of programmes and projects, they remain general in nature and will need to be adapted to each new situation in its specific cultural and political context. UNICEF and the GICHD hope that they will prove a useful tool in making mine risk education more effective and efficient.

In addition to being distributed in hard copy, the *Best Practice Guidebooks* can be downloaded free of charge from the Internet at *www.mineactionstandards.org* as well as the GICHD website *www.gichd.ch* and the UNICEF website *www.unicef.org*.

Introduction

Introduction to the Series

According to the IMAS, the term "mine risk education" refers to "*activities which seek to reduce the risk of injury from mines and ERW by raising awareness and promoting behavioural change, including public information dissemination, education and training, and community mine action liaison.*"[1] MRE is one of the five components of mine action. The others are: ***demining*** (i.e. mine and explosive remnants of war [ERW] survey, mapping, marking and clearance); ***victim assistance***, including rehabilitation and reintegration; ***advocacy*** against the use of anti-personnel landmines; and ***stockpile destruction***.[2]

The first two editions of the IMAS — in 1997 and 2000 — did not include MRE-specific standards and guides. In 2000, the United Nations Mine Action Service, the focal point for mine-related activities within the UN system, requested UNICEF to develop international standards for MRE. UNMAS is the office within the UN Secretariat responsible for the development and maintenance of international mine action standards. UNICEF is the primary actor within the UN in undertaking mine risk education.

In October 2003, UNICEF completed a set of seven MRE standards, which were formally adopted as IMAS in June 2004. The seven standards are as follows:

- ***IMAS 07.11: Guide for the management of mine risk education***;
- ***IMAS 07.31: Accreditation of mine risk education organisations and operations***;
- ***IMAS 07.41: Monitoring of mine risk education programmes and projects***;
- ***IMAS 08.50: Data collection and needs assessment for mine risk education***;
- ***IMAS 12.10: Planning for mine risk education programmes and projects***;
- ***IMAS 12.20: Implementation of mine risk education programmes and projects;*** and

- *IMAS 14.20: Evaluation of mine risk education programmes and projects*.

To facilitate the implementation of the MRE standards in the field, in 2004 UNICEF contracted the Geneva International Centre for International Demining to develop a series of best practice guidebooks for MRE programmes and projects.[3] The following 12 *Best Practice Guidebooks* have been developed:

- *1: An Introduction to Mine Risk Education*;
- *2: Data Collection and Needs Assessment*;
- *3: Planning*;
- *4: Public Information Dissemination*;
- *5: Education and Training*;
- *6: Community Mine Action Liaison*;
- *7: Monitoring*;
- *8: Evaluation*;
- *9: Emergency Mine Risk Education*;
- *10: Coordination;*
- *11: The Collected IMAS on Mine Risk Education*; and
- *12: Glossary of Terms and Resources*.

The *Best Practice Guidebooks* seek to address the particular needs of MRE as an integral part of mine action. Each Guidebook is intended to serve as a stand-alone document, although some include cross-references to other Guidebooks or to other sources.

Introduction to Guidebook 6

This Guidebook, number 6 of the Series, is designed to enable mine action organisations to use community liaison as part of their field operations in order to enhance their humanitarian impact. Community liaison is defined by the IMAS as "*a process designed to place the needs and priorities of mine affected communities at the centre of the planning, implementation and monitoring of mine action and other sectors*".

Many people believe that community mine action liaison should form part of every MRE programme, at least once the initial emergency situation (for example, a repatriation of refugees or return of the internally displaced who are not fully aware of the dangers they will face when they go back) has been dealt with through public information dissemination (*see Guidebook 4*).

The evolution of community liaison also recognises the limitations, over the long term, of education and training (*see Guidebook 5*) as knowledge of safe behaviour is not enough to ensure safety when the situation forces people to take risks in order to survive. Telling someone who is knowingly entering a mined area to collect water or food to avoid starvation not to go there is not only pointless, it is disrespectful. You need to help them find options.

Finding realistic alternatives or solutions (a new well in a safe area, for instance) demands not only a mine action response but also a relief or development intervention. This means organisations engaged in community liaison must work

directly with government departments, non-governmental organisations (NGOs) and United Nations agencies and bodies as well as with the communities themselves.

Community liaison has often been used to support the demining process — for example, to pass on information about location of mined areas and ERW to demining operators and the national mine action centre, to identify community priorities for demining (survey, marking, fencing and clearance), and to help ensure that the community has confidence to use demined land. Accordingly, this Guidebook describes how community liaison can be implemented before, during and after mine/ERW clearance operations, the destruction of abandoned stockpiles, and the marking and fencing of mined areas. To do this, a mine action organisation has to ***communicate*** with the community to gather the relevant information and cooperate.

The Guidebook also suggests how community liaison can be used to enhance mine action support for victim assistance projects and programmes, advocacy schemes and local ("village") demining initiatives. Community liaison teams can, for example, help amputees who need surgical care or physical rehabilitation but who don't know where or how to get assistance. Thus, community mine action liaison aims to ensure that all mine action projects truly address community needs and priorities.

The IMAS declare that community liaison is a "*strategic principle*" of mine action. But we should not underestimate the difficulties that community liaison faces. Communities as well as development bodies and organisations all have other pressing priorities to deal with. For this reason, anyone engaged in community liaison needs to understand that to be successful it requires particular dedication, skill and patience throughout an organisation, from the project or programme manager down to the field staff.

There are no hard and fast rules to implementing community liaison. There are no standard operating procedures. This openness (which may be read as "flexibility") may be threatening to organisations used to working in a more structured environment. Creating a community liaison aspect to programming may arguably have the result of slowing down operations.

Certainly, taking time to build relationships within the developmental and the local community may be time-consuming and the results may not always correlate smoothly with the stated objectives of the mine action organisation. Participatory community liaison tools can throw up unpredictable results and are also time-consuming. In addition, mine action organisations will find that communities can consist of very diverse groups with conflicting interests, or perhaps communities with little interest in communal assistance and collaboration and high degree of insularity.

However, the benefits of demonstrable and measurable humanitarian impact are a source of great pride to mine action organisations who have implemented a community liaison component as part of their programmes. Any organisation wanting to ensure that they contribute more than just cleared areas, and who wish to ensure that their demining and human resources are effectively used for humanitarian benefit, will find community mine action liaison the most straightforward, flexible and creative way to do so.

Layout of the Guidebook

There are 11 sections to the present Guidebook.

Section 1 describes what community mine action liaison aims to achieve. This is followed by guidance on who to contact in a community as part of liaison activities.

Section 2 deals with the reporting of mines and ERW and describes the different structures for local reporting of mines and ERW, and how community liaison can be used to support these structures.

Section 3 details the community liaison required before clearance takes place: the establishing of community relations; data gathering on the health and socio-economic impact; use of "dangerous area forms"; and priority setting.

Section 4 focuses on how to conduct community liaison while carrying out demining operations. These operations may be clearance of land or community resources, marking of affected areas, or stockpile clearance. The section describes what details are required for information exchange, what information is necessary should operations be suspended while still incomplete, when mine risk education may be necessary, and how to deal with further requests for clearance of land or resources that are not prioritised by the mine action organisation.

Section 5 gives details on why a handover event is necessary once a mine action organisation has cleared or marked land and resources. This section describes how to organise a public event and the procedures of a public handover of cleared/marked areas.

Section 6 describes the community liaison required after a demining operation is complete in order to assess the impact of the clearance. The section sets out procedures for conducting two phases of a post-clearance humanitarian impact assessment. The section also describes the benefits to a mine action organisation of carrying out post-clearance assessments.

Section 7 focuses on community liaison and stockpile destruction. The processes of community liaison for stockpile destruction are similar to those for conventional clearance. However, this section covers particular political and social sensitivities that can direct ly affect community liaison during stockpile destruction activities.

Section 8 details the close link between community mine action liaison and wider development programmes. The section gives three illustrations of development cooperation with, respectively, a UN agency, a government department and an NGO.

Section 9 focuses on community liaison in village demining. The section starts with a definition of "village demining" (also called "spontaneous" demining) and of a village deminer and his/her activities. The section then gives recommendations to a mine action organisation on community liaison activities that may improve communication; clearance prioritisation processes; offers of land verification services; and offers for training and equipment use by village deminers. **Support for village deminers remains highly controversial in mine action because they are usually not professionally trained or equipped and the quality of their work is considered highly suspect.**

Section 10 describes community liaison and victim assistance. It begins with a definition of victim assistance and the general areas of impact for survivors of

mines and ERW accidents. The section gives guidance for two types of mine action organisations: those with no specialist programme for survivors, and those that specialise in survivor assistance. For the latter, there are recommendations for community liaison for medical treatment, psychological rehabilitation, socio-economic reintegration, and for the psychological care for the survivor and the family.

Section 11 gives practical information on the recruitment, training and capacity-building of community liaison staff. It is intended to help an NGO to recruit the right calibre of staff with appropriate experience and aptitudes. It also gives details of relevant training issues and describes how staff capacities may be enhanced in certain directions.

Two Annexes complete the Guide. Throughout the sections there are references to community liaison tools. These are participatory tools used by community workers to gather valid data. Descriptions of each tool, with objectives, procedure and long-term benefit, are included in Annex 1. There are a total of 12 tools, which are labelled Annex 1A, 1B, 1C, and so on, through to 1L. Annex 2 lists some of the main roles for community mine action liaison personnel.

A glossary of abbreviations and acronyms, the IMAS definition of key terms, and a selected bibliography and list of resources for all the *Best Practice Guidebooks* in the Series can be found in *Best Practice Guidebook 12*.

Endnotes

[1] IMAS 04.10, Second Edition, 1 January 2003 (as amended on 1 December 2004), 3.157.
[2] *Ibid*., 3.147.
[3] For the purpose of the IMAS and these Guidebooks, a project is defined as an activity, or series of connected activities, with an agreed objective. A project will normally have a finite duration and a plan of work. An MRE programme is defined as a series of related MRE projects in a given country or area.

1. What is community mine action liaison?

1.1 The aims of liaising with a community

We have seen that the ultimate goal of community liaison is to place the needs and priorities of mine- and ERW-affected communities at the centre of the planning, implementation and monitoring of mine action and other sectors. The following are some of the key objectives of liaising with a community to address its mine or ERW impact in pursuit of that goal:

- To obtain relevant background information on the community itself (e.g. population size and movements, main livelihoods or sources of income and other socio-economic concerns);
- To obtain information about the background to the mine/ERW problem in a specific community (history of local battles/conflicts);
- To identify specific at-risk groups in the community and understand the extent and underlying reasons for ongoing risk-taking in mined or ERW-contaminated areas;
- To provide accurate information on the location or types of mines and ERW to clearance and marking teams, which is necessary to direct mine action operations effectively;
- To ensure that community representatives are consulted on and involved in prioritising mine action interventions; and
- To support community development based on community participation — known as building social capital.

Community liaison assists in mine and ERW clearance, marking and stockpile destruction by enlisting the assistance of local people. The mutual assistance and cooperation of the mine action organisation and the community should be encouraged. A community may actively participate in the mine action process through:

- Information sharing and acting as guides;
- Contribution of casual labour;

- Contribution of resources (such as secure storage space, or rest areas); and
- Cooperation with local authority requests (e.g. to respect and safeguard equipment and marking materials).

1.2 Who to contact in the community

1.2.1 Representatives of the community

Your initial points of contact in the community should be the representatives of the community at large. These include a range of local leaders:

- Health workers/managers;
- Field-based managers of national and international NGOs;
- Locally appointed leaders, e.g. chiefs, tribal leaders;
- Religious leaders of local religious institutions (consider consultation with all locally represented religions to avoid bias); and
- Local politicians or political appointees and local government ministers (consider consultation with all locally represented political parties to avoid bias).

The list may be added to depending on the organisational structures within communities and societies. From now on, these initial points of contact are described as "community representatives". Community representatives should be able to provide information on:

- Mine or other ERW incidents;
- Population size and population movements;
- History of the rural village, or urban neighbourhoods;
- Access to local communities, at-risk groups and victims;
- Access to buildings and geographical areas;
- Who can act as guides to the village/neighbourhood; and
- Other resource persons and contacts.

Community representatives can usually advise mine action personnel on appropriate or traditional gathering places to meet community members, and appropriate times to meet them.

1.2.2 Accessing ordinary members of the community

In cases of highly hierarchically-structured societies, you may need permission to talk to community representatives from central and/or provisional governmental authorities. Following contact with community representatives, you should meet with community members, in particular known risk-taking groups. These may be adolescent males, scrap metal collectors, shepherds, farmers or others.

At-risk groups are the most difficult to engage with, and the most difficult to convince of behavioural change as their dangerous habits are often the direct result of an absence of alternatives. However, their active participation in liaison activities will improve the chances of finding realistic and sustainable solutions.

Ordinary community members ought to be able to provide information on:

- Population movements;

- History of the village/neighbourhood;
- Listing of significant local resources (e.g. paths, roads, health centres, educational facilities, government offices, and religious or cultural sites);
- Information on incidents and near-incidents;
- History of local conflict;
- Information on which armies/rebel groups/resistance movements fought there (leading to information on the types of mines and other ordnance that would have commonly been used); and
- Local needs and priorities for development.

A range of participatory information gathering tools may be used to gather appropriate detail (*see Annex 1 for the range of participatory community liaison tools*).

1.2.3 Accessing minority groups

In order to get representative views from a community, community liaison personnel need to become aware of the different groups within a community that may not be automatically accessed through large community-based meetings. These may include:

- Minority ethnic/tribal groups;
- Women;
- Disabled members of the community;
- Nomadic people or people with partially nomadic lifestyles (such as shepherds); and
- People of different age groups (the elder and younger members of the community).

You can engage with excluded groups by:

- Sending specific invitation to them to be involved; or
- Addressing them through separate focus group discussions at a venue acceptable to them.

Mine action managers may also consider using community liaison personnel who have a similar background to the target minority groups.

1.2.4 Accessing women's representatives in the community

One of the most difficult things to manage during consultation with community representatives is the fact that religious and governmental institutions tend to be male-dominated, and therefore their views and priorities may be "one-sided". Gender representation is an obligation on all humanitarian organisations. This may be achieved by seeking out female representatives in:

- National and international NGOs;
- Local women's forums;
- Local women's cooperatives and business support institutions;
- Wives of religious leaders (who may hold informal office and counsel surgeries for women);
- Health institutions, including women's clinics, and feeding centres;
- Herbal healers and birth attendants; and
- Teaching or other educational institutions.

All of the above may include women who hold status in rural and urban neighbourhoods. They may be available to represent a female perspective by virtue of being consulted and confided in by local women. This may include additional information on:

- Local cases of accidents and near accidents;
- Developmental priorities, which are often centred on small-scale village-based concerns, livelihoods, access to basic resources, and their children's health and education; (this will avoid mine action organisations clearing status-based projects which have little positive humanitarian impact);
- Reflections of concerns on children's health and education, and access to relevant facilities; and
- Reflection on the daily work of women that involves access to basic resources (collection of water, gathering food, or gathering firewood, for example).

1.2.5 Community mine action focal points

A mine action organisation may wish to recruit and support a range of volunteers to act as mine action focal point on behalf of their communities. These volunteers are based in their home villages and may hold a role of responsibility for the community such as religious leader or social worker, and therefore be in a position of trust and have ease of access to community members.

Mine action focal points may be trained to carry out the following activities:

- Filling in and delivering dangerous area forms;
- Deliver MRE (perhaps supplied with educational materials);
- Assist in identifying other local community representatives (e.g. of women, minorities) to help gather pre-clearance information and participate in priority setting initiatives;
- Provide information to local survivors on available survivor assistance services;
- Help mine action community liaison personnel to organise local meetings, including for handover of cleared land;
- Participate in transect walks with mine action personnel; and
- Identify anyone in the village working as an unofficial deminer.

The aim of mine action focal points should be to act as a two-way information service, both to the community and to the mine action centre or other relevant body or organisation.

2. Reporting of mines and ERW

You should liaise closely with the chosen reporting structures for local people who wish to report the presence of mines and ERW. These structures will vary from country to country; they may be the responsibility of the national mine action authority, the emergency services, locally-based mine action organisations, civil defence, the military or government departments. The reporting structures may involve more than one organisation, and the information gathered may be haphazard or inconsistent.

The IMSMA dangerous area forms[1] may be a suitable tool for collecting information, and can be adapted, if need be.

A reporting system should only be promoted to the public if there is clearance capacity or security procedures in the country to follow up on reports, and only when the reporting structures have been established. Once the structure has been established, the mine action coordinating body may use community liaison personnel from mine action organisations to publicise the reporting structure to the community; it should articulate clearly what the expected results and impact of reporting are to be. This may be achieved through a combination of:

- A mass media campaign;
- Publicity posters near the local reporting office; and
- Mobilisation of, for example, local representatives, religious leaders and teachers to inform local people about the reporting structure.

Often the most powerful publicity for a reporting structure is when clearance/marking or MRE has begun in a community. The practical implementation of mine action often sparks people to report other dangerous areas and to spontaneously spread positive information about mine action activities within and outside of their community.

2.1 Structures for reporting dangerous areas

Reporting of dangerous areas may fall within one or more of the following structures:

- A national or regional survey to calculate the sites of all dangerous areas. This information should be available on a national database, through which a national coordinating body allocates clearance, marking, stockpile destruction and MRE tasks to mine action organisations.
- A system of locally based offices (e.g. police, local administration, emergency services), which are trained to collect local reports and to complete dangerous area report forms. These forms are then handed by a responsible local figure directly to a mine action organisation or mine action coordinating body. These local systems use publicity to encourage local people to report dangerous areas in their neighbourhood or village.
- In the absence of a formal reporting system, local people spontaneously approach community representatives or mine action organisations to report dangerous areas.

You may be given the task of collecting this information and acting on it if there is no formal structure for allocating clearance or marking tasks. In an organisation that fosters integrated mine action, demining teams and MRE teams will also encounter new and unreported dangerous areas. These should be systematically reported, logged, prioritised and tasked. Therefore, all field-based personnel in a mine action organisation should be briefed on how to fill out the dangerous area forms and should have them readily accessible.

Where mine action is new to a country, undergoing expansion or being restructured, you can play a role in identifying the local services and resources that would be most appropriate and accessible for communities to report to. The right approach to this is likely to vary from country to country.

Box 1. Two examples of potentially inappropriate reporting structures

Example 1.
In country Y, the police force had a consistent presence in every region and town and was considered an appropriate and organised institution to gather reports on mines/ERW presence. However, their history of corruption and political bipartisanship meant that local people considered them unapproachable for local reporting purposes.

Example 2.
In country Z, the local government offices were considered as the natural and ideal institution for establishing a reporting structure. In practice, however, the local government structures had suffered from long neglect and poor coordination and leadership. These realities meant that, although they were willing to engage in the mine action process, they were incapable of delivering an effective reporting system.

Community liaison personnel, because of their role and skills, should be consulted for recommendations of an appropriate local reporting structure.

In identifying such a structure for reporting dangerous areas, the community liaison teams will need to consider the following factors.

- The levels of trust the relevant institution holds among the general public, particularly political trust.

- To whom people would naturally report any danger or serious issue, irrespective of the institution's relevance to mine action. Using existing and established structures that work for people is preferable to setting up new institutions.
- The chosen institution will need to be assessed for human resource capacity, geographical presence, and communication skills and financial capacity. Most local institutions in conflict-affected countries are unlikely to be fully self-reliant and may need support. The assessment should recommend who will provide the support required.
- You will need to judge whether the institution has already established good relations with the mine action coordinating body and or/mine action organisation. If not, you can play a role in facilitating this.

2.2 Community liaison support for reporting dangerous areas

You can assist in reporting dangerous areas in the following ways:

- Conduct training of local officials or community representatives to complete dangerous area forms effectively and brief them on the process of prioritisation in the mine action organisation.
- Serve as a link between the community and the mine action coordinating body or mine action organisation, assisting in the completion and/or collection of dangerous area forms.
- Pass on to mine action organisations or the coordinating body any problems local community members have in using the forms (e.g. dual use of village names, or problematic categories). One issue may be the length of time it takes for a report to reach a coordinating body to be processed so it, in turn, can allocate tasks in response. This may be due to weak coordination, excessive bureaucracy, poor terrain or lack of transport. You should identify problems with poor response times and make recommendations to improve the situation.
- You can supply local offices with resources, such as posters or photo albums of common mines and ERW, so that community members are able to identify items they have seen. Such resources may be displayed in a public area of the office.

2.3 Cultural adaptation of dangerous area forms

If the IMSMA dangerous area form is to be used, you should critique the form for cultural and geographical relevance and make recommendations for adaptation. Recommendations should be presented to the mine action coordination body or mine action managers for approval and implementation.

The layout and structure and language of the form need to take account of the fact that it will be used by non-technical people. Necessary adaptations may include the structure of giving the address or locations and contact details.

2.4 Training in use of dangerous area forms

The chosen local institution's staff will need training on how to fill in the form accurately, including guidance on how to determine which information is essential and which is non-essential. This training should cover a number of different areas:

- **How to read maps and use a GPS receiver or compass to map plot coordinates.** Map-reading skills are often strongly culturally based, and may not be recognised as accurate by Western expatriates. You may want to learn how local people give locations and incorporate these cultural methods into the dangerous area form. Map-reading skills may be weak in some cultures or regions.
- **How to draw sketch maps.** These may be new or unfamiliar to certain cultures, possibly due to the materials used, perspective, or comprehension of distance;
- **How to complete the dangerous area form from a safe location.** This includes learning how to recognise a dangerous area and not to enter it.
- **How to recognise mines and ERW.**

Training should also be provided in basic MRE and community liaison skills: how to foster stronger relations with the community on the reporting of ERW, and how to offer the community useful information.

Endnote

[1] For further information on IMSMA please see the GICHD website at *www.gichd.ch.*

3. Community liaison before demining operations

3.1 Organising pre-clearance data collection

A mine action organisation needs to collect basic data on mine action and the wider developmental needs of a community to allow it to prioritise tasks and decide on the humanitarian objective for demining operations. Community liaison or data collection teams may be organised to collect such information.

Before you begin to collect primary data you should gather all available secondary data, in order to avoid repetition and excessive survey. Such data may be obtained from other mine action organisations, preliminary studies from other NGOs, government departments, mine action coordination bodies, and UN bodies.

Below is a description of how to collect data using a participatory community liaison approach. This approach will provide sufficient information with which to prioritise tasks, build local contacts, and enable a community to engage in sustainable development of their land and resources.

You should collect information from communities using survey procedures, such as the IMSMA dangerous area forms (*see Section 3.3 below*) and the impact survey form.

You should create a "village profile" to which information is added by the community liaison and demining personnel as mine action progresses. The village profile may include the following:

- Copies of community liaison participatory tools, diagrams and maps (*see Annex 1*);
- The action plan for development of cleared land;
- Key decisions that result from the survey;
- Details of follow-up mine action activities that are implemented;
- Progress reports of demining operations.
- Contact details of local community representatives and key figures;
- Map of mined/cleared areas/marked areas;
- Contact details and decisions from NGOs collaborating in the development effort;

- Technical survey; and
- Post-clearance developmental progress.

The village profile provides a mechanism for monitoring and charting progress of mine action activities.

3.2 Consultation prior to data collection

You should gain consent from local community representatives to speak to groups and individuals in the community with information on local contamination.

Local community representatives may be approached using the tool ***Introduction to the community*** (*see Annex 1A*).

You must brief local community representatives on what the data collection process will involve and why it is necessary. Local community leaders must be kept informed on the process of the work (e.g. data gathering, prioritisation, technical survey, clearance, demolition, handover and post-clearance assessment).

3.3 Data collection for dangerous area forms

A dangerous area report is a record from community members and their representatives of dangerous areas in their geographical area. The report normally gives the location, contact name and address, and, where possible, a description of the dangerous item(s).

You have a role to play in the collection of information on dangerous areas in a community. The IMSMA dangerous area form is useful for this task, and may be adapted to specific cultural or conflict-related issues.

You can follow up the dangerous area form with the person reporting the danger, and (if different) a local community leader. There should be a minimum of two local sources to verify information.

You should ensure the form gives contact details; location references (including GPS — Global Positioning System — or compass readings); type of dangerous area, the type and size of area; and a sketch map with an approximate scale. The mine action organisation may also employ a photographic or sketch handbook to consult with the informer to identify the types of dangerous objects.

You can use the following community liaison tools to achieve these tasks:

- ***Introduction to the community*** (*Annex 1A*);
- ***Individual and key informant interviews*** (*Annex 1C*);
- ***Observation*** (*Annex 1E*); and
- ***Transect walks*** (*Annex 1H*).

3.4 Data collection for priority setting

You must try to obtain information from both male and female community members. Community members of different gender can usefully be addressed and consulted in separate and appropriate places. (For women, this may preferably take place in their own home or similar safe environment.) Those identified as high risk-takers should be involved at all stages of the consultation process.

You can use a range of participatory tools to collect information from identified sources. These tools should start with:

- ***Introduction to the community*** (*Annex 1A*);
- ***Interviews of individuals and communities*** (*Annex 1C*);
- ***Community mapping*** (*Annex 1J*); and
- ***History timelines*** (*Annex 1B*).

In addition, the participatory tool ***ranking of problems/solutions*** (*Annex 1D*) can be used at your discretion.

The community liaison team may also use other participatory tools to collect data from community members:

- ***Transect walks*** (*Annex 1H*);
- ***Venn diagram*** (*Annex 1I*);
- ***Observation*** (*Annex 1E*);
- ***Resource cards*** (*Annex 1K*); and, for target groups,
- The ***daily routine diagram*** (*Annex 1F*).

Information from the tools may be used to comply with IMAS Risk Assessment and Survey standards, as set out in IMAS 08.10. Any information gaps may be filled by further interviews with community representatives.

3.4.1 Consolidation and verification of data

Time should be allocated to consolidate information and verification of data. Further trips to the field may be required to complete missing information from key informants, refine the "community map" into a professional, scaled map and to conduct the participatory tool ***land use plan*** (*Annex 1L*).

All documents and data gathered must be copied to the mine action organisation managers for analysis and to feed into the prioritisation process. They may be combined with technical survey data. All the information may be kept in the village profile,[1] together with the technical survey and progress clearance reports, so that a comprehensive dossier is built up of each village where clearance has taken place.

3.4.2 Data storage

The data collected may be stored in one or more of the following places:

- Hard copy in the village profile on site;
- Hard copy at the offices of the mine action organisation;
- Digital format at the offices of the mine action organisation;
- Hard copy at the mine action coordinating body (government or UN); and
- Digital format at the mine action coordinating body (government or UN).

Endnote

[1] As noted above in Section 2.1, this is a specific file on each village or urban neighbourhood cleared.

4. Community liaison during clearance

Community liaison is required during clearance and marking to help ensure that mine action activities are efficient and productive. This keeps lines of communication open so that communities are fully informed of what is happening, where, and that any problems are swiftly addressed.

As demining teams inevitably remain in a community longer than community liaison personnel, they are likely to develop relationships and be put in a position of trust by the community members. Demining team members are likely to pick up knowledge and concerns of a community over a length of time; demining managers or supervisors, for example, may be engaged in direct liaison with community representatives. Therefore, where demining and community liaison teams are operating separately, care needs to be taken to ensure integration of information and mutual sharing of knowledge.

4.1 Community liaison in preparation for demining operations

Before beginning demining activities, you must accompany the demining team leader together with a local key informant to identify and agree on the location for clearance/marking activity. You must inform the local community representatives and ask them to inform the local community members in advance of a technical survey. They may also accompany the technical survey team to ensure cooperation with the local key personnel.

When demining managers have decided the start and end dates for clearance of a mined area, you must visit community representatives and members living around the dangerous area to notify them of the dates for clearance/marking.

4.2 Information-sharing during demining operations

You must inform the community representatives and community members of the activities to be carried out and the general types of equipment to be used (e.g. mechanical equipment or mine detection dog teams), and when it will happen.

You must also request local community representatives to help ensure that communities cooperate with necessary requests (e.g. using different routes or avoiding an affected building) for the time required.

Throughout clearance, maintain contact with both the demining teams and the community to ensure that cooperation and communication are clear. They should take the initiative to deal with any issues that arise (e.g. local interference with markings or equipment, liaison with local leaders, disruption of local activity, such as the use of routes) to allow for smooth mine action operations.

The community living and working around the dangerous area undergoing clearance or marking operations must be briefed on the methods of marking, signs, pickets and barriers to be used so they recognise and understand signs that may be new to their area.

You must also carry out basic safety briefings for local residents living and working around the site of operation. The safety briefing should focus on advising people to keep away from the area of operation and not interfering with marking signs and demining equipment, or with the demining teams at work. These briefings must be carried out for children and for adults in separate groups. As with any MRE or community liaison activities, men and women may need to be addressed in separately.

You can request assistance from the local community, where appropriate (e.g. for labour, parking spaces or storage areas). This helps to build a collaborative relationship and ensure shared ownership of the humanitarian effort. The long-term goal of this collaboration is to encourage local responsibility for the maintenance and use of cleared/marked land or resources. Each community and the socio-economic circumstances are likely to vary in capacity and willingness, but most local communities will wish to contribute in some way, so try to identify an appropriate channel.

You should maintain regular dialogue with local community leaders and community members directly affected by clearance/marking operations to address any concerns or questions they may have.

4.3 Community liaison in event of suspension of demining operations

Where a suspension of demining operations is deemed necessary, the community must be informed of the decision and the reasons behind it. This helps to ensure that people continue to live and work safely around the area.

Thus, in the event of a demining team deciding to suspend or extend clearance activity, arrange a meeting with local community representatives together with the demining team leader to explain:

- The reasons for the suspension/extension of activity; and

- Any protection to be established during period of suspension (e.g. warning markings, further targeted MRE).

If education and training activities are carried out in the village/neighbourhood, it should contain a briefing that specifically covers the areas cleared and the areas uncleared, areas marked and the areas surveyed. Community representatives may benefit from a technical map.

Community representatives should be informed if and when the clearance activity will be resumed and completed, with a specific or an approximate start date, as appropriate. They should also be informed if the clearance activity will be handed over to another mine action organisation or agency, and be given a contact name within that organisation, where possible, for further enquiries to be re-directed.

4.4 Community requests for clearance of non-prioritised resources

You may come across cases where communities request clearance of resources and/or land that is not considered a priority by the mine action organisation. This issue may arise during the initial data collection stage. You can interview community members (*see Annex 1C*), community representatives and high-risk groups with the aim of negotiating how uncleared land will be handled safely.

The community — with your help — may consider several options, including;

- Contacting another mine action organisation to clear the land;
- Contacting a development NGO which may be able to provide an alternative resource or solution to reduce risk;
- Asking the collaborating mine action organisation to mark the land;
- By (controversially) suggesting the use of local village deminers to clear the land (*see Section 9 on Village demining*);
- Using local people to improvise on marking and/or put up warning signs (also controversial); or
- Working together with local administration to identify other routes, land or resources that may be accessed as alternatives and which may be publicised to all in the community to reduce risk.

You can also assist communities by:

- Providing contact information on appropriate NGOs, mine action organisations and governmental bodies;
- Providing a forum for debate on development issues;
- Using their knowledge of community liaison and mine action to offer suggestions;
- Contacting relevant organisations to advocate on their behalf; and/or
- Supporting local clearance/marking initiatives (*see Section 9 on Village demining*).

5. Task handover

Once demining teams have completed clearance or marking, the land or resource that has been addressed needs to be returned back to the local community and its representatives for use. One way of achieving this is through a public handover event. Such an event serves three purposes:

- To engender a sense of ownership and responsibility for the land/routes; this encourages sustainable maintenance of cleared land and resources;
- To clarify in public, to users of the land and those responsible for maintaining the land, specifically what areas have been cleared or marked, and what have not; this ensures public safety through knowledge; and
- In areas where land rights and lack of access to land are a socio-economic problem, the public will benefit greatly from accurate information on ownership rights and maintenance responsibilities; this also serves to protect the mine action organisation from accusations of political partisanship.

5.1 Liaison prior to handover of land and resources

Community liaison personnel should arrange a meeting with community representatives to organise a public event where local people are invited for a signing-over ceremony of the cleared area. The meeting should agree on who should be invited (e.g. if a school area has been cleared it may include the head of the school or the school governors).

Community liaison personnel should also facilitate a short but constructive handover of cleared area to the public who will be using it and key figures who have authority over its use. The event should invite relevant people residing and working around the cleared site. "Relevant people" may include pupils and parents of a cleared school area, health workers and residents around a cleared health centre area, or all residents of cleared residential area.

The community liaison team should agree with demining personnel and key authority figures for an appropriate venue for the handover.

5.2 Public event for handover of cleared/marked area

The community liaison team should begin the event with introductions of all key personnel, from local authority figures to representatives from the mine action organisation. Key figures should be allowed time to make short speeches.

A public handover of cleared land must include a debriefing from the demining team leader. This debriefing should cover the following subjects: size and area of land cleared, description with map of defined area, and description of unverified areas. A document detailing the handover of cleared land must be read out publicly to ensure that the entire village is aware of how the land is to be used, and who it belongs to.

Community liaison personnel must then pass around two copies of the "handover of cleared land" document for appropriate signatures, and ensure that the audience have all understood the intention for the use of the land — as had been agreed during the pre-clearance survey period. The document must be written in the local language. The signatures may include that of the demining team leader, a key local authority official and relevant community representative (e.g. head teacher, health centre manager, residents' committee official, depending on the type of area cleared).

The local community representatives should receive one original copy of the document together with a map of the cleared area. The community representative should preferably have an office where it can be displayed publicly. The second original copy should remain with the mine action organisation, together with a translation, to be kept in the village profile for its own records.

The community representatives and public should also be notified, where relevant, that the mine action organisation will conduct a post-clearance survey and be given the date of the first visit.

6. Community liaison after demining operations

6.1 Assessing the impact of clearance

Assessment of cleared land is required to ensure that the humanitarian objective given for the clearance procedure is reached and sustained. The assessment allows a mine action organisation to measure its humanitarian impact and effectiveness. It is recommended that the impact assessment take place in two stages, as set out below.

The first or "initial" assessment allows you to judge whether the humanitarian objective has been reached, and if it has not, to assist to make it a reality. The initial assessment is made soon after the handover date. The aim of this assessment is to make an early judgement on the success of the operation. It also allows the liaison personnel from the mine action organisation to observe any hindrances and to initiate contact with government departments, NGO officials or UN agencies for extra assistance to the community. Visits as part of the initial assessment can usefully be made together with relevant personnel from a development NGO which may have collaborated on the humanitarian impact assessment and enabled resources to be further developed.

The second or "final assessment" ensures that the humanitarian objective has not only been reached but is also being sustained over the long term. The final assessment may evaluate local people's perception of success and access as well as the observed reality. The final impact assessment takes place after the community has had sufficient time to develop and use the resource or land. This assessment gives an accurate reflection of humanitarian success for the mine action project during a period of stability.

6.2 Procedures for "initial post-clearance assessment"

The land or route cleared will already have identified a humanitarian purpose for its use at the pre-demining activity stage; accordingly, refer to the relevant

"land use plan" (*see Annex 1L*). You should follow up clearance activity with a post-clearance visit to evaluate success of the humanitarian impact. The first visit should take place roughly six to eight weeks after the handover date. Community liaison teams should send a message to key figures in the community notifying them of the time and place of the initial post-clearance visit, as well as its purpose.

An Initial Post-Clearance Assessment Form including details from the initial survey of which facility or facilities were blocked, and what numbers of people were prevented from carrying out activities as a result, should be used to guide your work. The assessment should supply details of any increase in activity and the number of primary and secondary beneficiaries from the clearance. You should meet with key local figures to discuss progress of the development intended and any complications or hindrances.

To complete the assessment form, the team can use the following participatory tools:

- ***Introduction to the community*** (*Annex 1A*);
- ***Observation*** (*Annex 1E*);
- ***Transect walks*** (*Annex 1H*); and
- ***Individual interviews, key informant interviews*** and ***community interviews*** (*Annex 1C*).

The community liaison team should refer to the data analysis of all participatory tools used in the pre-demining activity survey stage.

Local community representatives should be notified of the next stage: that the mine action organisation may conduct a final post-clearance visit and be given an approximate date for it (approximately six months after the end of clearance). The purpose of the final visit should be explained (i.e. to evaluate long-term success).

6.3 Procedures for "final post-clearance assessment"

You should carry out a final assessment visit to the cleared area. The purpose of this assessment is to ensure that the original development goals identified in the initial survey have succeeded and been sustained in the longer term. As mentioned above, the final assessment visit may take place six months after the handover date.

The process of conducting the final post-clearance assessment should follow a similar format to the initial post-clearance assessment for meaningful data comparison. The final assessment should follow the progress of the facility or facilities that have been freed and the resulting primary and secondary beneficiaries who have access to them.

For the final assessment you can use the following participatory tools:

- ***Introduction to the community***(*Annex 1A*);
- ***Observation*** (*Annex 1E*);
- ***Transect walks*** (*Annex 1H*); and
- ***Individual interviews***, ***key informant interviews*** and ***community interviews*** (*Annex 1C*).

Key local community representatives should be notified that the mine action organisation's involvement regarding the dangerous area cleared and the assessments as complete.

6.4 Analysis of post-clearance data

The minimum details to be included in data analysis are:

- Who the beneficiaries are (preferably a specific target group);
- How many beneficiaries there are;
- Why the community needed mine action assistance;
- The history or context of the mine/ERW problem in the area;
- The developmental issue (the land or resource that was blocked);
- The humanitarian issue (number of casualties);
- The geographical location of the affected community; and
- The dates of when the mine action activity took place.

Data should be shared with all the key stakeholders in the mine action process. This may include the mine action organisation's donors, the UN, the government and/or its mine action coordinating body, relevant government departments (e.g. the educationdepartment) and UN bodies (e.g. UNICEF), collaborating NGOs and community-based organisations, and other mine action agencies.

6.5 Benefits of post-clearance assessment to a mine action organisation

The mine action organisation should use the data analysed from the initial and final post-clearance assessment to:

- Understand the community and governmental priorities for land/ resources clearance;
- Understand and respond to continuing concerns;
- Understand difference of priorities among the community;
- Identify and respond to ongoing risk-taking behaviour; and
- Assess the contribution of the freed resources to the local and national economy.

This information may be used to direct future mine action endeavours and to report to donors and governments on the successful humanitarian impact. Post-clearance assessment helps a mine action organisation to prove the humanitarian benefits of its work to all the programme stakeholders.

7. Community liaison and stockpile destruction

7.1 Background to stockpile destruction

Article 4 of the Anti-Personnel Mine Ban Convention requires that States undertake to destroy or ensure the destruction of all stockpiled anti-personnel landmines it owns or possesses, or that are under its jurisdiction or control, within four years of becoming a party to the Convention.

Community liaison to enable stockpile destruction follows a similar aim and methodology to that of community liaison for clearance and marking. There are, however, particular considerations and local sensitivities around stockpile destruction that you may encounter. For instance, a local stockpile in a community or neighbourhood may be regarded as a threat to the community's security and safety, or it may be regarded as a source of national pride and strength. The general perception of the role and existence of stockpiles must be acknowledged and addressed by you during your community liaison activities.

7.2 Local key sources of information

During the survey process, when stockpiles or cache sites are identified within a community, appropriate liaison should be engaged prior to destruction. The following resources may be used as liaison personnel or guides:

- Locally-based government officials;
- Locally-based military personnel;
- Former rebel leaders; and
- Community representatives and authority figures.

You can employ the following tools to gain the relevant information from the government/military personnel and community groups:

- ***Introduction to the community*** (*Annex 1A*);
- ***Observation*** (*Annex 1E*);
- ***Transect walks*** (*Annex 1H*); and

- ***Individual interviews***, ***key informant interviews*** and ***community interviews*** (*Annex 1C*).

7.3 Liaison with community members

A focus group of local residents may also be interviewed to provide the mine action organisation information on impact (e.g. dangerous behaviour by residents, exposure of dangerous objects to the elements, children using the site as a playground).

Communities may be unwilling to talk about stores or caches in their area. Government and/or military authorities may also be unwilling to allow a mine action organisation to interview local residents about stocks or a cache. In these circumstances, interviews with the community for impact information should be abandoned in the interests of clearing the site, and you can use the following participatory tools to gain the necessary information:

- ***Transect walks*** (*Annex 1H*); and
- ***Key informant interviews*** with relevant officials (*Annex 1C*).

The mine action organisation must encourage the government/military officials to liaise with local residents and share information on stockpile destruction activities in the interests of public safety.

8. Community liaison and development

The direct relationship between community mine action liaison and development has been addressed throughout this Guidebook, as it runs through all community liaison activities. Community liaison does not take place solely within the organisation nor only within "communities". Community liaison is also used to involve feedback, information sharing and guidance from UN bodies, NGOs from all sectors in the development field, other mine action organisations, government bodies, and military liaison officers, among others.

The potential for mine action organisations to liaise with all these sectors needs to be explored much further than currently is the case. By linking into national and international development sectors, we can ensure that land or resources that are cleared or marked can play a significant part in the lives of beneficiaries, and thereby that the mine action organisation is responding to clearly identified and urgent needs.

This level of liaison may identify that much of the reconnaissance or pre-clearance survey has already been carried out with the beneficiaries and impact-identified, saving the mine action organisation much time and resources. A mine action organisation may achieve this by building a close relationship with an international NGO or governmental department, which then shares activities or the results of survey and assessment with the mine action organisation to identify needs, share resources to meet the needs, and collaborate in activities. The text boxes below describe how this may be achieved in practice.

Box 2. Linking mine action with development — Scenario 1

A mine action organisation collaborated with an NGO that provided funding to protect natural springs and wells. The NGO called upon the mine action organisation where they had identified springs/wells for development but which were affected by mines/ERW, either around the water source or on a route to the source.

The NGO identified the number of beneficiaries and local contacts when carrying out their feasibility survey — allowing the mine action organisation to conduct a technical survey and carry out demining activities without a pre-clearance survey. The follow-up assessment was carried out by the NGO and the impact analysis shared with the mine action organisation.

Box 3. Linking mine action with development — Scenario 2

A UN body in Angola decided to assist refugees being repatriated from a neighbouring country. The identified routes and checkpoint areas required clearance or verification for safety, and specific areas for resettlement required clearance.

The UN body carried out the necessary survey, identified the land and numbers of beneficiaries, conducted liaison with government bodies of the national government and the neighbouring government, and liaised with NGOs assisting in resettlement.

The mine action organisation carried out a technical survey of the identified routes and land, and carried out the verification, clearance and marking.

Assessment of impact for beneficiaries was carried out by the involved NGOs and the UN body, the results of which were shared with the mine action organisation

Box 4. Linking mine action with development — Scenario 3

While liaising with Iraqi government departments, a mine action organisation discovered that the government was to focus significant funding on the rehabilitation of educational facilities, in order to restart the formal school programme after the end of the war. The mine action organisation therefore made a strategic decision to support the government in their efforts by prioritising educational facilities (and routes to these facilities) for clearance.

The organisation developed its demining teams into small, flexible roving teams to achieve a quick response to ERW and mine local reports. The mine action organisation advertised over the radio and in national newspapers and distributed posters via other NGOs to promote local reporting and their clearance activities. The mine action organisation carried out simple beneficiary assessment prior to clearance/marking and impact assessment after clearance/marking.

The three scenarios are examples of how a mine action organisation can feed directly into larger scale relief or development plans of a government or UN agency or an NGO. Through this collaboration, a mine action organisation may be able to cut out certain aspects of community liaison (such as pre-clearance survey or post-clearance assessment), as the burden of data collection and liaison is shared with other organisations. This frees up the mine action organisation's time to focus on demining tasks and still achieve significant humanitarian impact.

9. "Village" or "spontaneous" demining

Village demining is the initiative of local people spontaneously taking on the responsibility for clearing an area in their village or neighbourhood to access land or resources. Clearance may also be undertaken for income generation in some communities. The urgent need for land often outweighs the fears that village deminers have for their own safety but they generally take rational safety precautions.

The IMAS defines village demining as "*self-supporting mine and/or UXO clearance and hazardous area marking, normally undertaken by local inhabitants, on their own behalf or the behalf of their immediate community. Often described as a self-help initiative or spontaneous demining, village demining usually sits outside or in parallel with formal mine action structures, such as demining undertaken by militaries or humanitarian demining such as is supported by the UN, international and national non-governmental organisations, private enterprise and governments, among others*".[1]

Demining may be carried out using ordinary farm implements, either by disarming and/or destroying, often through burning. Some village deminers may keep the ordnance or mines for mine action organisations to remove and destroy. Village deminers are rarely supported, formally or informally, by the professional mine action community; indeed, the concept of village demining is extremely controversial.

9.1 What is a village deminer?

According to one definition, by Ruth Bottomley: "*Village deminers are defined as (those) who clear mines in a reasonably technical and comprehensive way, often drawing in existing military knowledge… This differs from villagers who simply move mines out of their way when they see them… They may have settled in areas where they were soldiers and have local knowledge of mine deployment.*"[2]

Village deminers often clear dangerous objects when their own priorities and expectations are not met by the professional mine action authorities, for example,

where the mine action organisation has geographical or target constraints. In these circumstances where a mine action organisation can not directly assist in the conventional manner, they may still facilitate mutual support in a number of ways as set out in Section 9.2 below. Before engaging with village deminers, a humanitarian mine action organisation should check on the legal status of village demining or any legal conditions that restrain village demining activities.

9.2 Recommendations on village demining

9.2.1 Recommendations for communication strategies

You should contact village deminers to try to obtain the vital local knowledge they hold. This may include knowledge of suspect areas, location of military bases, types of ordnance, dangerous patterns of behaviour among local people, and known patterns of deployment. Personnel contacting village deminers need to consider that demining activities may be seasonal or sporadic, so village deminers may be hard to identify at first.

Mine action organisations should take care that MRE messages do not portray village deminers as ill-informed to avoid alienating them. MRE messages should instead address the prevailing knowledge and the reality of livelihood predicaments.

You must clarify very early on in the process of liaison what your organisation is and is not prepared to clear and the reasons why. This is to avoid creating false expectations. Making these clarifications (often more than once) will help reduce unnecessary village clearance.

If the villagers perceive the priorities of the mine action organisation as limited and inadequate in meeting their immediate needs, these may be addressed during the liaison to find solutions or compromises. Thus, for example, if the mine action organisation deems clearing of agricultural land to be a low priority, this needs to be explained and other solutions examined with the community.

Some village deminers are under the impression that they will be paid by mine action organisations for the mines or other ordnance that they hand over to them. MRE personnel in general and community liaison personnel in particular must contradict false information, and state that mine action organisations prefer to clear the land themselves, as village demining by "amateurs" is dangerous and unhelpful. Accurate information may be portrayed though MRE posters.

You could investigate whether alternative occupations to agriculture are viable and sustainable in the community. Where this is the case, they should collaborate with other development NGOs for alternative income-generating projects. This would, in the words of Ruth Bottomley, "*relieve the livelihood pressures that are the main motivations behind high risk activities*".

9.2.2 Recommendations on priority setting

By developing a stronger understanding of the priorities of local communities for clearance of land, you may be able to prevent village demining by recommending professional clearance operations in a timely fashion. As Ruth Bottomley points

out, "*Village deminers frequently claimed they had to clear mines because they could not wait for the mine clearance organisations to clear the land for them*", especially "*where there is a lack of alternative livelihood options*" or due to fear of accidents among family members.

Village deminers will clear mines when their reports to official organisations go unheeded. MRE programmes should avoid misleading local people into believing that reporting to mine action organisations will lead to swift clearance of mines or other ordnance when this is in fact unlikely, due to geographical, coordination or budgetary constraints on the organisation. MRE and community liaison groups and organisations need to check in advance that the clearance contacts they give are realistically prepared to act on information reported. (*See Section 2, above, on reporting of mines and other ERW.*)

Where reporting structures are weak and ineffective or involve long delays, there is an increased chance of village demining. Mine action organisations would do well to assist in the strengthening and support of local reporting structures. This may be achieved through the training of community representatives to fill reporting forms, and training of mine action support staff to respond quickly to reports. Messages to villagers "*should be consistent and realistic*", and backed up by "*clear procedures that are easy for villagers to follow and understand*".

Mine action organisations could consider forming "*quick response*" or "*roving*" teams of demining staff who can clear small but vital areas rapidly and at short notice, "*doing limited clearance of small tasks in high risk areas*".

9.2.3 Recommendations for land verification

Village deminers are unlikely to mark an area they have cleared or mark a suspect area. This has implications for mine action organisations that may come at a later date to officially clear land. Detailed survey and community liaison will be required to verify these areas.

Local residents and village deminers do not usually believe that the land cleared by village deminers is 100 per cent safe, or that the procedures are as effective as professional clearance using detectors. Therefore clearance or verification by the mine action organisation may still be required. Mine action organisations may support village deminers by providing a quality assurance service for land cleared by village deminers, to build the confidence of local people who have to use it.

9.2.4 Recommendations on training and equipment use

Where a mine action organisation decides to train village deminers, that training may cover issues such as safe practice, safe drills to extract themselves and others from a mined area, first aid, and safer practices during clearance.

Mine action organisations may develop appropriate MRE programmes to promote safer practice among village deminers. This may involve training in basic detection techniques for small local cooperatives of village deminers.

A mine action organisation may train village deminers to work at the same time as a mine action organisation in the same village, but on non-prioritised land, which would allow for some level of quality surveillance.

A mine action organisation may support village deminers through the provision and/or loan of safety equipment, safety clothing and clearance equipment. The mine action organisation may choose to supply outdated (though safe), unused or replaced equipment. The mine action organisation may organise a contract loan scheme (in lieu of deposit) for equipment. All equipment loan schemes must be combined with training in equipment use and basic safety measures.

Endnotes

[1] IMAS 04.10: Glossary of mine action terms, definitions and abbreviations, Second Edition, 1 January 2003 (as amended on 1 December 2004), Definition 3.271.

[2] R. Bottomley (2001), *Spontaneous Demining Initiatives – Final Study Report, Mine Clearance by Villagers in Rural Cambodia*, Handicap International Belgium, Phnom Penh, Cambodia.

10. Community liaison and survivor assistance

The Anti-Personnel Mine Ban Convention requires, in its Article 6, paragraph 3, that: "*Each State Party in a position to do so must provide assistance for the care and rehabilitation, and social and economic reintegration, of mine victims*". However, the ability of many mine-affected countries to address the needs of survivors is inadequate. The assistance of NGOs, including mine action organisations, is usually necessary to provide for the care and rehabilitation of mine and ERW survivors.

Community liaison personnel can do a lot to facilitate the provision of assistance to these survivors, by identifying those in need of medical treatment, physical or psychological rehabilitation, and assistance to ensure their effective reintegration into society.

10.1 Definitions of survivor assistance

The Convention's Standing Committee on Victim Assistance and Socio-Economic Reintegration defines a "mine victim" as including:

- Directly affected individuals;
- The families of directly affected individuals; and
- Mine-affected communities.

Consequently, victim assistance is viewed as a wide range of activities that benefit individuals, families and communities. However, the term *survivor assistance* is sometimes used to describe activities aimed only at the individuals directly affected by a landmine incident.

10.2 Areas of impact for survivors

In areas where employment opportunities are minimal, where people with disabilities are stigmatised or where there is a shortage of training and rehabilitation facilities, mine survivors face enormous challenges.

10.2.1 Health

The health needs of landmine survivors are typically long-term, in many instances lasting a lifetime. Medical problems can resurface years after the original incident. To ensure sustainability, assistance to landmine survivors should be viewed as a part of a country's overall public health and social services system.

10.2.2 Economic

Socio-economic reintegration is not always easily achievable or sustainable. Vocational training programmes and other methods to facilitate economic reintegration struggle to succeed in economies with high levels of unemployment in the general population.

10.2.3 Social

In most agrarian societies, the loss of a limb makes it almost impossible for a person to find work and survivors may be ostracised. People who have been injured by mines may not only be considered a burden on their families and communities, but are often no longer perceived as being productive members of society.

10.3 Community liaison for organisations offering non-specialist support to survivors

Community liaison personnel from a mine action organisation may assist mine survivors in the following ways.

The mine action organisation should maintain dialogue and contact details of organisations (whether governmental health services or national and international NGOs) who provide:

- Medical care for survivors of landmine and ERW accidents;
- Rehabilitation and prosthetics for survivors;
- Support for social and economic integration of disabled people; and
- Psychological care for trauma victims.

To be effective and avoid duplication, a mine action organisation that does not specialise in survivor assistance should coordinate closely with the health sector. The goal here is to inform of free and/or available services. The mine action organisation should check whether the survivor assistance body or organisation is able to absorb recommendations for assistance from the geographical areas in which the mine action organisation operates and what restrictions are in place for the application of assistance, if any.

During liaison with local community representatives and community members the mine action organisation can ask for the contact details of survivors in order to recommend them onto specialist assessment. This may be done while the mine action organisation is collecting primary or secondary victim data. In order to do this, you will need to be trained by medical assessors on disability recognition.

Alternatively, mine action organisations may first hear of a local landmine survivor if they are involved in a rescue and giving first aid. In this case, you may

follow up, initially with informal visits to the family, to recommend appropriate services and assistance available, and fill any other gaps in knowledge of services.

Survivors may be interviewed to check what medical and social assistance they have received and from whom as part of the process of collecting "victim data". They may be referred to appropriate organisations that can assist. **Specific training is required for community liaison personnel handling interviews with survivors of landmine and ERW accidents to ensure that sensitivity and confidentiality are employed effectively.**

In order to avoid giving out misleading information that may raise false expectations among survivors, you need to ensure they are very familiar with the operation of the survivor assistance programmes. They should ideally recommend locally-based organisations that are able to offer the relevant service for ease of access.

Where a survivor has difficulty accessing transport, you may be able to arrange lifts for rural-based survivors who have medical appointments in urban centres. This may be arranged in coordination with other community liaison activities carried out in the village.

You can also distribute posters and/or leaflets to health clinics and government offices in rural areas, advertising the services of survivor assistance programmes. This should be done in consultation with the service organisation being advertised to ensure that appropriate geographical areas are targeted. They may also advertise the services by word of mouth to health personnel, government officials, religious leaders or ordinary community members.

The mine action organisation, in its general coordination with non-mine-action NGOs, mine action coordination bodies and government bodies, may advocate the urgent needs of survivors who lack appropriate assistance in certain geographical areas. The mine action organisation may advocate for services where they have ascertained a specific need.

10.4 Community liaison support by specialist survivor assistance programmes

NGOs should ensure that landmine survivors receive the same opportunities in life — in health care, social services, income, education, and participation in community activities — as anyone else in society. The ultimate goal of survivor assistance programmes should be the complete rehabilitation of mine survivors and their reintegration into the wider community.

10.4.1 Medical treatment

Following rescue and immediate first aid, a mine and ERW survivor is likely to need medical treatment. This may be major or minor depending on the extent of the injuries sustained. Local healers and family members, a local clinic, or an urban hospital may offer the treatment. A survivor may, of course, use more than one source of medial assistance.

Community liaison personnel who plan to follow up cases should link into formal as well as informal sources of treatment. Information on the type of medical

treatment sought will give an organisation vital information about the local culture, what sources of medical assistance people trust (and the reasons why), medical sources they are able to afford and are able to access easily, and the type of injuries commonly sustained. This information will help an organisation to target its resources to cater for most common treatments required, in identified geographical areas, and to develop appropriate training for local healers or medical staff.

NGOs providing medical treatment and rehabilitation of survivors should liaise regularly with government health ministers and relevant UN bodies to ensure their programmes are in line with national health policies. Liaison with governmental bodies should further the aim of national ownership of activities. Similarly, liaison is required with other NGOs and UN bodies to ensure that all activities fit in within a developmental perspective of a long-term plan.

10.4.2 Physical rehabilitation

Organisations involved in the physical rehabilitation of survivors can use community liaison skills effectively to determine the kind of services that are required. Liaison with survivors — both those currently receiving treatment and those who have received assistance in the past — is vital to ensuring that the assistance given can be sustained by the survivor and his or her family in their environment. So, for example, wheelchairs should not be given to people living in hilly or rocky areas with few roads or paths; and prosthetic limbs should be simple, sustainable, affordable and available.

Community liaison should ensure that once the survivor returns to his or her community, he or she is using prosthetics or other medical equipment or drugs appropriately. This may be carried out in the form of home visits. Any problems may be followed up on with appropriate action, advice or referrals.

Community liaison personnel at this stage may also enquire as to how the survivor is coping psychologically, how the family is coping and able to care for the survivor and what, if any, socio-economic assistance be required and is available.

Care is best accessed locally: if the family of the survivor is not able to provide the necessary physical or psychological care, you can make enquiries in the village/neighbourhood about other sources of support. These sources for counselling or practical help may include:

- Local health clinics;
- Local disabled persons support networks;
- Religious personnel and institutions that may raise funds or provide counselling;
- Local community workers;
- Local government officials who may be able to access resources on their behalf; and
- Traditional healers or wise men/women who can provide counselling.

Sources of support will vary between countries and cultures enormously, but local community members should be a source of information as to what is available. Often people in a community are willing to offer support to a survivor and his/her family when approached. However, an individual and his or her family may be unwilling to make requests for help due to pride or “saving face”.

Community liaison personnel, under their official role, may be able to fill the gap by galvanising local support. By using local sources, the community liaison will ensure that support is sustainable, acceptable and appropriate.

10.4.3 Socio-economic reintegration

Organisations providing socio-economic assistance to disabled people after physical recovery, in the form of training, work cooperatives and income-generating schemes, must employ community liaison activities during the feasibility stage prior to project set-up.

The feasibility study enables an organisation to understand the kinds of projects that would offer sustainable income, be easy to establish in the geographical and social areas where the disabled people live, and would prove popular for the target group. Community liaison tools (*see Annex 1*) may be used to ensure a genuinely ***participatory*** needs assessment, to generate practical solutions and to agree on indicators that show changes in income and quality of living.

Community liaison should aim to establish relationships and understanding with disabled people and their families. Community liaison is required not just with the disabled survivors but also with families of survivors and the community at large to understand how to make the socio-economic projects a success. This is because the community and family are likely to be ultimately supporting the disabled individual.

Community liaison activities may be used to assess the viability and success of such projects through interview with communities (*see Annex 1C*) and analysing economic patterns of the communities in which the disabled person lives. This should lead the organisation to improve and develop new programmes that serve a relevant socio-economic need for the community.

10.4.4 Psychological care for the survivor and family

Community liaison may be used to further develop traditional systems of support for vulnerable people in a local community. For this, some form of social anthropological assessment may be required, either developed by the organisation or accessed as a form of secondary data.

An organisation that links in with local forms of support (whether they be religious institutions, local healers, local wise people or leaders) will ensure a more sustainable approach to developing social support for disabled clients and their carers. These local sources of support may be given training in:

- Counselling (using participatory approaches to highlight traditional methods);
- Exploration of local attitudes to disability;
- Understanding needs of disabled clients; and
- Methods of offering assistance.

An organisation can continue to offer support through assessment and provision of materials to locally-based sources of traditional support.

11. Recruitment, training and capacity development

11.1 Recruitment and professional qualities of community liaison personnel

Community liaison personnel are usually recruited from a community/public health, teaching, or social/welfare background. The pool of community liaison personnel should ideally be representative of the communities with whom they will be liaising, in gender, ethnicity, tribe, language and so on.

During recruitment an employer should look for the following key qualities.

- **An interest and concern for local communities.** This may be assessed from the candidates' paid and voluntary experience and why they want the job.
- **An interest in social and economic issues.** This may be assessed by asking the candidates to discuss a social issue, other than mine action, of concern to them and why.
- **An understanding of how data is analysed and for what purposes.** This may be assessed by giving the interviewees a simple graph or bar chart describing a social issue, asking them to analyse it while they wait for the interview, and then asking the interviewee questions from their analysis of it.
- **A level of empathy, ability to convey confidentiality and maturity.** This may be assessed through overall impression during the interview and also by giving the interviewees a scenario of a typically difficult situation and asking how they would choose to handle it.

11.2 Training of community liaison personnel

Training of community liaison personnel may include the following subjects:

- Introduction to the mine action organisation and its objectives;
- Introduction to humanitarian activities and mine action principles;

- Structure of the mine action programme;
- The goals and five main pillars of mine action;
- Simple identification of common mines and ERW;
- Field visit to a clearance team at work;
- Basic first aid training;
- Health and safety briefing;
- Principles of community liaison in mine action;
- Principles of community data collection;
- Application of standard operating procedures/work guidelines:
  - prior to mine/ERW action,
  - during mine/ERW action,
  - post mine/ERW action;
- Tools of community data collection:
  - community mapping,
  - semi-structured interviewing of individuals and key informants,
  - focus groups,
  - community groups,
  - Venn diagrams,
  - transect walks,
  - land use action plans,
  - ranking exercises,
  - history timelines,
  - semi-structured observations, and
  - daily routine diagrams;
- Map and map reading;
- Navigation aids;
- Survey and sketch maps;
- Use of communication equipment (satellite and mobile phones, hand-held and vehicle-based radios, communication schedules and procedures);
- Application of IMSMA forms or other data collection forms; and
- Recognition of disability and disability awareness.

Annex 1.
Participatory data collection community liaison tools

Annex 1A. Introduction to the community

The community liaison personnel introduce themselves, the mine action organisation, and their objectives for the community liaison activities to the assembled community members and/or community leaders.

Objective

The introduction is to create a starting point for developing relationships in the community, establishing trust and understanding and paving the way for smooth operations for both the community liaison and demining teams, in order to achieve the desired result for the mine action organisation and the community.

The process allows the community liaison personnel to clarify what the community can and cannot expect of the mine action organisation or the regional mine action centre.

Procedure

The community liaison personnel should:

- Introduce the team members and give a background to the mine action organisation;
- Demonstrate with photographic handbook or posters the mine action activities the mine action organisation undertakes;
- Explain why they are in the community and how the community was selected;
- Explain procedures the survey will follow;
- Discuss why the information is being gathered and how it will be used; and
- Explain the mine action stages that will follow after the survey (data analysis, prioritisation, tasking and clearance/marking), along with approximate timelines.

Long-term benefit

A clear understanding established at the beginning of the mine action process, and the introductory stage, will lead to long-term benefits. It avoids delays in information sharing, reduces time the community liaison personnel needs to explain their survey objectives, and builds a foundation of relationships that will benefit the mine action organisation in volunteered information, assistance and cooperation with the community.

Annex 1B. History timelines

"History timelines" is a participatory tool that enables community members to inform the mine action organisation about the history of mines and ERW in their area and the negative humanitarian impact of this.

Objective

The objective of gathering information on the history time line is to record the local history of conflict and its humanitarian impact on the local community from the perception of the local community. This in turn allows the mine action organisation to gain understanding of community humanitarian needs based on information given. The analysis of humanitarian needs allows for the task of clearance to be prioritised accordingly.

Procedure

Men and women may be divided into separate groups for this activity.

The community liaison personnel need a piece of a flipchart paper and marker pens for this activity.

One community liaison staff should facilitate the process. A second community liaison staff should observe and listen.

The facilitating community liaison staff should draw a line at top of flip chart page with a specific year from when the eldest participant remembers the village/ town.

The history is charted along the line with dates given for when significant events took place in the village.

Significant events should include locally fought battles, political events and takeovers, social and seasonal issues, demographic and health issues, agriculture and economic issues, and refugee movements in and out of the village or town.

The community liaison staff observer should check against the checklist that any significant information has not been missed and introduce it as appropriate.

Long-term benefit

Knowledge of the history linked to conflict events can help identify suspect areas or whether there are groups of people, such as recent returnees, who may not know about the location of unsafe areas.

Annex 1C. Interviews

The community liaison personnel will need to conduct survey interviews. Discussion is to be encouraged and responses recorded. Interviews may be held with:

- Individual villagers living and working around the dangerous area;
- Households based around the dangerous area;
- Community leaders — local government officials, religious leaders, traditional leaders; and
- A focus group of community members — to gather social and local perspective.

Objective

The objective of interviews is to collect specific information vital to the mine action process and prioritisation of tasks. The information may be collected in a structured or semi-structured format depending on the kind of information required and type of informant.

Procedure

The community liaison personnel should arrange interviews in advance and gain appropriate consent to conduct them. For example, consent may be required from the husband or father of woman to be interviewed. Consent may be required of local officials or religious leaders to speak to specific groups of people.

The timing of interviews should be convenient to the interviewees where possible, with little interruption to their work day and obligations.

The community liaison personnel should arrange an appropriate venue where interviews are conducted comfortably and in privacy with as little interruption as possible. This may be the interviewee's house, an official's office or a social/cultural centre.

The community liaison personnel may be assisted by a prepared mental or written checklist.

Use open-ended questions and probe for further answers: What? When? Where? Who? Why? How?

The interview should ideally be kept informal and relaxed, with community liaison personnel employing active listening skills.

Community liaison personnel should be conscious of their manners, particularly greetings, non-verbal factors, seating arrangements, and posture.

Long-term benefit

The tool allows the community liaison personnel to record specific and detailed information required in order for dangerous areas to be prioritised and tasked. The information assists in the decision process of clearance and may be used in post-clearance evaluations, as a valuable record of impact.

Annex 1D. Ranking exercises

In many of the communities affected by conflict, local people are likely to wish to use contaminated land/sites for the original purpose. The original use of the land may be remembered by some community members.

However, in circumstances where an area of land or site has no purpose prior to the recent war, or locals wish to use it for different purposes, the community liaison personnel may need to carry out the ranking exercise.

This tool is likely to have greater consensus in a rural community where social groups are less diverse in social scale and need.

Objective

The ranking exercise will help the community to identify a specific humanitarian need that allows a mine action organisation to prioritise the land for clearance.

A significant representation of the community should be present for this exercise and local officials should be consulted about its outcome before any further decisions are made over clearance activity.

Procedure

The community liaison personnel may choose to address men and women separately for this exercise.

A piece of flipchart paper should be tacked to the wall or board. The community liaison personnel should brainstorm with participants to discover the most pressing problems facing the community. These should be written on the paper as the responses are given.

Allow participants time to debate their concerns and problems.

Participants should be asked to vote on which of the listed issues are the most important.

The five most important issues should be ranked in order of priority given by the participants.

Allow participants time to discuss local solutions to resolving the ranked problems. Possible solutions should be suggested through a brainstorming.

The participants should be asked to vote on which of the solutions is the most effective or achievable.

The five top issues should be ranked in order of priority by the participants.

The outcomes of this exercise by the male and female groups should be compared for differences.

The outcomes should be discussed with local community leaders/officials to gain agreement on the land use. The final agreement on land use should be conveyed back to the community.

Long-term benefit

The aim of this exercise is for local people to find a solution to the major issues facing their community. Communities should suggest solutions to the problems in general discussion followed by agreement.

The goal is to persuade villagers to use the cleared land appropriately.

If lack of access to education is identified as the main problem then the solution may be to build a school on cleared land.

Annex 1E. Observation

The community liaison personnel should use their own observation of the community to assess humanitarian needs for further mine action to proceed. It takes an experienced eye to gauge information about the village/neighbourhood.

Objective

The community liaison personnel may observe people's behaviour, local processes and relationships and record these observations. Observation is visual information taken in and used to probe for further answers, as well as to add substance to information already collected (e.g. through village maps, or interviews).

Procedure

Community liaison personnel may use a checklist of pre-determined categories of issues to conduct semi-structured observation. The checklist may include the following issues:

- Population density;
- Family size;
- Wealth/status; and
- Water, sanitation and health concerns.

Observations may also be unstructured: i.e. anything that community liaison personnel pick up on a field visit may be recorded and used.

Long-term benefit

The action of active observation by community liaison personnel allows fuller verification of data provided for the community, prompts them to raise additional questions and to triangulate the data.

Annex 1F. Daily routine diagram

The daily routine diagram is an interview with targeted individuals (e.g. shepherds, farmers, traders in scrap metal, adolescent boys) about their general daily routine. It records the tasks and the timing of these tasks.

The tool allows for analysis of work patterns and workloads of particular groups. It can also be used to identify peak leisure times when the groups are available for other activity. It also records when and where they are most at risk from mines or ERW.

Objective

The objective is to understand the target groups' activities, the length and timing of those activities, and therefore their exposure to risk from mines or ERW.

Procedure

See the section on interviews for individual interview process to be followed.

It takes one community liaison staff to complete this tool per interviewee. The purpose of this interview is to be explained to the interviewee.

Individuals are interviewed about the tasks that they undertake on a typical day to gather information about their movements and activities.

The information is recorded either as a list or chart in a way that is most visual and descriptive to the interviewees.

A minimum of five daily routine interviews is recommended per target group, in order to gather sufficient information on the behaviour patterns.

The community liaison personnel should analyse results of all interviews to make a list of regular behaviour patterns.

On completion of this exercise, the community liaison personnel may meet to discuss the outcome of results and facilitate discussion to draw recommendations for the delivery of MRE to the target group.

Long-term benefit

Greater understanding of a target group at risk from mines and ERW allows a mine action organisation to tailor appropriate information and target MRE to at-risk villagers.

Annex 1G. Seasonal calendars

Seasonal calendar analysis shows the recurring patterns in village life particularly on agricultural cycles. A seasonal calendar analysis is generally appropriate for rural rather than urban areas.

Objective

Seasonal analysis reveals links between aspects of village life and the environment (e.g. time, resources and activities). Seasonal analysis documents such things as labour, income, expenditure, crop patterns, school attendance, river flows, rain, animal fodder, debt, disease or food availability.

Procedure

Community liaison personnel need to select an appropriate venue and time for a meeting with local villagers.

Two participants should be asked to volunteer to draw the diagram.

Community liaison personnel should establish the type of calendar to be used for the analysis. It should be based on a calendar system familiar to the villagers. What are the common time divisions they use? Months? Seasons? A seasonal analysis covering a period of 18 months will reveal changes from one season to another.

Next, all the villagers should agree on the units of time and mark them on the ground or flipchart.

Finally, ask the participants to quantify each of the categories (e.g. rainfall, labour, disease) by using the chosen time units.

Types of issues that can be addressed in a calendar are:

- Significant events;
- Income patterns;
- Labour constraints;
- Income patterns;
- Consumption patterns;
- Agricultural calendar;
- Land use patterns;
- Seasonal rules and regulations;
- Migration patterns; and
- Attendance at school.

Long-term benefit

The information produced should be used to know the seasons of significance in a rural community and therefore appropriate time(s) for clearance.

Annex 1H. Transect walk

A transect walk is a walk taken by community liaison personnel with villagers during which problems and opportunities related to the physical geography and topography of a community are discussed and documented.

Objectives

A transect walk adds information to the community map. It usually presents a "summary" of a larger area than a village map.

Procedure

A couple of community leaders are selected to walk along a particular route with community liaison personnel. Community liaison personnel need to ensure gender representation among participants, who should live and or work directly around the contaminated area.

The chosen route should be one used by the local community to access resources/facilities but must not enter the dangerous area. Community liaison personnel should always check beforehand that the route is safe from mines and use their knowledge of mine safety to observe for signs of danger.

Community liaison personnel must gather information using direct observation, discussion with participants of what they are seeing (e.g. soils, rivers, crops, and housing) and stop to talk to people met on the route.

Community liaison personnel must record the route as they walk, noting observations. They must observe, question and listen. The aim is to discover problems and opportunities related to what they see, and note contrasts and changes.

If the affected community and contaminated area are large, community liaison personnel may decide to split and walk in different directions to ensure that more area is covered and thus further reduce spatial biases.

Community liaison personnel and participants should walk directly to the furthest point of the route and then ask questions along the more leisurely return

walk. This increases the chances of actually reaching the outermost point of the walk. The team should observe their surroundings and ask questions related to issues on the checklist.

It may be useful for the research team to divide responsibilities for documenting specific information.

Issues that might be covered in a transect:

- Food storage;
- Agriculture production and constraints;
- Land use patterns and seasonal variations;
- Community resources;
- Village/town infrastructure;
- Differences in households and their assets;
- Livestock management;
- Health assets and hazards;
- Water resources and hazards; and
- Livelihood strategies.

Long-term benefit

The transect walk allows for triangulation of data already gathered, notably through community mapping. It also allows for probing for further detail.

Annex 11. Venn diagram

A Venn diagram offers another way to "map" a community, focusing on social relationships. The Venn diagram looks at how a community is organised, both in terms of its internal organisation and its relationships with the larger community beyond its borders.

Objective

The Venn diagram offers information on the key figures and groups in a community and peoples' relationship with them.

The tool offers organisations vital information on relationships that have influence on resources, in particular the resources or facilities that are blocked by mines or other ordnance. With these details, community liaison personnel are able to liaise with the correct authority figures that have influence on the use of the resource/facility.

Procedure

Community liaison personnel must begin with a checklist of the types of issues they wish to explore using the Venn diagram. However, the list should be kept in the background until the community members have completed the diagram.

Use a large sheet of paper with circles that are cut out of different coloured cards or paper. Or markings can be made using different coloured markers to distinguish between the different groups, associations and individuals on the diagram.

The facilitator begins by drawing a large circle on the paper or ground. This circle represents the village/neighbourhood. Everything inside the circle is a local institution, while anything outside is an external source of power or influence.

Start by asking the group to think of all the groups, committees, individuals and associations in the village/neighbourhood. As each one is listed, a coloured paper (oval) is placed on the diagram with the name of the group. These ovals may be cut in different sizes to reflect their influence on the life of the locality.

The Venn diagram should be copied into a more permanent diagram to be held in the village/neighbourhood file, together with the analysis.

Types of issues that can be addressed in a Venn diagram:

- Role of organisations in local decision-making;
- Role of external forces on the community;
- Community leaders and decision-makers;
- Decision-making processes;
- Role of government and NGOs;
- Relationship with other villages;
- Conflicts and conflict resolution mechanisms;
- Social safety nets; and
- Access to land and other resources.

Long-term benefit

The community liaison team should use the information from the Venn diagram to aid their consultation and liaison with the appropriate decision-makers on the development of the community.

By forming the correct alliances, there is a significantly stronger assurance of successful development of the land/resources/facility that is subsequently cleared.

Annex 1J. Community map

This is a visual map made by local people of their village/neighbourhood during a community meeting. It includes the main sites (e.g. schools, rivers, government buildings, and bridges) and identifies the suspect dangerous area(s).

The primary concern is not with cartographic accuracy, but with gathering useful information that sheds light on the mine/ERW situation in the community.

Objective

This procedure is a form of data collection conducted in a friendly, collaborative way with the community which is easily understood by them. The map is used ultimately to assist clearance teams conduct an initial survey of the suspect land before clearance. It takes two staff members to conduct this exercise.

It is often one of the first activities carried by community liaison personnel with community members because it is a lively "icebreaker" that helps to put both the community liaison personnel and the community in a participatory frame of mind. It also provides functional information for the community liaison personnel (especially if they are not familiar with the community).

Procedure

The map can be drawn on the ground using sticks, stones, or string to identify roads, rivers, other water sources, bridges, important buildings, religious buildings, government buildings, schools, market squares, and so on.

Community liaison personnel should call for a community meeting. The people present should include ordinary members of the community of both sexes.

It is preferable to hold the meeting on some neutral territory (i.e. not government offices). Advance notice should be given so that people have time to congregate and organise themselves.

Community liaison personnel may address men and women in two separate groups.

Community liaison personnel must begin with a careful explanation of the mine action organisation's reason for the meeting, what the personnel intend to discuss with them and what this will lead to in future.

To begin the map, clear a large area (which may be outdoors) so that plenty of space is available to expand the map as necessary. The community liaison personnel should explain the exercise and start the activity by drawing in one or two landmarks (usually those that are immediately evident).

Community members should then be invited to create a rough map of their village/neighbourhood, either on the ground using sticks, stones, or string, or on a blackboard or flipchart paper (with different coloured chalks/pens). They may use symbols that the community agree on. Whenever a landmark or specific location is mentioned, a marker should be put down (e.g. stone, shell, leaf) to indicate its location.

Begin by asking the community members to indicate the important landmarks. It is important to begin with the people's own priorities since these will be revealing of their perspectives and priorities.

This exercise should involve as many people as possible. Those who have not contributed to the creation of the map may be invited for verbal responses and confirmation. Once the village map is complete, community members should highlight the location of the suspect dangerous areas.

As the activity gets under way, community liaison personnel should stand back and leave the drawing and placement of markers to the community members. The personnel may ask: "*Is there anything else?*" or: "*Has anything been forgotten?*"

When the community members have completed the map, community liaison personnel may ask other questions, or refer to their checklist.

A checklist helps to ensure that all local resources are covered in the map (water sources, roads, schools, clinics, or religious buildings) — and the areas known to be contaminated with mines/ERW. The map should highlight where people live — and, if possible, identify where someone has been killed or injured by mines/ERW.

Community liaison personnel should note those households on or near contaminated land. They should note how the land currently is being used (if at all).

Great care must be taken to ensure that all present agree with the map created and that any mistakes are corrected.

Community liaison personnel must ask who owns the affected land and how

they would like it to be used. Community liaison personnel should facilitate discussion of the map and the resources identified. Group discussion of a map or model can help identify trends, e.g.: "*How did this place look a year ago?*". It can also reveal what community members think will happen in the future. "*What are your plans for this land?*", "*What obstacles are there to your plans?*".

Later, community liaison personnel should transfer the ground map onto a flipchart for more permanent use, using an agreed legend for the symbols used and a direction sign. The map should indicate the date, name of the village or town, and name of the community liaison personnel.

Community liaison personnel should confirm details and distances for the map during the transect walk.

A copy of the map should be left with the community (perhaps a local official with an office wall) for use at any stage in their future planning process.

Long-term benefit

The village map should form part of the file on all mine action activities in the village. It can be kept by the demining manager as a record of progress made in specific areas.

Annex 1K. Resource cards

Resource cards are used to facilitate discussions about who uses and controls resources. In a light and non-threatening way, they show very clearly the resource base of both men and women. This can lead to discussions about differences between men and women's priorities and their needs for resources.

Objective

Resource cards help us to learn about differences between men and women in use and control over resources, thereby introducing a balance in prioritising clearance of resources that serve both sexes in the community, or in a way that promotes gender equity.

Procedure

Community liaison teams arrange community members in a mixed gender group (preferably those who participated in the community mapping). Explain to the group that you want to learn about resource use and control.

Place three large drawings, one of a man, one of a woman, and one of both, on the ground or wall in a row with adequate space in between them.

Ask the participants to think about the resources blocked by mines/ERW that they named while creating the community map.

Select volunteers and give them two cards to draw a symbol for these resources, each volunteer drawing a different resource (or you can use pre-made resource cards). The cards should each have a symbol/picture of a local resource (school, health clinic, or religious building). Have extra blank cards ready to draw in resources that you have not made pictures for.

Ask participants to discuss and then place the cards under the symbol of the man, woman or both, depending on who uses the resource. Only the resources used/controlled half by men and half by women should be placed under the "both" column. They should place the symbols or pictures under either the woman or man to indicate who uses/controls them most.

This exercise may be done on the floor or the wall.

Ask participants to explain why they made the choices they did.

Make another row of the three large drawings, the man, the woman, and both, on the ground or wall underneath the other picture.

Repeat the exercise, but this time focus on who has control, ownership or decision-making power over each resource.

Ask participants to compare how they have arranged the cards in both of the drawings. Ask participants: "*What are the resources that women use?*", "*What are the resources that men use?*", "*What resource do both use?*", "*Who controls the use of these resources?*", "*Who makes decisions about how resources are used?*".

Long-term benefits

The exercise helps the mine action organisation to concentrate resources on clearing resources that have wide benefit for the majority in the community or those most in need.

Knowledge of the gender-biased use and control of local resources will contribute significantly to the mine action organisation's assessment of humanitarian impact. Concentration of the mine action organisation's resources towards those most in need will promote gender equity.

Annex 1L. Land use plan

This is an agreement about the use of the land. This exercise asks a community to plan how they intend to use cleared land, and thus avoid wastage and misuse of resources. Clearance activities are costly and time-consuming, therefore a community needs to be sure that they intend to use the cleared land for a specific reason, and that it will not be neglected or taken over by local leaders for personal use.

Objective

Through general discussion, with community liaison staff acting as facilitators, information gathered should include the purpose of cleared land, number and type of beneficiaries, land tenure situation.

Villagers should list the types of NGOs working in their village and what they are doing. Plans for cleared land need approval from local officials. The development plan should be based on the ranking exercises conducted at an earlier stage.

Procedure

Community liaison personnel should organise a community meeting to discuss the land use plan.

Ensure that local leaders, community members, NGOs representatives, and religious leaders are present. Effort should be made to ensure a gender balance. A separate meeting may be required for women.

Participants should identify the main problems facing the community and their solutions to the problems. Community liaison personnel should not influence decisions, but simply be facilitators for conversation. The information from the ranking exercises carried out in a previous community meeting should be presented and interpreted for agreement.

One community liaison team member needs to facilitate the discussion while a second records decisions on a flipchart.

Participants should be encouraged to discuss how the cleared land can be used to help resolve some of the community's problems. For example, if there is a lack of educational facilities, the land could be used to build a school and participants should identify how this will be resourced.

An agreement on the land use plan should be issued in writing and signed. Copies are given to all community leaders and displayed for the public in an appropriate place near to the land being cleared.

During clearance, community liaison personnel should continue to hold short meetings with local leaders to ensure that development plans are still ongoing (e.g. if the community have agreed to collect sand and pay for cement to construct a safe play area then community liaison personnel can enquire whether these activities are taking place).

The land use plan is sealed with the handover of cleared land.

The initial and final post-clearance assessments are a data collection exercise to assess how far development activities have gone. Information from the post-assessment data includes resettlement plans, development of any buildings, land ownership, who benefits from the land, likelihood of seasonal flooding/rainfall, number of families on the land, how land is being used for economic purpose, and the use of land for access purposes.

Long-term benefit

With the Land Use Plan, both the mine action organisation and the community have an advanced planning tool for achieving a sustainable humanitarian impact from the cleared land/resource/facility. It allows the mine action organisation to identify the beneficiaries and measure impact in the post-clearance stages of the project.

Annex 2.
The roles of community mine action liaison personnel

The following are some of the main roles of community mine action liaison personnel:

- Implement relevant community data-gathering tools to gather information for the dangerous area report forms;
- Implement relevant community data-gathering tools to gather information for impact survey forms;
- Implement relevant community data-gathering tools to gather information for post-clearance surveys;
- Contribute their experience and knowledge of local religious and social customs and sensitivities that influence the data or the way data would be gathered, and use these to their benefit in field work and liaison;
- Advise the mine action organisation on how these should influence the design and implementation of all community liaison activities, so that the organisation can make informed decisions;
- Demonstrate respect to community members and representatives at all times in order to avoid creating conflict in sometimes tense environments;
- Follow any requests from demining managers for community liaison assistance during the clearance process in communicating with the community;
- Inform the mine action organisation of any issues/concerns raised by community members or representatives during the clearance procedures; and
- Keep community members and community leaders informed at all stages of the mine action process.

Geneva International Centre for Humanitarian Demining
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IMAS Mine Risk Education Best Practice Guidebook 7

MONITORING

International mine action standards

United Nations IMAS

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Contents

Annexes

Foreword

Over the last few years the mine action community has taken major steps towards professionalising its mine risk education (MRE) projects and programmes. A central element in that process has been the development of international standards for MRE by UNICEF, within the framework of the International Mine Action Standards (IMAS), maintained by the United Nations Mine Action Service (UNMAS). In October 2003, UNICEF completed seven MRE standards, which were formally adopted as IMAS in June 2004.

The MRE component of the IMAS outlines minimum standards for the planning, implementing, monitoring and evaluation of MRE programmes and projects. The IMAS are largely prescriptive, advising operators, mine action centres, national authorities and donors on ***what*** is necessary for the development and implementation of effective MRE programmes. They do not, however, guide stakeholders on ***how*** they might adapt their programmes and projects to be more compliant with the standards.

To facilitate the implementation of the MRE standards in the field, UNICEF entered into a partnership with the Geneva International Centre for International Demining (GICHD) to develop this series of *Best Practice Guidebooks* to provide more practical advice on how to implement the MRE standards. A total of 12 Guidebooks have been developed, using expertise from a variety of different people, countries and contexts. The Guidebooks address a wide range of areas covered by the MRE IMAS, including:

- How to support the coordination of MRE and the dissemination of public information;
- How to implement risk education and training projects;
- How to undertake community mine action liaison; and
- What elements should be considered to implement effective MRE projects in emergencies.

The primary aim of these Guidebooks is to provide practical advice, tools and guidance to undertake MRE programmes that are compliant with IMAS. They are

also meant to provide a framework for a more predictable, systematic and integrated approach to risk education, and are intended for use by anyone engaged in planning, managing or evaluating mine risk education programmes and projects, such as government ministries, mine action centres, United Nations agencies and bodies, and local and international organisations. Donors may also find them useful in assessing proposals for mine risk education projects and programmes.

But while the Guidebooks seek to provide practical advice for the design, implementation, monitoring and evaluation of programmes and projects, they remain general in nature and will need to be adapted to each new situation in its specific cultural and political context. UNICEF and the GICHD hope that they will prove a useful tool in making mine risk education more effective and efficient.

In addition to being distributed in hard copy, the *Best Practice Guidebooks* can be downloaded free of charge from the Internet at *www.mineactionstandards.org* as well as the GICHD website *www.gichd.ch* and the UNICEF website *www.unicef.org*.

Introduction

Introduction to the Series

According to the IMAS, the term "mine risk education" refers to "*activities which seek to reduce the risk of injury from mines and ERW by raising awareness and promoting behavioural change, including public information dissemination, education and training, and community mine action liaison.*"[1] MRE is one of the five components of mine action. The others are: ***demining*** (i.e. mine and explosive remnants of war [ERW] survey, mapping, marking and clearance); ***victim assistance***, including rehabilitation and reintegration; ***advocacy*** against the use of anti-personnel landmines; and ***stockpile destruction***.[2]

The first two editions of the IMAS — in 1997 and 2000 — did not include MRE-specific standards and guides. In 2000, the United Nations Mine Action Service, the focal point for mine-related activities within the UN system, requested UNICEF to develop international standards for MRE. UNMAS is the office within the UN Secretariat responsible for the development and maintenance of international mine action standards. UNICEF is the primary actor within the UN in undertaking mine risk education.

In October 2003, UNICEF completed a set of seven MRE standards, which were formally adopted as IMAS in June 2004. The seven standards are as follows:

- ***IMAS 07.11: Guide for the management of mine risk education***;
- ***IMAS 07.31: Accreditation of mine risk education organisations and operations***;
- ***IMAS 07.41: Monitoring of mine risk education programmes and projects***;
- ***IMAS 08.50: Data collection and needs assessment for mine risk education***;
- ***IMAS 12.10: Planning for mine risk education programmes and projects***;
- ***IMAS 12.20: Implementation of mine risk education programmes and projects;*** and

- *IMAS 14.20: Evaluation of mine risk education programmes and projects*.

To facilitate the implementation of the MRE standards in the field, in 2004 UNICEF contracted the Geneva International Centre for International Demining to develop a series of best practice guidebooks for MRE programmes and projects.[3] The following 12 *Best Practice Guidebooks* have been developed:

- *1: An Introduction to Mine Risk Education*;
- *2: Data Collection and Needs Assessment*;
- *3: Planning*;
- *4: Public Information Dissemination*;
- *5: Education and Training*;
- *6: Community Mine Action Liaison*;
- *7: Monitoring*;
- *8: Evaluation*;
- *9: Emergency Mine Risk Education*;
- *10: Coordination;*
- *11: The Collected IMAS on Mine Risk Education*; and
- *12: Glossary of Terms and Resources*.

The *Best Practice Guidebooks* seek to address the particular needs of MRE as an integral part of mine action. Each Guidebook is intended to serve as a stand-alone document, although some include cross-references to other Guidebooks or to other sources.

Introduction to Guidebook 7

How do you know that your MRE project or programme is being implemented effectively and efficiently, and that the socio-economic environment for mine risk education remains the same? Monitoring is a management tool to ensure that you have this information and are therefore better able to manage a programme for maximum impact. ***Monitoring is essentially a process of tracking and measuring progress and change and a trigger for learning and improvement.***

This Guidebook shows you how to monitor your project or programme. It looks at why regular and systematic monitoring is necessary, as well as how it can help managers maximise the impact of their MRE project or programme by making informed decisions about methodology, techniques and the need for additional capacity development. The Guidebook also discusses how to plan and integrate monitoring into a project or programme's routine activities.

Layout of the Guidebook

Section 1 explains what monitoring is: what its purpose is and how it differs from evaluation.

Section 2 reviews briefly how a monitoring system fits into the project cycle.

Section 3 describes what issues should be covered by a monitoring system.

Section 4 describes the core elements in developing a monitoring system,

including who should monitor, when should monitoring take place, and the need for appropriate indicators within a monitoring system.

Section 5 stresses the importance of using the results of monitoring to improve project or programme performance. It also describes how to feedback the results to donors, beneficiaries and other stakeholders.

A set of four annexes addresses, respectively: the IMAS guiding principles for monitoring; an example of how to develop a workplan to monitor an MRE programme or project; a review of monitoring methods; and sampling and related methods.

A glossary of abbreviations and acronyms, the IMAS definition of key terms, and a selected bibliography and list of resources for all the *Best Practice Guidebooks* in the Series can be found in *Best Practice Guidebook 12*.

Endnotes

[1] IMAS 04.10, Second Edition, 1 January 2003 (as amended on 1 December 2004), 3.157.
[2] *Ibid*., 3.147.
[3] For the purpose of the IMAS and these Guidebooks, a project is defined as an activity, or series of connected activities, with an agreed objective. A project will normally have a finite duration and a plan of work. An MRE programme is defined as a series of related MRE projects in a given country or area.

1. What is monitoring?

What does monitoring mean and how is it different from evaluation? ***Monitoring*** is the routine tracking of priority information about a programme, its progress, its activities and its outcomes. Monitoring attempts to answer the question "What are we doing?". ***Evaluation***, on the other hand, asks "What have we done?". Collecting information as part of the monitoring process should be a normal part of day-to-day work. Table 1 provides an overview of monitoring.

Monitoring usually includes the tracking of inputs and outputs through record-keeping and regular reporting systems as well as observation and surveys. Data is usually compiled at the district or provincial level and forwarded to the national level to be aggregated. This helps you to decide whether the project or programme is being implemented as planned. The information collected is then used to help make decisions about improving the management and implementation of the project.

Table 1. An overview of monitoring

Key questions	Monitoring approach
When is it done?	Continuously.
What information is collected?	Directly available information about outputs.
With what purpose?	To check that activities are being implemented as planned.
Who does it?	Project staff as part of their day-to-day work.
How are the results used?	To improve quality of implementation and adjust planning. Also as an input to evaluation.

According to the IMAS, monitoring is "*the periodic oversight of a process, or the implementation of an activity, which seeks to establish the extent to which input deliveries, work schedules, other required actions and targeted outputs are proceeding according to plan, so that timely action can be taken to correct the deficiencies detected*".[1]

Monitoring is therefore a process of tracking or measuring what is happening within a programme and includes a combination of ***internal monitoring*** to check programme or project implementation, and ***external monitoring*** to ensure projects

are being implemented in accordance with the national standards and/or the terms of accreditation (if it exists — *see Guidebook 10 for details*).

Monitoring also includes tracking change in the mine/ERW threat and the environment. In other words, it looks at changes to:

- Initial assumptions regarding target groups;
- Demographic and cultural changes affecting those most at risk;
- The mine/ERWthreat; or
- The broader political and socio-economic context that might influence people's ability to manage the threat in a safe way.

Monitoring needs to:

- **Be relevant, objective, transparent and, most importantly, available** as
  1. a source of information on performance for the public and for donors; and
  2. a management tool for programme implementation and quality assurance.
- **Be systematic and continuous** — in other words, monitoring systems should collect and collate information in an organised, methodical, standardised, continuous and well-planned manner throughout the project's lifetime.
- **Ensure a programme or project stays on track** by checking that the programme is doing what it intended to do and that activities are being implemented as planned; monitoring helps to identify where there are problems with implementation and enables decisions to be made about changing or improving the programme.
- **Be useful and used** — the information gathered through monitoring should provide the organisation with the opportunity to learn from successes and failures, identifying problems and strengths, and recommending related actions to make programme adjustments where necessary.
- **Set targets and indicators for all inputs, activities, outputs and outcomes** — that is, in order to see if the programme is doing what it said it would do, we first need to set performance indicators; indicators are realistic and measurable criteria of programme progress which enable programme staff to monitor whether a programme does what it said it would in the planning stage.

1.1 Guiding principles for monitoring

As the IMAS emphasise, monitoring functions are an essential component of any project cycle, and should be carried out continuously by all organisations involved in the implementation of MRE.[2] Monitoring at the operational level ensures that programmes and projects are operating according to established plans and standards and that methods and methodologies are regularly updated.

Monitoring should be conducted both internally by the MRE implementing organisation and externally by or on behalf of the national mine action authority (NMAA). **Monitoring must assess the implementing organisation's capabilities (people, procedures, materials and methods) and how these capabilities are being**

applied. It should also involve an assessment of the social and physical environment in which MRE takes places: noting changes in priorities, the nature of the mine/ERW threat, target groups, behaviour and so on.

External monitoring should complement the MRE organisation's own internal quality management processes — but it should never replace the organisation's responsibility for ensuring the proper application, suitability and effectiveness of its MRE programme or project.

A review of the IMAS guiding principles for monitoring is in Annex 1 to this Guidebook.

Endnotes

[1] IMAS 07.41: Monitoring of mine risk education programmes and projects.
[2] *Idem*.

2. Monitoring as part of the project cycle

This section reviews briefly how a monitoring system fits into the project cycle. Programmes and projects are often designed using the "logical framework" or similar approaches to planning (*see Best Practice Guidebook 3 for details of the logical framework*). But, whatever project planning tool is used, it should specify ***what*** the programme is trying to achieve and ***how***, by stipulating objectives, inputs and outputs. Inputs are used to implement activities, activities produce specific outputs, the outputs contribute to immediate objectives, and the immediate objectives contribute to the goal.

2.1 The project cycle

Relief and development projects are conducted in cycles. Although the time taken to complete a project cycle varies widely (from days or weeks to years) depending on the activity and the context, the theory remains the same.

So, any project should begin with an assessment of needs among the civilian population, which feeds into the planning phase. Once the plan has been completed, activities are conducted to implement the plan (e.g. training, dissemination of information, community visits).

These activities should be monitored to ensure ***both*** that the plan is being implemented correctly ***and*** that the plan was the right one to address the needs of the civilian population. So when we monitor an MRE project, we are looking at how well we are implementing the project plan ***and*** whether that plan is relevant to the needs of the affected communities. Changes and improvements should be made to the plan and its implementation based on this monitoring.

At an appropriate point in the project — the end of the project ***or*** the end of a major phase of the project — an evaluation should be conducted to assess the impact of the project: has it improved the lives and well-being of the target population? If so, how and why? If not, why not?

The evaluation may be the end of all the activities, or it may feed into another project cycle.

3. What to monitor

Have you ever had the experience of travelling at full speed ahead and then realising you are going in the wrong direction?

To go where you want to go, you need to know what information to collect to guide your journey. If you don't ask the right questions you won't get useful answers. But the choice of what to ask is vast.

Box 1 describes a case where monitoring went wrong.

Box 1. Monitoring the wrong indicators: a case study

An NGO engaged in MRE in 1996 spent a lot of time and effort developing a monitoring system to monitor outputs. The system included, for example, the number of people reached, the number of posters and T-shirts produced. Little attention was given to programme impact, financial monitoring or sustainability. A few years later, an external evaluation found that despite all the time and resources spent on the programme it had had limited impact in reaching its goals. The NGO was not asking the right questions or tracking the right indicators.

It is important, therefore, to ensure that in planning your monitoring system the objectives of the monitoring are clear from the start and that the information collected will meet the information needs of the various stakeholders.

Indicators should be developed in the project or programme planning process and clearly stated in the project documentation and logframe. This will help you to determine what to monitor and how, as well as deciding how the data analysis will be undertaken, by whom and how monitoring results will be communicated.

MRE project or programme indicators may include:

- The incidence of non-intentional ERW-related incidents;
- Numbers of community awareness sessions held;
- Numbers of community volunteers trained;
- Changes in knowledge, attitudes, behaviour;

- Relevance and appropriateness of activities;
- Outcomes of activities; and
- The extent to which the recipient group's expectations have been met.

(*See Section 5.5 for a discussion of indicators for MRE or community liaison interventions.*)

3.1 Issues to be monitored

There are many things that could be monitored in an MRE project. We said earlier that when we monitor an MRE project, we are looking at how well we are implementing the project plan ***and*** whether that plan is relevant to the needs of the affected communities. This means addressing five major issues:

1. Behavioural change;
2. Victim surveillance;
3. Victim assistance;
4. Humanitarian demining;
5. The mine and ERW environment.

These issues are now discussed in turn in more detail.

3.1.1. Behavioural change

An MRE project seeks to reduce the level of risk-taking among the civilian population. That means first identifying who within the population is interacting with abandoned or unexploded ordnance (AXO or UXO) or entering mined areas and then trying to understand why.

We classify people according to their knowledge of the threat posed by mines and ERW (*see Guidebook 1 for further information*):

- Is it because the person or at-risk group doesn't know that mines or ERW are explosive devices (likely to be the case in only a minority of cases in many situations)? (***Category 1***)
- Is it because the person or at-risk group doesn't know that certain areas are affected by mines or that tampering with ERW can cause them to detonate? (***Category 2***)
- Is it because the person or at-risk group is reckless — ignores safe behaviour because they choose to play with ERW or mines or clear them themselves? (***Category 3***)
- Or is it because the person or at-risk group feels they have no choice but to enter a mined area — to get access to water, food or fuel, without which they cannot survive? (***Category 4***)

Of course, it is harder to change the behaviour of someone who feels they are forced to take risks (i.e. Category 4) than someone who lacks the necessary information (i.e. Category 1). But it means MRE projects have to be more imaginative and, where it is feasible, link with other organisations (clearance bodies or development partners) to make a difference.

Monitoring behavioural change should therefore look at how successful the project is at identifying those at-risk and the reasons for their risk-taking, and what the project has done to try and change their behaviour.

3.1.2 Victim surveillance

An important measurement of success for an MRE project is obviously the number of victims and who, where and why they are killed or injured. For this reason alone, victim surveillance is important.

However, a number of general caveats apply to victim surveillance as an indicator of success of MRE. First, numbers should normally fall over time as people become naturally aware of which areas and activities are more dangerous and which are less so. Second, more combat or population displacement will normally result in an increase in the number of victims, without necessarily meaning that the MRE project is failing. Third, seasonal factors like farming, or the arrival of a clearance organisation in the area, will also have an external impact on victim statistics. You need to be aware of these additional factors in your monitoring.

But if there are mine or ERW casualties in a community that your MRE project has visited, you need to understand why. Was it because you didn't reach the people who subsequently fell victim to these weapons? Was it because your message was wrong or unclear or ineffective? Or did the victims arrive after your project had visited the area?

And if there are casualties in a community that your MRE project has visited, you need to understand why you didn't make it to that community. Was it because it was not believed to be a priority? Or even affected? Was it because security concerns or other issues of access prevented the project from visiting and carrying out MRE? Does it mean that there are other communities nearby that may also be at risk and which the project has not visited?

Monitoring through victim surveillance should therefore analyse whether we have targeted the right people in the right areas with the right messages and communication approaches.

3.1.3 Victim assistance

But we don't just collect victim statistics for our own benefit, we also do it because we want to assist the survivors of a mine, AXO or UXO explosion. So, just as we take something from mine and ERW survivors — i.e. information — we also do our best to give them something in return.

It may be merely information we give them — the existence of a rehabilitation centre that will provide them with physical or psychological rehabilitation, or an organisation that carries out vocational retraining for war victims — but this can itself be extremely valuable.

We may, though, go further, for example, by putting them in contact with a relevant service provider, possibly even providing transport where that is needed. In some instances, MRE projects have hired people with disabilities to serve as facilitators at community level or in another function.

Thus, there are many possible ways that we can help survivors, but we need to monitor both our efforts to assist them, and their success in rehabilitation and reintegration. If we revisit a community and find an amputee not wearing his or her prosthesis (artificial limb), we should find out why. Is it because the prosthesis

is uncomfortable, needs adjustment, or is there another reason, perhaps psychological, that is preventing successful rehabilitation?

Monitoring assistance to victims should therefore look at whether we have managed to help the survivors in some concrete fashion and whether their rehabilitation is sustained over time.

3.1.4 Humanitarian demining

We know that there are limits to what MRE can achieve, and communities often ask MRE teams when demining organisations are coming to clear mines or other ERW affecting their lives and well-being.

Of course, it's rare that an MRE project can bring the good news that clearance is coming imminently, but it does happen. Moreover, the MRE teams are well placed to advocate that a particular community receive priority from the mine action programme, for instance owing to the high number of recent casualties. The community map and ranking that you do as part of your work can support this advocacy task.

And when at last clearance is coming, the MRE team can support the effort by preparing the community and smoothing relations (which are not always idyllic) between the deminers and the community members.

Monitoring humanitarian demining is therefore assessing what you have done with the wishes that the community expressed to you for clearance — and how demining or other relevant bodies have reacted to your advocacy work.

3.1.5 The mine and ERW environment

The mine and ERW "environment" is constantly changing, whether we notice it or not. In ongoing conflict or immediate post-conflict situations, the environment may deteriorate in certain places and at certain times — as new mines are laid and new ERW created by ongoing combat. Or the risk of increased victims may result from a return by internally displaced people or refugees (displacement is a major risk factor for mines as is — to a lesser extent — UXO).

In other places, however, the environment will improve over time, as mines and ERW are cleared, and as people become better aware of the nature, location and extent of the explosive hazard. How well, for instance, are communities managing the risk themselves without the need for outside help? This should all mean a natural drop in the number of victims.

We need, therefore, to monitor all these changes in the mine and ERW environment as they may affect the focus of our project, sometimes significantly. This has both a community and a broader regional focus to our monitoring.

3.1.6 Maintaining staff professionalism

In addition to the five core issues to be monitored, any organisation or body implementing MRE should always be monitoring the work of its staff to make sure they are maintaining the high standards that should have been set for them. This involves checking the following issues:

- Were the affected communities visited?
- How were the communities selected?
- How were the teams received?
- How did they present themselves and the organisation?
- Did they carry out activities in a participatory manner? If not, why not?
- Did they identify those at risk and the reasons for risk-taking? What did they do with that information? Did they use it to target and provide MRE?
- Did they identify mine and ERW victims and survivors? Did they fill in the victim surveillance form for each one? If not, why not?
- What did they do with the information they collected from survivors and the relatives or friends of victims?
- Did they offer any assistance to the survivors, for instance by providing them useful information?
- Did they make any unrealistic offers to the community or individual community members?
- Are they welcome back in the community?

3.2 Only include information that is going to be used

Finally, to ensure that the monitoring system works and is manageable — especially for district level staff — information collected should be limited only to information that is going to be used. For every indicator or piece of information that you or others are suggesting be monitored ask yourself:

- Who needs to use this information?
- When do they need it?
- What exactly are they going to do with it?

So, before deciding what information the monitoring system should collect you need to understand the information needs of the various stakeholders. This should include an analysis with the different stakeholders of the type of information they require. This may be done by either asking them to develop a list of their own information needs or checking a suggested list with them. Including stakeholders in identifying what information to check also helps to ensure that information collected is used.

In developing the monitoring system it is a good idea to first list all the different stakeholders. Then organise meetings with them to define their information needs. Be aware, however, that as the project evolves information needs may change and information collected adjusted accordingly.

And when there is doubt about an indicator consider excluding it. Including what is nice or might be interesting to know will only make life more difficult. Try to include only information that you need to know.

4. Developing and implementing a monitoring system

This section describes the core elements in developing a monitoring system. Table 2 summarises each of the stages and steps in implementing a monitoring system.

Table 2. The different stages of organising a monitoring system

Stage	Monitoring
Planning	Decide what information is needed (indicators), and who needs it. Decide how often the information should be collected. Decide how you can get it, and from whom. Assess implications for budget or planning. Decide who should be responsible for collecting it.
Preparation	Design and test any data collection records. Train staff who are responsible for monitoring.Inform project staff of the monitoring system.
Data collection	Collect the agreed upon information on a routine basis. Monitor the functioning of the system.
Analysis and check	Compare collected data with agreed indicators, and note differences. Identify any other issues. Look for cause of any problems, and identify options for action.
Reporting of results	Document data and findings. Provide feedback to project management, implementers, clients and other stakeholders.
Use of results	Use results to improve management and implementation of project.

Setting up a monitoring system takes time, money and resources but, if done correctly, your project will benefit significantly from it. Determining the right system means finding the answers to these key questions:

- Who should monitor?
- What should they monitor?
- When and where should monitoring take place?

These issues are dealt with below. (Annex 2 includes an example of how to develop a workplan to monitor an MRE programme or project.)

4.1 Who should monitor?

4.1.1 Victim surveillance and MRE personnel

All field personnel should understand that monitoring is part of their day-to-day work. It's an integral element, not an optional extra, if the organisation is serious about monitoring. This means their community profiles and reports should always have a monitoring component when they revisit an area they have addressed previously.

But it will also be important that these reports are checked and analysed by others in the organisation. It will also be desirable (though potentially fraught with difficulties) to have field teams check each other's work in say one in 10or at least one in 20 communities visited.

4.1.2 Information management level

In addition, at the levels of data editing, analysis and entry onto the database, monitoring should also take place. Have the victim surveillance forms been completed correctly? Are they consistent with the community profiles and reports? What trends are apparent? Are they consistent with the project plans?

4.1.3 A monitoring officer?

Thus, some organisations nominate a part- or full-time monitoring officer, who is put in charge of coordinating and managing the issue internally and externally with other mine action bodies and organisations. Such a person could also produce quarterly monitoring reports for donors and other relevant bodies, such as the national mine action centre or the national mine action authority.

4.2 What should they monitor?

Section 3 above addressed these issues in some detail. In brief, MRE field personnel should have primary responsibility for monitoring the five major issues we identified in the areas they cover:

1. Behavioural change;
2. Victim surveillance;
3. Victim assistance;
4. Humanitarian demining;
5. The mine and ERW environment.

Their work should also be analysed and cross-checked by senior management, especially if a monitoring officer is not nominated.

4.3 When and where should monitoring take place?

Returning to communities already visited (whether it is the original field team or a different, monitoring team) is potentially problematic because of the dangers

of creating "survey fatigue". However, repeat visits will be critical in the case of new victims or new contamination. They are also important otherwise for monitoring purposes, to look at behavioural change, new clearance and the success of victim assistance.

Experience will determine how best — and how often — to address this issue. Where repeat visits are impossible, for whatever reason, available media reports will have to serve as a basis for monitoring.

4.4 What does a monitoring system need?

The basis of any effective monitoring system is a well-thought-out project plan. That means:

- A plan that is based on the best available assessment of needs…
- That has concrete and realistic goals and objectives…
- That identifies indicators to measure performance… and
- Allocates resources to monitor their achievement.

In short, the project plan should contain a monitoring plan. The monitoring plan will:

- Identify what is to be monitored…
- By whom…
- When…
- Where… *and*
- What will happen to the results of the monitoring.

This last issue is addressed in Section 5.

4.5 Indicators

But let us return first to the issue of indicators. What is an indicator? Put simply, an indicator is a sign of change. Project personnel should use indicators to assess whether a project is achieving its objectives, and what impact the activity has had on the different groups of people affected by the work. The impact can be positive or negative.

A lot of time is spent in development circles developing indicators to measure performance, much of it unnecessarily. To date, as we mentioned above, MRE projects and programmes have not been particularly good at identifying, monitoring and reporting against indicators of *impact*. More often, programmes have chosen to measure success against indicators of process or efficiency — how many posters or T-shirts have been printed, for example — since these are much easier to identify and determine.

As a result it has been very difficult to prove the success of MRE programming, and this has implications for the credibility of the sector, and the availability of future donor funding. Many projects have either not identified indicators of success or identified poor indicators that do not measure impact.

The choice of indicators is often seen as one of the most crucial steps in identifying the impact a project has had, but there is no agreed method for doing so. Different projects and programmes have used different approaches when evaluating programmes and using indicators.

Indicators of impact are usually most effective when using both quantitative and qualitative measures. It is therefore essential to know not only ***how many*** MRE trainers have been trained, but ***how well*** they use that training; not just how many times a week they deliver MRE sessions, but the quality of the sessions.

Since MRE seeks to change behaviour it is best to try to measure behaviour rather than feelings — i.e. what people ***do*** not what they ***think***, or say they think. It may be best therefore to develop indicators that rely on observation of what people do and how they do it.

Ideally indicators — like objectives — should be **S**pecific, **M**easurable, **A**chievable, **R**elevant and **T**ime-bound, i.e. **SMART**. This is not always possible, but this is what you should seek to achieve.

It may be possible to determine issues of quality through a series of quantitative indicators which, when added together, while not guaranteeing quality, make the delivery of effective MRE more likely, and give a general qualitative picture.

For example, an assessment of the quality of training will largely depend on the answers to questions such as:

- How long was the training the field teams received?
- How much of this time was spent in practical rather than theoretical activities?
- How much time was spent discussing (and undertaking) participative methodologies?
- Once trained, how often are the field teams visited, mentored, supplied and supported?
- How have the tools and methodologies been developed — locally or from the outside?
- How often and how long were the tools field-tested to ensure they gave the intended message?

Likewise, quality delivery will probably depend on:

- The average size of the group being provided with MRE information;
- How long the field teams and personnel spend in the community;
- How much time is spent identifying and accessing the most at-risk group;
- How much time is spent assessing the true nature of the problem the population face;
- How much time is spent assessing why people are hurt;
- How much time is spent in question and answer sessions rather than lectures;
- How many different techniques are used to get the message across;
- How much time is spent analysing alternative means of reducing risk (e.g. fencing, developing alternative resources, etc.);
- How often are the needs of the community and the objectives of the programme reviewed to ensure that information provided and activities undertaken continue to respond to need.

In selecting indicators it is important to check:

- Does each input, output, outcome and impact have at least one indicator?
- Does each indicator measure some important aspect that no other indicator has covered?
- Is each indicator SMART?

Box 2. Good indicators are SMART

One way to have good indicators is to make sure they are S-M-A-R-T.
***S**pecific* — **the measured changes should be expressed in precise terms and suggest actions that can be taken to assess them.**
***M**easurable* — **indicators should be related to things that can be measured in an unambiguous way.**
***A**chievable* — **indicators should be reasonable and possible to reach, and therefore sensitive to the changes the programme might make.**
***R**eplicable* — **measurements should be the same when made by different people using the same method.**
***T**ime-bound* — **there should be a time limit within which changes are expected and measured.**

In selecting which indicators to use, it often helps to go through the following steps:

- Brainstorm a list of all possible indicators you **could** use for each programme objective and each output;
- Delete those which are unsuitable, impossible to use, not available, or too expensive to collect;
- From the remaining list, select just enough indicators to allow you to judge progress and effect.

This last point is important. If you select too many indicators, you create more work than necessary in collecting them, and you will have a lot of data to analyse. Never choose an indicator just because it is available. As discussed previously, only collect information you really need.

After selecting the indicators, check the following points:

- Does each output or objective have at least one indicator?
- Does each indicator measure some important aspect that no other indicator measures? (a few good indicators are better than a lot that have no focus);
- Does each indicator meet the criteria given?

After checking each indicator, and making a final list, look at the output indicators, and decide:

- Can you get them from normal sources, or is special data collection required?
- Who should collect the information?
- How that should be done?; and
- How often is it needed?

In sum, indicators should be:

- Limited in number to meet your information needs;
- Comprise a mix of quantitative and qualitative;
- Be practical to collect and not dependent upon experts, and, most importantly;
- Tell us something about the project to enable us to manage for impact.

4.5.1 Types of indicators

Indicators may be related to a number of issues, including process (i.e. reflecting the level of success of project or programme plan implementation), and impact

(i.e. related to how the project or programme has made a difference to the lives of the beneficiaries).

Process indicators

Process indicators are used to provide information about the implementation of activities and use of resources. Essentially, they are used to show the volume, efficiency and quality of work that has been undertaken. An example is included in Table 3. Each set of activities should have its own corresponding process indicators. In this way, regular monitoring of process indicators will help highlight difficulties in implementation and allow activities or workplans to be modified before it becomes too late.

Table 3. Example of process indicators

Project description	Process indicators	Means of verification
Activity		
Printed leaflets disseminated and available at information booths along return routes.	Sufficient quantity of leaflets are available. Leaflets available in all designated information booths along the transit route.	Field visits to booths along transit routes.

Impact indicators

Impact indicators are concerned with the longer-term effects of the programme and this usually corresponds to the programme goal. For example, a programme aiming to reduce the incidence of ERW non-intentional accidents would assess changes in behaviour as part of outcome monitoring whereas impact monitoring would assess the incidence of accidents.

Table 4. Example of impact indicators

Project description	Impact indicators	Means of verification
Goal		
To increase awareness of the landmine/ERW threat in adult IDPs returning along the transit route to Ghazal.		
Activity		
Printed leaflets disseminated and available at information booths along return routes.	IDPs returning along the designated transit route are aware of the landmine/ERW threat in Ghazal.	Interviews. Focus group discussion. Surveys. Observation.

Annex 3 includes a review of monitoring methods and Annex 4 describes sampling and related methods.

4.6 Monitoring reports

It is critical to document the results of monitoring efforts. This obligation rests first and foremost on the field staff working directly with affected communities, but synthesis of key findings, such as changes in the mine and ERW environment,

changes in risk-taking behaviour or at-risk groups, and variations in communication methodologies must all be reported on in writing by middle and senior management within each MRE project or programme.

4.6.1 Monitoring reports by field staff

Field staff must be clear that monitoring is an essential part of their work, not an optional extra. This obligation extends across the five main issues to be tracked by an MRE project or programme:

1. Risk-taking and behavioural change;
2. Victim surveillance;
3. Victim assistance;
4. Humanitarian demining; and
5. The mine and ERW environment.

It is always possible — but not necessarily desirable — to prepare standardised monitoring forms for these visits, because monitoring should be tailored to the specific situation of each affected community. Thus, if a village profile has already been prepared for a given community (*see Guidebook 2 for details*) and the field staff — or their supervisors — are returning to that community, a monitoring report will obviously focus on identifying changes in any of the key issues identified in the original profile, such as the identity of particular at-risk groups or the type and extent of risk-taking behaviours.

Moreover, the key to ensuring that monitoring reports are read is to keep them brief: concentrate on ***quality*** of observation and analysis not the ***quantity*** of data as a general rule. (Moreover, if monitoring obligations are too onerous they are unlikely to be sustained.) Based on an analysis of the reasons for the changes that have been observed, MRE efforts, including community liaison work, should seek to respond swiftly and effectively to the new situation.

4.6.2 Monitoring reports by middle and senior management

If they are to perform their work correctly, middle and senior management within an MRE project and within regional and national mine action centres should take a keen interest in the results of monitoring. This means that monitoring reports by field staff must be read and discussed with field staff as soon as possible after they are received and the findings analysed and passed on to others.

If, for example, a pattern of behaviour emerges from the monitoring reports across any given region, this information must be disseminated — normally by the relevant MAC — to all concerned bodies and organisations across the country. Such organisations will often include those engaged in demining or victim assistance as they may need to adapt their project focus in response to, for instance, increases in forced risk-taking behaviour in a given region or lack of access to rehabilitation services.

4.6.3 Storing and analysing the results of monitoring

It is not certain that IMSMA will be used by implementing organisations to store the results of their internal monitoring so they may need to construct a specific

database for the purpose. Such a database does not, though, have to be complex or expensive (*see, for instance, Guidebook 2 for details of epiInfo available to download online free of charge*). If — as is recommended — village profiles are stored and analysed electronically as well as manually by each organisation, that database would be a logical place to include the monitoring data.

5. What do we do with the results of monitoring?

5.1 Why do we need to do anything with the results?

Ultimately, the value of monitoring is realised only through the *use* of the monitoring data. Collecting numbers — even the best numbers —or constructing the perfect indicators is useless unless data are reviewed and interpreted and then fed back into the decision-making process. Monitoring should consistently be applied to problem-solving within the ongoing project and any decision about its orientation and future.

So, we need to feed into our monitoring system and plan the decisions we take about how the monitoring will:

- Change the focus of our project or programme;
- Be reported to donors and supporters; and
- Feed into any project or programme evaluation.

5.1.1 Changing focus

As we have seen, we use our monitoring to improve our project. That means, defining and refining *who* we target, *where* we target them, *with what communication and other approaches and messages*, and *when*. It will also help us to select partners in our work in reducing the impact of mines and ERW.

5.1.2 Reporting to donors

In short, be honest! Donors appreciate it, as we all do. No one expects any project to be perfect (and will be very suspicious if such claims are made). Just having a proper monitoring system in place will already be immensely impressive.

Actually using the results will raise their esteem of your organisation and your project even further.

5.1.3 Feeding into evaluations

This is actually an extension of the previous two issues. If we have an effective monitoring system in place, an evaluation will be relatively straightforward, and is all the more likely to be very positive. The issue of evaluation is addressed in *Best Practice Guidebook 8.*

5.2 Reporting and feedback systems

Findings from monitoring have many different audiences — beneficiaries programme managers, donors, government bodies, implementing partners and other stakeholders — and each group may have different information needs. Stakeholders will want to know how the project is progressing and how it is changing people's lives for the better. Managers and implementing partners should want to know how they can solve newly identified problems.

Reach an agreement with the different stakeholders on who needs to receive what kind of programme monitoring information. You need to consider issues such as accountability, advocacy and action-orientated audiences. Know what you expect from your audience in return for communicating with them (for example, commitments to funding or action) and then tailor the content and form of your presentation to meet the needs of the programme and your audience.

A good strategy for communicating the results of your monitoring can generate more support and commitment to your programme and is a worthwhile investment.

A key task is to check that your findings are correct. So try to organise feedback sessions with stakeholders to verify the findings, which can also be a good opportunity to analyse implications and agree on action.

When presenting information for feedback and action there are a number of factors to consider, including:

Ensure clarity of message for specific audiences: different audiences will need the information in different ways with different emphasises; for example, at the strategic and management level, a general overview of programme progress and problems is required, whereas at the implementation level more detail may be required to help implement day-to-day tasks.

Arrange the frequency of presenting information: often this will coincide with decision-taking meetings;

Ensure timeliness: information should be presented while there is still momentum and possibility to act on the information gathered.

Ensure that the location of feedback sessions enables those you want to reach to participate.

Use visuals to present information: this may help to facilitate accurate analysis.

Keep focused: plan sessions around indicators selected and how the information gathered relates to the indicators selected.

Use appropriate media for the audience: this may include written reports, oral reporting, newsletters or visual reports.

Annex 1.
Guiding principles of good practice in monitoring

The IMAS highlight a number of principles that should always be considered when planning, preparing and undertaking monitoring activities. These are reviewed below

The IMAS guiding principles

Stakeholders should be fully involved

The purpose of a monitoring system should be established in agreement with all relevant stakeholders, and results shared with them in the most appropriate manner. All key stakeholders should be identified and consulted about their information needs as well as the best way to communicate information related to these needs, during the programme/project start-up phase.

MRE should be well coordinated

Organisations conducting MRE interventions should coordinate with other stakeholders in developing the monitoring systems, sharing and dissemination of results and lessons learned and, importantly, to avoid duplication of effort. Where available, secondary data (that is, data collected by others) can also be used, providing they have been checked for validity and accuracy.

In the planning phase and through ongoing monitoring, the programme or project should also aim to identify potential partners to maximise its impact.

MRE projects and programmes should be integrated

MRE programmes should gather from and share information with agencies both within the mine action sector and from those in other relevant sectors, for example, public health, education and social welfare.

Where a national coordination body exists, monitoring results should also be reported to, and integrated with, the national database. Data on suspected mine- or ERW-contaminated areas, or concerning mine victims should be widely shared with all relevant government and non-governmental bodies and organisations.

Communities should be empowered to participate in MRE

Where possible, monitoring systems should aim to enable community participation and empowerment and actively involve the primary client group. Where feasible, methods to ensure community involvement and participation should be included in the monitoring plan, and participatory approaches to monitoring and data gathering should be used wherever possible to assist in promoting community ownership of the MRE project or programme.

Information should be managed and exchanged

Monitoring plans should draw on existing information and, where available, use nationally designed data collection forms. Monitoring information should be gathered from a range of stakeholders — including national and local authorities, programme managers and members of the affected community (village leaders, village elders, ex-combatants, women's groups, village deminers, teachers, out-of-school children, religious representatives, etc.).

Interventions should be appropriately targeted

The monitoring system should address the different needs, vulnerabilities and expectations of the different sub-groups within the client group and take account of culture, gender, and age.

MRE should use appropriate educational approaches

Monitoring systems should gather information relating to the existing skills and capacities, knowledge, attitudes, structures and practices that may be relevant for the project and that may impact on both the implementation of the programme/project and the implementation of the monitoring system.

As with other components of programmes, information and "lessons learned" through monitoring should inform the subsequent design and content of safety messages in a mine- or ERW-polluted environment.

Implementers should be properly trained

Those involved in data gathering for monitoring should be trained and fully versed in the monitoring procedures to ensure that they understand the reason for collecting the data, how it will be analysed and used, and the ethics of data gathering. They must also be aware of the safety standards that should be followed when conducting field monitoring activities.

Annex 2.
An example of how to develop a workplan to monitor an MRE programme or project

Performance question	Information needs gathering	Baseline information	Data gathering	Planning and resources	Information use, analysis and reporting
To what extent has the target population absorbed the project's MRE messages?	Changes in the total percentage of people who are able to demonstrate a knowledge of risk reduction behaviours promoted by the project (disaggregated by age and gender). Reasons for change (monitor factors that influence behaviour, for example changes in the price of scrap metal).	KAP survey undertaken prior to project implementation.	Sample KAP survey. Semi-structured interviews with project clients. Interviews with project staffconducted at project start-up, mid-term, project completion and three years after project completion by monitoring and evaluation unit.	Review of existing KAP surveys and monitoring forms. KAP to be included in project needs assessment. MRE adviser employed for one month to assist with developing KAP and interview tools.	KAP survey and interviews to be compared with project staff observations, Participatory Rapid Appraisals. Report at end of year review.

Annex 3.
Monitoring methods

A stakeholder analysis

Purpose

To determine whom to try to involve in designing the monitoring system and what information needs should be considered.

Method

1. Clarify the main purpose of the stakeholder analysis and agree on the criteria for assessing the stakeholders. Your main purpose should be to "ensure all key players are included in developing the monitoring system".
2. List all the people who you think match your criteria. Various methods may be used, for example brainstorming, interviews with key informants, focus group discussions.
3. Classify the stakeholders criteria, e.g. people who fund the project, people who implement the project.
4. Decide how to best involve people by asking the different groups how they can be involved and what their information needs are.

Documentation review

Purpose

To understand the historical performance and evolution of the project through its documentation (e.g reports, correspondence, photographs). It can provide baseline information on certain indicators as well as helping to understand how and when certain decisions were made.

Method

1. Decide what questions you need to answer through the documentation review.
2. List all possible sources of information.
3. Prioritise those that are likely to be most useful in a cost- and time-efficient manner.
4. Collect this information and check its reliability. Note any contradictory information and analyse the information in relation to the question you

are trying to answer.

5. Identify where you still have information gaps or where contradictory information needs to be checked and select another data-gathering method to fill the gap.

Direct observation

Purpose

To obtain useful, timely information about what people do — to help make decisions on improving performance or for generating insights that can serve as a hypothesis for more research.

Method

1. Agree on a conceptual framework and guidelines for what information needs to be collected.
2. Choose an observer or a group of observers.
3. Collect and record data as agreed.

Questionnaires and surveys

Purpose

To gain data from a large number of people in a structured way and according to specific questions, often to allow statistical analysis.

Method

1. Agree on the purpose and information needs of the survey.
2. Decide on the questions and format of the survey in order to meet the information needs.
3. Questions can be closed, semi-closed or open ended and many surveys include a combination.
4. Ensure that the questions will give you the information you need and can be analysed properly.
5. Agree on who should be included in the survey and the sample.
6. Train people in use of the questionnaire.
7. Pre-test the interview questions to ensure they are appropriate, give the information you need and can be analysed as agreed.
8. Collect and analyse the information.

Semi-structured interviews

Purpose

To gain information from individuals or a small group of people using a series of broad questions which allow for further questions to be raised. Semi-structured interviews can be critical to gaining an in-depth understanding of qualitative issues.

Method:

1. Agree on purpose and information needs and formulate an interview checklist of open-ended questions. The questions should allow interviewees to answer the questions through discussion.
2. Agree who should be interviewed, how many people should be included in the sample, how they should be selected and whether the interviews will be with small groups or individuals.
3. Train people in how to use the question guide. It is important that training also focuses on communication skills including effective listening,

summarising and checking information and asking more in-depth questions based on the information provided in the discussion.

4. Pre-test the interview questions to ensure they are appropriate, give the information you need and can be analysed as agreed.
5. Collect and analyse the information.
6. In semi-structured interviews it is best if there are two people, one to conduct the interview, the other to observe and record (including the dynamics of the interview).

Case studies

Purpose

To document the life story or sequence of events over time of a person, family, household or community in order to gain a better understanding of the programme's impact.

Method

1. Define purpose and information needs.
2. Decide how you are going to select the sample.
3. Decide how you will collect the information. If you are doing a household case study, for example, you may interview a number of different people in the household.
4. Develop the question checklist that will guide the case study.
5. Repeat the discussions frequently to allow you understand changing conditions. Note, however, that the process of regularly interviewing people can itself contribute to change.

Focus group interviews

Purpose

To collect general information, clarify details or gather opinions from a small group of people. For monitoring, it is a good tool for learning about opinions and assessing the quality of the services provided.

Method

1. Define purpose and information needs and develop the question guide.
2. Determine the size of the participant group (usually 6-10).
3. Present the questions and allow time for discussion of each question.
4. Take detailed notes of the discussion.
5. Focus group discussions are best conducted in pairs with one person acting as the facilitator and one as recorder/observer.

Ranking

Purpose

To generate ideas and come to a consensus in developing a ranked list of problems, solutions, issues or actions.

Method

A. Pairwise ranking

1. Develop a list of problems, solutions, issues or actions to be ranked. In the example below participants have listed some of the problems in their village.

2. Write or draw the items across the top of a large sheet of paper or in the ground. Also write the same list down the left-hand side, as in the example below.
3. Draw lines to make a matrix, as in the example.
4. Start with the top right-hand square. Participants compare the two items, in this case accident and lack of water, and decide which they prefer or is the most important. The item preferred is put in the square.
5. Move from square to square in the same manner. Two items which are the same cannot be compared and so the square is left blank.
6. When all items have been compared the preferences for each item are added up. In the example below lack of water is considered the most important.

Problems	Accident	Lack of water	Lack of land	Animals die
Accident		Lack of water	Lack of land	Animal die
Lack of water			Lack of water	Lack of water
Loss of land				Lack of land
Animals death				

B. Ranking

After a list of the main problems has been made, we can use problem ranking with groups of people to prioritise problems.

1. Develop a list of problems, solutions, issues or actions to be ranked. In the example below participants have listed some of the problems in their village.
2. Write or draw the items across the top of a large sheet of paper or in the ground.
3. Ask participants to rank the problems. Five is the most important, one the least important.
4. The outcomes should be compared by male and female groups for differences in identified need and solutions.
5. The outcomes should also be discussed with local leaders/officials to gain agreement on the land use.

For example:

Problem	Person A	Person B	Person C	Person D	Person E	Total score	Rank
Low rice production	5	4	5	4	3	21	1
Poor access clean water	4	5	4	3	4	20	2
Livestock disease	2	3	2	5	5	17	3
Insufficient rice	3	2	3	2	2	12	4
Poor access to markets	1	1	1	1	1	5	5

Spatially distributed information

1. Transect walks

Purpose

To take a structured walk through an area to observe particular indicators. It can be used to discuss and document problems and opportunities related to the physical geography and topography of a community.

Walking through the community with local community members as guides provides an opportunity to understand community life and to find out more about how mines/ERW are impacting the community.

Method

1. A couple of key informants are selected to walk a particular route with the data gatherers. The informants should live and or work in or near the contaminated area.
2. With the informants, decide on a route for the transect. This could be through a specific area or simply from one side of the village to the other.
3. The chosen route should be one that is used by local community to access resources/facilities.
4. Gather information using direct observation and discussion with informants of what they are seeing (soils, rivers, crops, housing, etc.) — and stop to talk to people on the route.
5. Data gatherers record the route as they walk. They should observe, ask questions and listen. The aim is to discover problems and opportunities related to what they see, and note contrasts and changes.
6. Data gatherers and informants should walk directly to the furthest point of the transect and then ask questions along the more leisurely return walk. This increases the chances of actually reaching the outermost point of the walk. The team should observe their surroundings and ask questions related to issues on the checklist.

2. Mapping

Purpose

To provide a visual representation in a particular geographical context.

Method

1. Ask an individual or the group to draw the boundaries of the geographical unit being discussed. This can be represented on paper or in the earth, but remember you will need a paper copy for comparative analysis.
2. The individual or the group then draws in the landmarks.

Time-based change

1. Seasonal calendars

Purpose:

To explore and record data for distinct periods of time (e.g. month, season, year) to show cyclical changes over time.

Method

1. Clarify the indicators selected and decide the period of time to be used.

Construct the calendar either horizontally or as a circle according to the unit of time chosen.

2. Timelines

Purpose

To understand changes relating specifically to the points of interest and chosen indicators, or to promote discussion to find out if changes are due to the programme's interventions.

Method:

1. Agree the indicators/events which are important.
2. On a large piece of paper draw rows and columns to make a matrix. List dates going along the top, for example, "today", "5 years ago", "10 years ago".
3. Write in the topics of interest along the side, for example, key events relevant to the chosen indicators.
4. Work with a group to fill in the matrix. Facilitate a discussion on how people view the changes with respect to the issues listed.
5. You may list another column for the future. In this category people identify what they would like to see change and what targets they have for the issues discussed.

Linkages and relationships

Impact flow diagram (or cause/effect)

Purpose

To understand the causes or reasons for a particular problem or issue, or to identify impacts of a particular change. It can help broaden understanding about impact, including positive, negative and unexpected change.

Method

1. Put the topic with a symbol, picture or words in the centre of the group (on the ground or a large piece of paper). To work well, the topic should be specific, not as broad as "ERW", for example. The topic can be a project activity, an event, trend or phenomenon.
2. Ask what happened as a result of that activity/trend/event. The answers both positive and negative are the consequences of that activity/trend/event and are noted as symbols or as words. Try also to probe for indirect consequences.
3. For quantitative information questions can be asked about amounts related to each impact identified.

If several flow diagrams are made with different groups and aggregation is required they can be compiled into a single diagram which can then form the basis of discussion. Colour coding can help to identify which group identified which effect.

Annex 4.
Sampling and related methods

Normally it will not be possible to gather data from the entire population that you are interested in. The group may be too big for example or you may have insufficient resources or time. In this case you need to select a sample that is representative of the population you are interested in, in order to draw conclusions about the whole population. To do this you will require some statistical tools to determine how representative your data are and therefore how reliable information from your study is. If your sample is too small for example or biased, then your data will be less reliable and the value of your conclusions limited.

In choosing sampling-based methods three factors need to be considered:

Clarify your sampling frame. A sampling frame is a description of all the possible individuals you could choose to sample. To do this you need to first specify the sampling unit, for example, all households in village x.

Decide on appropriate sampling size. The sample size can greatly influence the validity of your data. Determining sample size depends on a number of factors including the size of the population you are interested in, available budget and resources, number of sub-groups within the population, the desired level of confidence you would like to have that the data are within a given margin for the population and the maximum allowable sampling error which you are comfortable with. Sampling error refers to the likelihood of your sample being representative and not biased. Sample size and error are calculated through statistical formulas (*see for example Guidebook 2 for guidance on sampling*).

Select your sampling method. Once you have determined your sample size, there are two main methods you can choose from: random or non-random sampling. The choice will depend mainly on the type of information you are looking for. For quantitative data random sampling is best and involves a clearly defined set of procedures using a list as the sampling frame. This gives everyone an equal chance of being selected through random sampling methods. Non-random sampling, on the other hand, is more often used with qualitative data collection. This involves more the deliberate selection of people. One of the main differences between the

two methods is the risk of bias. In random sampling the risk is known and can be controlled, in non-random sampling bias is harder to manage and to quantify.

Random sampling

1. Start by numbering all units in the population you wish to study. So for example, all people, all households, all families. This is your sampling frame.
2. From the sampling frame choose who will be actually selected using one of the three methods below:
   - **Simple random sampling.** Select a random group of units (e.g. people, households, families) from the sampling frame by pulling names out of a hat or using a table of random numbers to correspond to specific units on the list.
   - **Systematic sampling.** Select a sample at pre-determined intervals (note this is not considered pure random sampling as it includes a pre-determined element)
   - **Stratified random sampling.** First divide the population into different sub-groups (or "strata") based on particular pre-determined characteristics. For example, age, sex, ethnic group, then a random sample is selected per strata, using the methods above.

Random sampling is often used for large scale monitoring. It is, however, resource-intensive and not always possible. Caution is needed in deciding to use non-random sampling as the margin of error may be too high to make the data useful.

Random sampling is not usually used when the population size is small as it is unlikely to be representative enough. In this case purposive sampling described below may be better.

Non-random sampling

There are two main methods: purposive sampling and quota sampling.

- **Purposive sampling.** This means selecting a sample based on one or two pre-determined characteristics. The aim is to collect information about people in the population exhibiting such characteristics. For example, you might want to talk only to adult males who tamper with mines/ERW. So your purposive sample would aim to create a list of these people on whom to focus your questions. A variation of this is cluster sampling. A number of units are selected from groups or clusters rather than on an individual basis. For example, first select a number of households at random. Then add other households to the sample by going to the nearest households to those chosen until the desired sample size is reached.
- **Quota sampling.** This is useful for making comparisons and for isolating one particular aspect to be monitored. It involves selecting a fixed and predetermined number of units that possess a particular characteristic which are compared to an equal number of people or units that are lacking in that characteristic. For example, you might want to compare a village

or district that has a large number of mine/ERWincidents to one which has similar levels of contamination but few incidents.

Geneva International Centre for Humanitarian Demining
Centre International de Déminage Humanitaire - Genève

unicef

IMAS Mine Risk Education Best Practice Guidebook 8

EVALUATION

International mine action standards

United Nations IMAS

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EVALUATION

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Contents

Foreword

Over the last few years the mine action community has taken major steps towards professionalising its mine risk education (MRE) projects and programmes. A central element in that process has been the development of international standards for MRE by UNICEF, within the framework of the International Mine Action Standards (IMAS), maintained by the United Nations Mine Action Service (UNMAS). In October 2003, UNICEF completed seven MRE standards, which were formally adopted as IMAS in June 2004.

The MRE component of the IMAS outlines minimum standards for the planning, implementing, monitoring and evaluation of MRE programmes and projects. The IMAS are largely prescriptive, advising operators, mine action centres, national authorities and donors on ***what*** is necessary for the development and implementation of effective MRE programmes. They do not, however, guide stakeholders on ***how*** they might adapt their programmes and projects to be more compliant with the standards.

To facilitate the implementation of the MRE standards in the field, UNICEF entered into a partnership with the Geneva International Centre for International Demining (GICHD) to develop this series of *Best Practice Guidebooks* to provide more practical advice on how to implement the MRE standards. A total of 12 Guidebooks have been developed, using expertise from a variety of different people, countries and contexts. The Guidebooks address a wide range of areas covered by the MRE IMAS, including:

- How to support the coordination of MRE and the dissemination of public information;
- How to implement risk education and training projects;
- How to undertake community mine action liaison; and
- What elements should be considered to implement effective MRE projects in emergencies.

The primary aim of these Guidebooks is to provide practical advice, tools and guidance to undertake MRE programmes that are compliant with IMAS. They are

also meant to provide a framework for a more predictable, systematic and integrated approach to risk education, and are intended for use by anyone engaged in planning, managing or evaluating mine risk education programmes and projects, such as government ministries, mine action centres, United Nations agencies and bodies, and local and international organisations. Donors may also find them useful in assessing proposals for mine risk education projects and programmes.

But while the Guidebooks seek to provide practical advice for the design, implementation, monitoring and evaluation of programmes and projects, they remain general in nature and will need to be adapted to each new situation in its specific cultural and political context. UNICEF and the GICHD hope that they will prove a useful tool in making mine risk education more effective and efficient.

In addition to being distributed in hard copy, the *Best Practice Guidebooks* can be downloaded free of charge from the Internet at *www.mineactionstandards.org* as well as the GICHD website *www.gichd.ch* and the UNICEF website *www.unicef.org*.

Introduction

Introduction to the Series

According to the IMAS, the term "mine risk education" refers to "*activities which seek to reduce the risk of injury from mines and ERW by raising awareness and promoting behavioural change, including public information dissemination, education and training, and community mine action liaison.*"[1] MRE is one of the five components of mine action. The others are: ***demining*** (i.e. mine and explosive remnants of war [ERW] survey, mapping, marking and clearance); ***victim assistance***, including rehabilitation and reintegration; ***advocacy*** against the use of anti-personnel landmines; and ***stockpile destruction***.[2]

The first two editions of the IMAS — in 1997 and 2000 — did not include MRE-specific standards and guides. In 2000, the United Nations Mine Action Service, the focal point for mine-related activities within the UN system, requested UNICEF to develop international standards for MRE. UNMAS is the office within the UN Secretariat responsible for the development and maintenance of international mine action standards. UNICEF is the primary actor within the UN in undertaking mine risk education.

In October 2003, UNICEF completed a set of seven MRE standards, which were formally adopted as IMAS in June 2004. The seven standards are as follows:

- ***IMAS 07.11: Guide for the management of mine risk education***;
- ***IMAS 07.31: Accreditation of mine risk education organisations and operations***;
- ***IMAS 07.41: Monitoring of mine risk education programmes and projects***;
- ***IMAS 08.50: Data collection and needs assessment for mine risk education***;
- ***IMAS 12.10: Planning for mine risk education programmes and projects***;
- ***IMAS 12.20: Implementation of mine risk education programmes and projects;*** and

- *IMAS 14.20: Evaluation of mine risk education programmes and projects*.

To facilitate the implementation of the MRE standards in the field, in 2004 UNICEF contracted the Geneva International Centre for International Demining to develop a series of best practice guidebooks for MRE programmes and projects.[3] The following 12 *Best Practice Guidebooks* have been developed:

- *1: An Introduction to Mine Risk Education*;
- *2: Data Collection and Needs Assessment*;
- *3: Planning*;
- *4: Public Information Dissemination*;
- *5: Education and Training*;
- *6: Community Mine Action Liaison*;
- *7: Monitoring*;
- *8: Evaluation*;
- *9: Emergency Mine Risk Education*;
- *10: Coordination;*
- *11: The Collected IMAS on Mine Risk Education*; and
- *12: Glossary of Terms and Resources*.

The *Best Practice Guidebooks* seek to address the particular needs of MRE as an integral part of mine action. Each Guidebook is intended to serve as a stand-alone document, although some include cross-references to other Guidebooks or to other sources.

Introduction to Guidebook 8

What do you think of when you hear the word "evaluation"? For many field staff, the word produces a feeling of fear or worry — perhaps someone will be looking into "your" project and trying to catch you out with questions asking why you did it this way and not another. Maybe they will tell your manager that you are not doing a good job, or perhaps they will not understand the difficulties you have had to deal with making the programme come this far and undermine your achievements. Maybe they will make you look foolish in front of colleagues or other organisations.

In addition, organising an evaluation — and providing whoever is conducting it with support when you are already busy with your "real" job — can feel like an irritating and unnecessary distraction. For all these reasons, evaluations often do not take place. And it is also for these reasons that many MRE programmes remain disorganised, poorly integrated, often wrongly targeted and with a limited impact. Remember: there is nothing wrong with making mistakes — as long as you learn from them. But repeating the same mistakes over and over again because you are worried about criticism is a big failure of management.

This Guidebook, then, focuses on evaluating MRE projects and programmes. It explains why evaluations are necessary, how they are useful and how they will help you — the field worker or project manager — improve what you do and how you do it.

The Guidebook provides MRE and community liaison staff with an overview on evaluation along with tools, tips and examples of good practice to assist in the preparation and implementation of an evaluation of MRE. It links closely to Guidebook 2 (*Data Collection and Needs Assessment*) and Guidebook 7 (*Monitoring*), and makes reference to these.

Layout of the Guidebook

Section 1 looks at the definition of evaluation and describes different types of evaluations.

Section 2 reviews guiding principles of good practice in evaluation.

Section 3 reviews good and bad reasons for evaluating your project or programme.

Section 4 discusses what issues should be evaluated.

Section 5 provides guidance on planning an evaluation, including issues of cost, time and who should be involved.

Section 6 addresses the difficult issue of developing and using indicators for evaluating MRE projects and programmes.

Section 7 reviews ways to analyse, report and make use of evaluations.

Section 8, the last in the Guidebook, offers advice on how to make sure an evaluation will be successful.

Four **Annexes** complete the guidebook. They include a checklist of principles for monitoring MRE projects and programmes; suggested skills needed within an evaluation team; issues to consider in drafting terms of reference for an MRE evaluation; and a suggested format for an evaluation report.

A glossary of abbreviations and acronyms, the IMAS definition of key terms, and a selected bibliography and list of resources for all the *Best Practice Guidebooks* in the Series can be found in *Best Practice Guidebook 12*.

Endnotes

[1] IMAS 04.10, Second Edition, 1 January 2003 (as amended on 1 December 2004), 3.157.
[2] *Ibid*., 3.147.
[3] For the purpose of the IMAS and these Guidebooks, a project is defined as an activity, or series of connected activities, with an agreed objective. A project will normally have a finite duration and a plan of work. An MRE programme is defined as a series of related MRE projects in a given country or area.

1. What is evaluation?

1.1 The definition of evaluation

What does the term "evaluation" mean? At its most simple, evaluation means assessing the value of something. In the case of MRE, it describes the process of helping people involved in an MRE initiative to assess whether what they are doing is useful, whether it can be improved and, if so, how.

The IMAS on MRE use a UNICEF definition and are a little more complicated, but say essentially the same thing. This definition describes an evaluation as being:

> "*a process that tries to determine as systematically and objectively as possible the worth or significance of an intervention or policy. The appraisal of worth or significance is guided by reference to defined criteria such as relevance, efficiency, effectiveness, impact and sustainability. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process of programme partners and donors. Note, the word 'objectively' is used to indicate the need to achieve a balanced analysis, recognising bias and reconciling perspectives of different stakeholders (all those interested in and affected by programmes, including beneficiaries as primary stakeholders) by using different sources and methods.*"[1]

Therefore, an MRE evaluation needs to:

1. **Be systematic:** collect and collate material in an organised, methodical and well-planned manner.
2. **Be objective:** assess performance against stated targets and achievements against the chosen indicators, and attribute results to interventions.
3. **Measure the worth or significance of the project,** using criteria such as relevance, efficiency, effectiveness, impact and sustainability (*see below sections 4 and 6 for further details*)
4. **Be credible and believable:** the results obtained must be trustworthy and reliable, as demonstrated by the methodology employed.
5. **Be useful (and used!):** an evaluation should provide the organisation with

the opportunity to learn from successes (to use in other situations) and difficulties or failures (to ensure that these mistakes are not repeated).

6. **Identify lessons learned:** by identifying problems and strengths and recommending appropriate remedial actions where necessary.
7. **Involve and recognise the needs of different stakeholders:** identify who the stakeholders are and obtain their perspective on the impact the programme is having.

Evaluations can either be qualitative or quantitative. Quantitative evaluations may look at, for example, the number of people reached by the programme, the number of products or services produced, or the amount of material resources available or required. It is often a very straightforward process to measure quantitative inputs or outputs such as the number of people present in MRE seminars.

However, programmes not only include factors that can be counted or measured, but also harder to measure aspects, which can influence success or failure in important ways. These would include people's behaviour, abilities, attitudes, values and motivations. These are the ***qualitative*** aspects of an evaluation — because they relate to the quality of what is being evaluated.

Qualitative factors are extremely important because they help to explain why an event or series of inputs may have different results in different places, and why it has particular strengths and weaknesses, problems and solutions, and expected and unexpected outcomes. These issues have an extremely important influence on the success or failure of a programme. Evaluations seeking to determine the impact of an MRE or community liaison programme on a target population should seek to look at the whole nature of the programme, and therefore seek to measure qualitative information (*see Guidebook 2 on data collection and needs assessment*).

Remember: understanding ***why*** a programme succeeds or fails is much more important than just believing it does…

1.2 Formative and summative evaluations

The IMAS MRE guides highlight two different types of evaluations: ***formative*** and ***summative***.

A ***formative evaluation*** is a type of process evaluation undertaken during the early stages of project implementation to provide information that can be used to guide and improve the project. It seeks to collects information on operations or processes so that modifications can be made. Formative evaluations are used to provide feedback to managers and other personnel about the project components that are working and those that need to be changed.[2]

A ***summative evaluation*** is one that assesses the results of a project and measures the outcome and impact of activities against stated objectives,[3] usually once the project is near its end. It provides a chance to generate an in-depth review of the successes and failures of the programme. A summative evaluation might be used:

- To measure whether the project was effective — what difference did it make to the target community?

- To look at the costs and benefits of the project (i.e. were costs reasonable when compared to the results achieved).
- To share experiences: to help others avoid similar mistakes or to promote successful methods.

1.3 Appraisal, monitoring and evaluation

A distinction is normally made between appraisal, audit, monitoring, evaluation and review.[4]

Appraisal is the critical examination of a proposal, on the basis of agreed selection criteria, before implementation or approval for funding. The process would involve asking questions such as:

- How has the problem (to be addressed) been identified?
- Does the proposed action address the problem?
- Do the people proposing to carry out the work have the capacity to do it?

Audit is an independent, objective assurance activity designed to add value and improve an organisation's operations. It helps an organisation accomplish its objectives by bringing a systematic, disciplined approach to assess and improve the effectiveness of risk management, control and governance processes. A distinction is made between ***financial*** auditing, which focuses on compliance with applicable statutes and regulations; and ***performance*** auditing, which is concerned with relevance, economy, efficiency and effectiveness. Internal auditing provides an assessment of internal controls undertaken by a unit reporting to management while external auditing is conducted by an independent organisation.

Monitoring (*see Guidebook 7*) is a continuous, methodical process of data collection and information-gathering throughout the life of a project. The information collected can be used for regular assessment of progress, so that adjustments can be made while the work is going on. Monitoring can also mean the systematic "tracing" of a particular condition (e.g. the cause, location or demographic of mine casualties) to identify trends. The changes that result from project activities can be identified, and if there are discrepancies between planned and actual progress, corrective action can be taken, including changing the plan of activity. Questions for later evaluations can be identified during monitoring.

Evaluation is a learning and management tool: an assessment of what has taken place in order to improve future work. Measuring, analysing and interpreting change helps people to determine how far objectives have been achieved and whether the initial assumptions about what would happen were right; and to make judgements about the effectiveness, efficiency, impact, relevance and sustainability of the work. Evaluations will use information collected during monitoring, but may need other information as well. It often uses "baseline information" — information collected at the very beginning of the project and against which progress can be measured.

Review is an assessment of the performance of an intervention, periodically or on an *ad hoc* basis. Frequently "evaluation" is used for a more comprehensive and/or more in-depth assessment than "review". Reviews tend to emphasize operational aspects. Sometimes the terms "review" and "evaluation" are used as synonyms.

Crucial to effective evaluations are clear statements of intent: what the project wishes to achieve and how. Without these being in place from the start it is difficult for an evaluation to determine progress and impact. It is therefore important that projects start with a sound understanding of the roles and responsibilities of all stakeholders in the project, and a firm knowledge of the risk activities and causal factors that place the local civilian population at risk of injury from mines or ERW.

Ideally, everyone with an interest in the project (the stakeholders), including the funding agency, the NGO or implementing body, and the "target" population should identify and agree on criteria for assessing the progress of the project. This means jointly selecting indicators which will show that change has taken place. During the life of the project it is possible, and also desirable, that criteria and indicators evolve and change in response to experience gained and changing objectives. The appraisal stage of a project should also involve the consideration of different options for addressing the problem. This is the point at which monitoring and evaluation expectations of the different stakeholders involved should be negotiated and agreed.

In terms of timing within the project cycle, monitoring and evaluation are distinct from appraisal, but all three can use similar approaches and methods for gathering and analysing information. Although monitoring and evaluation are different processes, at times they merge. If monitoring systems work well, evaluation is necessary less often, and when it is necessary, it is easier to carry out.

Endnotes

[1] UNICEF (2001), *Programme Policy and Procedures Manual*, UNICEF, New York.

[2] See UNFPA (United Nations Population Fund) (2004), *Programme Manager's Planning Monitoring & Evaluation Toolkit, Tool Number 1: Glossary of Planning, Monitoring & Evaluation Terms*, Division for Oversight Services, UNFPA, New York, available at: *www.unfpa.org/ooe/toolkit/glossary.pdf*.

[3] *Ibid*.

[4] See for instance the *Glossary of Key Terms in Evaluation and Results Based Management*, published by the Development Assistance Committee of the Organisation for Economic Cooperation and Development (2002).

2. Guiding principles of good practice in evaluation

The IMAS highlight and promote good practice and principles that should always be considered when planning, preparing and undertaking an evaluation. These are summarised below. A list of useful issues to consider when planning for an evaluation is included in Annex 1.

2.1 IMAS guiding principles of good practice in evaluations

Stakeholder involvement

The purpose of an evaluation should be established in agreement with all relevant stakeholders, and results shared with them. This is particularly applicable for data collected from the affected communities themselves. You need to consider who these stakeholders are, and how and whether they can all be included in the evaluation process you are undertaking — especially when you consider the time and resources you have available.

Coordination

Organisations conducting MRE projects should be committed to coordination when planning and undertaking an evaluation. In particular, they:

- Should use information from existing assessments, when available, to avoid unnecessary duplication. If using secondary data, it should be checked for accuracy;
- Should share the results of their own assessments. In particular, they should provide information feedback to the national mine action authority, if there is one; and
- May consider joint needs assessments.

Integration

In order to ensure integration of MRE with other mine action activities as well as those of other relevant sectors, an evaluation should gather information not

only from MRE and mine action organisations but also from other relevant organisations and authorities (e.g. police, health, social welfare and agriculture sectors, civil society organisations, hospitals and rehabilitation centres). All information obtained, for example on suspected mine/ERW contaminated areas, or concerning the needs of mine victims, should be shared with the relevant bodies and organisations, either by the organisation gathering the information or through a national mine action authority, where this exists.

Community participation and empowerment

Where possible, the preferred process of an evaluation is one that actively involves the at-risk community. Methods to ensure community involvement and participation (in the assessment itself as well as in the proposed projects) should be a concern in planning an evaluation. Participatory approaches should be employed where possible to generate interest and ownership at the community level from the outset.

Information management and exchange

Organisations conducting MRE evaluations:

- Should draw on information from existing sources;
- Should use terminology and categorisations consistent with the national mine action information system and, where applicable, use nationally designed data collection forms;
- Should make use of all appropriate informants, such as village MRE committees, village elders, ex-combatants, women's groups, village deminers, teachers, out-of-school children and religious groups.

Appropriate targeting

The evaluation should address the different needs, vulnerabilities and expectations of various groups and should be sensitive to issues of culture, gender, and age. A review of existing social networks, key community opinion leaders and local development committees should be included.

Education

The identification of local needs and capacities connected with education and message delivery should be considered when undertaking an evaluation. The design of safety messages, and where applicable the curriculum, should be based on information collected during the needs assessment and subsequent monitoring and evaluation findings to enable the teaching of valid behaviours known to reduce mine/ERW risks.

Training

The training provided to staff conducting evaluations should ensure that members of staff:

- Understand the reason for collecting the data and how they will be analysed;
- Are aware of the safety standards to be applied when conducting evaluations and are not put at unnecessary risk; and

- Are provided with comprehensive, ongoing training, particularly in relation to norms and ethical standards for collecting data and conducting evaluations.

3. Why evaluate?

One of the simplest ways to think of an evaluation is to think of it as a map for a journey. You use it to see where you are, to measure how far and how fast your programme is going, and estimate when or if you are likely to reach your destination objectives. If you don't frequently look at your map, you don't know whether you are on the right road, whether you will get to where you want to go, or how long it will take you.

3.1 Good and bad reasons for evaluating your project or programme

There are four good reasons for undertaking an evaluation of a project or programme:

1. To improve performance;
2. To enhance accountability;
3. To improve communication among stakeholders; and
4. To improve learning and empowerment.

Improving performance

- Evaluations should guide ongoing projects: participants should review achievements and shortfalls, and produce a series of recommendations for improved implementation based on these observations. Lessons learned should feed back into the planning cycle.
- Evaluations should also be able to develop lessons for completed projects so that these can be used to guide future strategies as well as similar projects and programmes elsewhere.
- Implementing agencies need information internally to compare the successes and failures of the various activities they undertake.
- Donor agencies seek to ensure quality and value for money. Evaluations help them to determine the effectiveness of their interventions.

Enhancing accountability

- Implementing agencies and donors can use evaluations to improve the manner in which they communicate about objectives, strategies, achievements and shortcomings with donors, beneficiaries and governments. Implementing bodies can use the existence of an evaluation to highlight MRE or community liaison concerns, successes and trends.
- Evaluations should justify (or not) the allocation of scarce funds by donors, and the allocation of scarce time and effort by all project participants.
- Evaluations can build support for specific kinds of spending, provided that it shows meaningful results (for example, that MRE represents good value for money when effective and well targeted).
- Donors want to know that their support is having a positive effect — greater openness about achievements and failings can help build trust and reduce criticism.

Improving communication

- Evaluations can promote improved communication among various stakeholders on a project: local communities, project staff and donors.
- Different stakeholders will have different views and demands, and an evaluation provides an opportunity to stand back, examine, and discuss these further.

Improving learning and empowerment

- Rather than just being a commentary on the programme, evaluations can and should be part of the learning process through which project participants develop new skills. As such, evaluation can be an effective form of participation and even an end in itself.
- Involvement in evaluation can result in increased motivation to participate in planning and implementing future activities.
- By assessing impact and problems, participants in evaluation enhance their own analytical and critical ability.
- Self-evaluation can allow participants in MRE projects to see for themselves the impact the project is having — and therefore encourage them to ensure it remains a success.
- Project staff can improve their planning and implementation skills through participation in the evaluation process.

Bad reasons for evaluation

However, there are also a number of bad reasons to invest time and resources in evaluations, including:

1. Because the donor requires regular evaluations in a timeframe that has little relevance to the project or programme;
2. To try to justify a poorly performing project; or
3. To generate new publicity materials.

These are not a valid use of participants' time.

In sum, evaluations serve a useful purpose if done for the right reasons. However, they can have negative consequences if undertaken for reasons outside the project objectives.

4. What to evaluate

When considering what to evaluate there are many aspects of a programme that could be looked at. The key to determining what to evaluate lies in ensuring that the objective of the evaluation is clear from the start.

The first thing we need to be clear about is exactly what we are evaluating, and how to describe this. Usually it is likely that you will be asked to organise, or undertake, either a ***project*** or a ***programme*** evaluation. Put simply:

A ***project*** can be described as an activity, or series of connected activities, with an agreed objective. A project will normally have a finite duration and a plan of work. An MRE programme is defined as a series of related MRE projects in a given country or area. An evaluation of a project would normally focus on issues of impact and effectiveness (*see further below*), although depending on the particular circumstances it could focus on other aspects as well.

A ***programme*** can be defined as a collection of projects (often supported by the same agency) within the same sector, with the same theme, goal or geographic focus, to which a coordinated approach is adopted. In the case of MRE, therefore, a programme evaluation would look at the impact of MRE in a particular country or context. It would usually be a retrospective review, either at the end of the programme or at a transitional point, for example once an emergency phase has ended and a more developmental approach is being designed.

It is also important to consider how you will measure success or failure. This requires developing clear and objectively verifiable indicators of success or impact (*see Section 6 below*). These may include for an MRE programme or project:

- The rate or overall number of accidents;
- Measuring the acquisition of knowledge, attitudes, practices, behavioural change, reduction in risk and reduction of accidents in the target communities which have resulted from MRE activities;
- Assessing the impact of using specific MRE methods and tools; and
- Identifying the extent to which the target communities' MRE needs and expectations have been addressed by the project.

As noted in Section 1 above, the IMAS for MRE require that evaluations should measure five specific criteria: relevance, effectiveness, efficiency, impact and sustainability. Ultimately, however, the key indicators are impact and relevance. For it is quite possible that a project can be effective in achieving its goals and objectives, efficient in its use of resources to achieve this goal, and capable of sustaining the work over the long term, but if the activities are irrelevant to achieving impact — i.e. if the goals are wrong or the project poorly targeted — the process will be largely a waste of time.

4.1 Is the project or programme relevant?

Relevance is concerned with assessing whether the action correctly identified problems and real needs, and whether the projects or programmes were in line with local needs and priorities as well as with donor policy. Were the coping strategies of the affected population incorporated into the project and did the actions undertaken by the implementing organisation build on these or not? There is also a need to consider whether the programme or project complements and enhances — rather than duplicates or hinders — activities undertaken by other organisations.

4.2 Is the project or programme effective?

Effectiveness measures the extent to which the activities funded by the programme or project achieved their objectives, or whether this can be expected based on the projects outputs. Basically, this means seeing whether the right things were done at the right time to ensure the success of the project.

It may be necessary to consider (among other things):

- Whether the initial risks and assumptions at the planning stage of the project were valid or adequate, and whether unexpected external events intervened to limit effective MRE or community liaison programming; and
- Whether any shortcomings of the MRE or community liaison programme at the implementation level were due to a failure to consider cross-cutting issues such as gender or security issues.

4.3 How efficient is the project or programme?

Efficiency measures value for money and assesses whether similar results could have been achieved in other ways for a lower cost. An analysis of efficiency would therefore focus on how project or programme costs have been converted into measurable results.

4.4 What is the impact of the project or programme?

Impact looks at the benefits of the MRE project, whether direct or indirect, intended or unintended. An analysis of impact would include a focus

on the primary and secondary long-term effects produced by an MRE intervention.

4.5 What is the sustainability of the project or programme?

Sustainability looks at the probability that the benefits achieved by the MRE project will continue after donor funding and/or specialist assistance (such as international technical advisers) has been withdrawn. Projects should normally be financially and technically sustainable.[1]

An analysis of sustainability would include a focus on:

- National and local ownership of the project or programme, including the level of support provided by the communities and local and national authorities, and the extent to which institutional capacity to assume responsibility for the programme has been developed;
- Whether the project or programme used appropriate technology and techniques that fit well with existing needs, culture, traditions, skills and knowledge, and whether alternatives had been considered and used;
- Where relevant, the consideration of cross-cutting themes such as gender and security and the impact of these issues on the implementation of projects and programmes.

Endnote

[1] However, where the scale of the problem is relatively manageable in the short or medium term, or where sufficient resources are available to ensure the rapid removal of mine/ERW risk, then sustainability may be a less important criteria.

5. Planning an evaluation

Essentially there are four stages to undertaking an evaluation:

1. **Planning:** deciding the purpose, general questions and methods to be used.
2. **Managing:** negotiating with others to plan the evaluation, prepare the terms of reference (TORs), select and supervise evaluators and decide how the results will be used.
3. **Implementation:**collecting and analysing data, making conclusions and recommendations, writing the report and communicating the results.
4. **Using:** implementing recommendations, feeding into future planning and sharing the lessons learned.

Usually, only stage 3 (implementation) is undertaken by the person or team doing the evaluation. All the other stages are down to you as the manager of the process.

While all the stages are important to a successful evaluation, it is only stage 4 — using the information generated to guide you in future programming — that will have any impact on the project or programme you manage, and that is up to you to make happen.

There are, therefore, a number of important questions and considerations to be made in planning an evaluation:

- Why is the evaluation being done — what are the objectives?
- What kind of approach should be emphasised?
- Are separate evaluations needed?
- How should the terms of reference be prepared?
- When should the evaluation take place?
- How much should the evaluation cost?
- Who will be involved, and in what ways?
- How to prepare for the arrival of the evaluation team?

These issues are considered in detail as a guide to planning for evaluation.

5.1 Why is the evaluation being done?

The objective of most evaluations is to see what progress a programme has made towards reaching its objectives. However, there are many reasons why it is often very difficult to evaluate programme or project objectives. For example, the objectives may have been stated in a very general manner: for example, to "relieve suffering" or "increase safety". Also, objectives should change as they respond to a change in situation, or as the understanding of the threat to the civilian population improves. This change may not be documented in project proposals and needs to be "recreated".

It is helpful to list programme objectives in order of their importance, if this has not already been done. Some people find it useful to draw a plan or diagram of what the programme or project is trying to achieve. For programmes that have been in progress for a long time an evaluation cannot usually look at all the goals or objectives, so it is necessary to determine which the evaluation should concentrate on. This decision will probably be based on the following factors:

- Whether the evaluation is being used to look mainly at the efficiency and progress of the programme or the impact.
- The expectations and needs of policy-makers and funders. For example, do they hope for quick results on which to base policy and planning decisions? Be careful: often policy-makers do not have a clear idea of what MRE really is, and so may be making decisions based on limited knowledge.
- Whether you have sufficient resources to undertake a large-scale evaluation.

When drawing up the terms of reference (*see Section 5.4 below*) it will be necessary to state clearly which programme objectives are being evaluated and why (and how this was decided), otherwise the evaluation may be criticised for leaving important objectives out.

The next step is to consider ***how*** the objectives are to be evaluated. Sometimes this is not difficult if the objectives have been clearly understood from the start of the programme and if ***indicators*** (*see Section 6*) are already being used to monitor progress.

Remember that many evaluations study what is ***easy*** to study, not what ***should*** be studied.

5.2 What kind of approach should be emphasised?

Various approaches may be employed and some of these could be combined at different stages of the evaluation process:

***Ongoing participatory evaluation*:** in which all participants are regularly and closely involved in assessing achievements throughout the life of a project.

***Internal (self) evaluation*:** initiated and undertaken by the implementing agency, i.e. local or international NGO, possibly with the assistance of an outside facilitator.

***Participatory evaluation studies*:** project staff or external evaluators consult

with the intended beneficiaries about when, where and how to evaluate the project, and help in collecting and analysing the information and in compiling reports.

***Joint evaluation*:** jointly undertaken by project staff and outsiders (donor staff or consultants) to arrive at a common understanding of objectives, methods, effectiveness and impact.

***External evaluations*:** carried out by outsiders (nationals or foreigners) who are not directly associated with the organisations(s) implementing the project or programme.

***Country or programme review*:** an organisation assesses all the programmes it funds or manages in a particular country or region.

***Sector review*:** a specific sector of activity (public information programmes, MRE, mine action or mine clearance) provides the focus for an evaluation study. This is likely to cover several projects, and may involve collaboration between various agencies, both non-governmental and governmental.

***Organisational reviews*:** the evaluation assesses the institutional development of an organisation or local group.

It is necessary to decide whether you intend to use internal or external evaluators.[1] An external evaluator is someone who is able to take a fresh look at a project because she/he has no personal involvement or interest, whereas an internal evaluator already knows the programme from the inside, the way it functions, how it came about, its problems, strengths and weaknesses.

Table 1. Comparing internal and external evaluators: issues to consider

External	Internal
Can take a "fresh" look at a programme.	Knows the programme well.
Not personally involved – so it is easier to be objective.	Finds it harder to be objective.
Is not part of the normal power structure.	Is part of the power and authority structure.
Gains nothing from the programme, but may gain prestige from the evaluation	May be motivated by hopes of personal gain.
Trained in evaluation methods.	May have experience of other evaluations.
Regarded as an "expert" by the programme.	May not be trained in evaluation methods.
An outsider who may not understand the people or context.	Is familiar with and understands the programme and can interpret personal behaviour and attitudes.
May cause anxiety as the programme staff and participants are not sure of his or her motives.	Known to the programme, so poses no threat of anxiety or disruption. Final recommendations may appear less threatening.

Choosing an evaluator (or a team of evaluators) can be as important as the techniques used in determining the outcome of the evaluation. One of the most important attributes of an external evaluator can be the ability to listen to the views expressed by stakeholders with a degree of openness and sensitivity. Analytical powers, the ability to identify key issues and write concise reports are also important. A list of skills required for an evaluation team can be found in Annex 2.

You will also need to consider cost implications of using external evaluators. Foreign consultants may cost much more to employ than local evaluators. However, when suitably qualified local personnel are unavailable, or where the donor meets

costs, it may be necessary to involved foreign evaluators. Mine action is still a relatively specialised sector and may require the continued use of foreign consultants. This cost needs to be considered and budgeted from the start of the programme or project.

Often an evaluation is most effective when undertaken by a team with a variety of skills, and focussing on different aspects of the evaluation, who can then prepare the final report in consultation with the project staff and other stakeholders, in particular the supposed beneficiaries of the programme. A mixed team of nationals and foreigners often works well since they can bring differing skills and perspectives to the evaluation. Local evaluators are also more likely to be familiar with the area and the local language. Additionally, involving project staff as team members is often a positive benefit — the project member may benefit from learning new skills and the external team will benefit from having project knowledge "on tap".

A useful exercise is "exchange" evaluation: when project staff from one organisation evaluate another organisation's project or programme (or possibly staff from the same organisation in a different country come and undertake the evaluation). This often is useful in that the evaluators are not complete outsiders but may be aware of the context in which the project is being undertaken, but is not compromised by being too close to the project or programme.

Evaluations also provide an opportunity for MRE staff to benefit from capacity development. For instance, it may be possible for a staff member to be placed with the evaluation team and learn by watching and doing, and being part of the evaluation process. Placing such a person within an evaluation team provides a number of advantages, but there are a number of potential disadvantages: being an insider will produce its own bias, and there may be a degree of defensiveness in the face of critical comments.

However, if considering such an approach, it is important to discuss it in detail with the evaluation team leader in advance. Discuss the implications of this and clarify responsibilities and exactly what is expected from the "trainees" in terms of output. For example, are they expected to perform as one of the team and undertake research and provide analysis to tight deadlines, or will they perform a shadow role, observing and assisting where possible, but in a support capacity?

Whatever approach is taken it is crucial that an evaluation team consists of both men and women. Mine action, and in particular MRE, requires accessing the opinions and perceptions of all those who supposedly benefit from a programme and it is crucial that women's voices can be heard effectively.

5.3 Are separate evaluations needed?

It may be desirable to conduct an evaluation that is separate from the ongoing process of monitoring that has been established, especially with large projects or with pilot projects. However, with smaller projects, or where internal monitoring is well established, trustworthy, and well analysed and used, it may not be necessary to undertake a large, often disruptive evaluation.

5.4 How should the terms of reference be prepared?

The TORs set out the formal agreements for the evaluation: its scope, purpose and the methods to be used, and outline the specific tasks of the evaluation team leader. They can be thought of as a combination of a contract and a job description, as well as being the official document that guides the evaluation process. TORs therefore need to be clear, relatively detailed and well understood by all stakeholders. Many evaluations suffer from too wide a scope with the TORs becoming a shopping list reflecting the different interests of different people, rather than a useful, usable guide to the work.

The person managing the evaluation is responsible for drawing up the TORs. Where more than one organisation is responsible for the process it should be agreed who has the ultimate responsibility. It is likely that TORs will go through a number of drafts until all stakeholders are in agreement.

Good TORs are essential for a good evaluation (but do not guarantee it), since they act as a point of reference throughout the process. They should be drawn up well in advance of the planned evaluation in order to allow sufficient time for planning, selecting and contracting the evaluators, preparing logistics, and briefing all those directly affected.

See Annex 2 for suggested issues to be included in terms of reference.

5.5 When should the evaluation take place?

An evaluation can take place at any stage in the programme cycle — not only at the end. As we have seen, ***formative*** evaluations (also sometimes known as mid-term reviews) aim to assist the development of a project during its implementation by highlighting achievements, identifying problems and suggesting solutions. ***Summative*** (or ex-post evaluations) take place after the project has ended (sometimes a number of years afterwards) and aim to derive lessons and to feed into long-term agency policy.

The decision when to evaluate will depend on each individual project and programme, and the different factors that affect it. You will need to consider:

- Whether the project has short- or long-term objectives;
- What kind of monitoring methods are already being used (i.e. what data are already available);
- Whether external evaluators are required;
- The availability of resources for the evaluation; and
- The impact the evaluation will have on people's time (both project/programme staff and target beneficiaries).

5.6 How much should the evaluation cost?

The cost of an evaluation should reflect the size of the project and the kinds of benefits that are expected as a result of the evaluation. Normally only a small percentage of the project budget (e.g. about 5 per cent) should be spent on the direct costs of the evaluation, although higher amounts may be justified when

exceptionally interesting or new techniques are being used and therefore valuable lessons are expected from the evaluation.

Remember that the cost of the evaluation includes not only the direct costs in terms of fees, travel and dissemination, but also a range of hidden costs that are not always taken into account such as staff time, vehicle and logistics costs, and lost time that could be used doing other things.

5.7 Who will be involved — and in what ways?

Evaluations do not have to be carried out only by "experts". Many people are involved in the evaluation process — project staff, community level workers, project participants or beneficiaries, and possibly colleagues from partner agencies — as well as technical specialists, government staff or counterparts and possibly donors. All these are stakeholders in the project.

A participatory approach can greatly strengthen evaluations if the objective is to find out what really is happening. However, participation can take many forms and, of course, the context will vary greatly from country to country and evaluation to evaluation. In principle, though, evaluators should seek the maximum practical level of participation that time and resources allow.

5.8 How to prepare for the evaluation

What advance information is required?

Evaluators will need to see all the relevant internal and external reports and background documentation (annual reports, copies of previous evaluations, project and programme documentation, policy statements and similar). Collating and analysing these may help to identify some questions the evaluators should try to answer, as well as help you determine which methods would be best used when undertaking the evaluation. It is important that if the initial objectives have changed — either formally or informally — the evaluators are made aware of this.

Orientation and briefing the evaluators

Whoever is responsible for the overall management of the evaluation must also arrange for an initial orientation and briefing. Background material should have been sent beforehand. The aim of the orientation would be to give an overview of managerial and administrative issues (financial procedures, whom they should speak to for support, who is managing the process, etc.), answer questions, and to review the workplan, including the meeting schedule and timetable. It may also be necessary for them to meet with other bodies, such as government partners, policy-makers or managers of the programme.

The orientation period also allows for team building among the evaluators themselves before they undertake their fieldwork, and finalise a more detailed workplan. This should include a decision as to data collection methods, timing of visits (taking into account logistical realities), and so on. Plenty of time should be allowed for the orientation period with the person managing the process making him- or herself available and accessible during this period if required.

Resources and logistical arrangements

The evaluation team will need somewhere quiet to base themselves and write up their reports, with sufficient space and equipment (phones, computers, printers, etc.). It is also best if the team is accommodated together in the same hotel or guest house to make it easy for them to communicate and meet, as well as simplifying transport (and possibly security) issues.

You may wish to consider appointing a link person, such as a senior secretary, to assist in sorting out detailed transport arrangements and liaising with other internal personnel on their behalf. It is important this person be well briefed as to the nature of the evaluators' requirements and what they have a right to expect. Access to vehicles is a common difficulty and one you should consider carefully.

Arranging meetings

A team will require at least three formal meetings between the team and the representatives of the work being evaluated:

1. ***An initial meeting*** before fieldwork starts to clarify objectives and make sure the views of the people responsible for the work (possibly the organisation's project team) are known.
2. ***A midway meeting*** to share initial findings and obtain feedback on preliminary analysis. Where possible these should be circulated in advance of the meeting so feedback can be prepared.
3. ***A final meeting*** at the end of the fieldwork (and possibly after the first draft of the report has been written) to share preliminary conclusions and to obtain feedback on findings. Again, ideally, this should be shared and circulated in advance to give the project staff time to consider and respond to the findings.

Additionally, meetings with those being interviewed (e.g. other organisations, UN bodies, government officials) should be arranged well in advance to ensure that relevant personnel are available.

Endnote

[1] It should be noted that other standards and definitions conceive of internal and external evaluations differently to the IMAS on MRE, which have defined it according to who undertakes the evaluation (the implementer or some outside agency). Some define external and internal according to who commissions the evaluation. Thus, an internal evaluation is part of the project plan and commissioned by the implementer (whether it is done by the implementer or some outside party); an external evaluation is commissioned by some external party, like a donor or mine action authority.

6. Developing and using indicators

What is an indicator? Put simply, an indicator is a sign of change. Project personnel should use indicators to assess whether a project is achieving its objectives, and what impact the activity has had on the different groups of people affected by the work. The impact can be positive or negative.

A lot has been written about the importance of developing and identifying indicators for MRE. To date, MRE programmes (and mine action in general), have not been particularly good at identifying, monitoring and reporting against indicators of impact. More often, programmes have chosen to measure success against indicators of process or efficiency — how many posters or T-shirts printed, for example — since these are much easier to identify and determine. As a result it has been very difficult to prove the success of MRE programming, and this has implications for the credibility of the sector, and the availability of future donor funding. Many programmes have either not identified indicators of success (often because projects were set up in emergencies and indicators not reviewed since then) or identified poor indicators that do not measure ***impact***.

The remainder of this section identifies good practice in developing indicators and suggests possible indicators for different types of MRE programming.

6.1 Indicators and the project cycle

Ideally, indicators should have been identified and measured during the baseline survey or needs assessment prior to the start of the project or programme. This way a well-designed indicator can be measured over time to monitor progress. Effective identification of indicators at the planning stage is far preferable to establishing indicators at a later stage. ***You cannot measure change by only measuring where you are now — you need to know where you have come from.***

The choice of indicators is often seen as one of the most crucial steps in identifying the impact a project has had, but there is no agreed method for doing so. Different projects and programmes have used different approaches when

evaluating programmes and using indicators. In general, however, it is best to develop robust, quality indicators through a participatory approach with the intended beneficiary community from the initial stages of project or programme design rather than to try and invent them later.

6.2 Developing quality indicators for impact

Indicators of impact are usually most effective when using both quantitative and qualitative measures. It is essential to know not only how many MRE trainers have been trained, but how well they use that training, not just how many times a week they deliver MRE sessions, but the quality of the sessions.

As a general rule, when measuring impact (how your programme has made people safer from mines and ERW) don't rely on indicators of output (number of posters put up, T-shirts printed, number of trainers trained) to prove its effectiveness. Since MRE seeks to change behaviour it is best to try and measure behaviour rather than feelings — i.e. what people ***do*** not what they ***think***, or say they think. It may be best therefore to develop indicators that rely on observation of what people do and how they do it.

One way of identifying qualitative objectives is to ask the question "If the project were a complete disaster — how would people know". It is sometimes easier to think of indicators of failure rather than success, but the same indicators should be useful for either.

Ideally indicators — like objectives — should be **S**pecific, **M**easurable, **A**chievable, **R**elevant and **T**ime-bound, i.e. **SMART**. This is not always possible, but this is what you should try to seek to achieve.

When using a participatory approach, make sure that indicators are sought from different groups — men/women, rich/poor, young/old — and ensure you note the differences between them. Deliberately seek out and record negative change, and find those who might report it, particularly groups that are often disadvantaged such as women, minority groups, children or the poor.

When measuring project or programme impact do not use casualty figures as a sole way of proving success. Casualties from landmines will decrease for a variety of reasons: the removal of mines (either by the population themselves or professional deminers), the fact they are all detonated in a given mined area, or because the local population has learned not to go to certain areas or do certain things without the aid of the MRE programme. Likewise the casualty figures may ***increase*** despite a good quality MRE intervention (possibly due to more people arriving in that area).

It is important to ensure casualty figures are accurately gathered and tracked as part of an MRE programme, so as to measure trends and identify high risk groups. However, using this measure on its own to prove impact is not appropriate.

6.3 Evaluating quality versus quantity

It may be possible to determine issues of quality through a series of quantitative indicators which, when added together, while not guaranteeing quality, make the delivery of effective MRE more likely, and give a general qualitative picture.

For example, an assessment of the quality of training will largely depend on the answers to questions such as:

- How long was the training the trainers received?
- How much of this time was spent in practical rather than theoretical activities?
- How much time was spent discussing (and undertaking) participative methodologies?
- Once trained, how often are the trainers visited, mentored, supplied and supported?
- How have the tools and methodologies been developed — locally or from the outside?
- How often and how long were the tools field-tested to ensure they gave the intended message?

Likewise, quality delivery will probably depend on:

- The average size of the group being provided with MRE information;
- How long the trainer (or trainers) spent in the community;
- How much time is spent identifying and accessing the most at-risk group;
- How much time is spent assessing the true nature of the problem the population face;
- How much time is spent assessing why people are hurt;
- How much time is spent in question and answer sessions rather than lectures;
- How many different techniques are used to get the message across;
- How much time is spent analysing alternative means of reducing risk (e.g. fencing, developing alternative resources, etc.);
- How often are the needs of the community and the objectives of the programme reviewed to ensure that information provided and activities undertaken continue to respond to need.

6.4 MRE and indicators of relevance

A relevant programme is one that should be able to demonstrate that it is necessary, and that it provides accurate and useful information. If it does these things then it also probably has a strong participatory nature helping to ensure that it stays relevant.

Table 2 identifies and summarises possible indicators you may wish to consider. This is not an exhaustive list as different circumstances (time resources, security, geography, scale, etc.) allow for differing approaches. However, it provides an initial checklist which you can adapt for your own programme's needs.

A further key issue for you as an evaluator (or as the manager overseeing an evaluation process) is how you verify (gather proof) that these statements are true. What tools you use, what methodologies you decide on and whether you can demonstrate a robust means of proving (or disproving) these claims and assertions will be crucial to the credibility of your evaluation. Other Guidebooks of the Series — in particular *Guidebook 2: Data Collection and Needs Assessment* — provide you with this information and will not be repeated here.

Table 2. Possible indicators of programme relevance

Criteria	Possible indicators	Possible means of verification
Relevant	**Need**: With hindsight, were mines or ERW such a significant threat compared to other hazards for the population (e.g. malaria, other health concerns)?	• Interviews with authorities, affected community, agencies from other sectors, UN security coordinator, OCHA etc. • Review of medial records and summaries in local hospitals/ clinics.
	Useful: Was the safety information provided accurate, and could it be implemented? Did the community find the information helpful in staying safe – did they implement the suggested actions? Are they more knowledgeable about the threat and how to stay safe?	• Interviews with external mine action and MRE experts. • Community-based interviews as appropriate along with community-based observation, KAP survey, etc.
	Accurate: Did the programme provide information on the correct type of threat (e.g. ERW or mines), above or below ground hazard, etc?	• Interviews with external/internal mine action experts. • Contact with combatants of both sides to determine munitions used. • Community-based interviews (key informant, focus group activity) with those affected by the threat.
	Participatory: What was the involvement of key stakeholders in designing, assisting and monitoring dissemination efforts, and did they feel it met their expectations?	• Community-based interviews (key informant, focus group activity) with those affected by the threat.

Table 2 has highlighted possible indicators you may wish to consider using. Box 1 includes examples of possible indicators of relevance reformatted to be SMART. Remember that these are examples only, indicators for your own programme or project should be written to reflect the needs of your own programme.

Box 1. Examples of SMART indicators of MRE programme relevance

Need — The programme will seek to ensure it remains relevant by ensuring it provides MRE only to those geographic areas and community members that need it — ensuring it focuses primarily on those groups (determined by age, sex, location or occupation) that are most at risk of death or injury.

Accuracy — All information provided through MRE interventions will be regularly reviewed every *x* months to ensure it is accurate, reflects the needs of the population being assisted, and remains relevant.

Participatory — To ensure effectiveness and relevance the programme will establish groups of key informants drawn from and representing each of the populations being assisted. These groups will meet every *x* months to review all aspects of MRE provision (including content, location, timing, language and methodologies) and suggest changes to the programme.

6.5 MRE and indicators of effectiveness

When considering issues of programme effectiveness, a variety of indicators can be used. An effective programme is one that can show:

- It is timely;
- Uses appropriate methodologies;
- Is culturally appropriate;
- Is relatively easy to implement and deliver;
- Is flexible enough to adjust if circumstances demand;
- Complements activities being undertaken by other (either mine action or relief/development) organisations; and
- Is well coordinated with all stakeholders.

Table 3. Possible indicators of programme effectiveness

Criteria	Possible indicators	Possible means of verification
Effective	**Timely**: Were preparatory actions and delivery of the programme provided on time and were these responsive to changing needs?	• Interviews with current and ex staff. • Interviews with the affected community. • Internal and external documentation review.
	Appropriate: Was the information provided understandable (e.g. in the correct language? Was the population literate? Were pictures clear and understood)? Were tools field tested properly – if so, how?	• Interviews with the affected community. • Interviews with communication experts, anthropologists, etc., if available. • Interviews with MRE experts.
	Memorable: Completeness and retention of key messages – was information remembered? What gaps were there?	• Community interviews, survey, school base "tests".
	Deliverable: Were the intended benefits delivered and received by the target population?	• Interviews with the affected community. • Interviews with target community.
	Realisable: Was the plan realistic and "do-able" (or perhaps too complex or with too many assumptions)?	• Interviews with current and ex staff. • Interviews with partner agencies and stakeholders.
	Flexible: Capacity of management to do their job, adjust and respond to changing needs?	• Interviews with partner agencies, current and ex staff and other stakeholders.
	Complementary: How well does the programme "dovetail" with other MRE or mine action activities undertaken by others – does it complement or duplicate other activities?	• Interviews with partner agencies, current and ex staff and other stakeholders.
	Coordinated: How well coordinated was the programme with mine action, MRE and development organisations, local and national authorities?	• Interviews with partner agencies, current and ex staff and other stakeholders.
	Monitored and adjusted: was the programme well monitored, data analysed and the programme adjusted as required?	• Interviews with agency staff.

Table 3 identifies and summarises possible indicators you may wish to consider. This is not an exhaustive list as different circumstances (e.g. time, resources, security, geography, and scale) will allow for differing approaches. However, it provides an initial checklist which you will be able to adapt for your own programme's needs.

In Box 2 you will find examples of possible indicators of relevance formatted to be SMART. Remember that these are examples only, so indicators for your own programme or project should be written to reflect the needs of your own programme.

Box 2. Examples of SMART indicators of MRE programme effectiveness

Appropriateness	All materials used will be pre-tested to ensure they are clear, easily understood, age-appropriate, not misinterpreted — and use culturally appropriate imagery, symbols and language.
Memorable	MRE information will be provided in a manner that is easily understood by the target population, using methodologies, imagery and techniques that promote retention of the messages.
Timely	The MRE programme will commence programme start-up (to include recruitment, material purchase and needs assessment activities) within *x* days of receipt of funding in country and commence effective and relevant MRE deliverable programme activities within a further *y* days.

6.6 MRE and indicators of efficiency

An efficient programme is one that can show it provides value for money, is cost-effective, runs efficiently, and does not make undue demands on organisational managerial, financial or logistical resources compared to similar programmes undertaken internally or externally. While useful with regard to internal management and systems issues, efficiency issues have limited impact on issues of programme delivery and impact.

Measurement of programme efficiency can take many forms. Table 4 identifies and summarises possible indicators you may wish to consider. This is not an exhaustive list as different circumstances (e.g. time, resources, security, geography and scale) will allow for differing approaches. However, it provides an initial checklist which you will be able to adapt for your own programme's needs.

Table 4. Possible indicators of programme efficiency

Criteria	Possible indicators	Possible means of verification
Efficiency	**Resources:** extent of resources required to keep the programme running – financial, logistical, managerial, etc., and impact on other programmes.	• Interviews with senior management staff in country and at headquarters. • Interviews with staff from the agencies' other programme areas.
	Comparability: whether cost of the project (not just financial) compares with similar projects and approaches elsewhere.	• Interviews with senior management staff in country and at headquarters. • Interviews with donor agency representatives. • Programme documentation, reports reviews, etc.
	Alternatives: could this have been better achieved another way – through a different medium or organisation perhaps?	• Interviews with personnel from management/coordination agencies – e.g. OCHA/MAC.
	Cost benefit: what is the cost of programme compared to the number of people regularly assisted?	• Analysis drawn from ongoing financial and narrative reporting.
	Monitoring: systems of control and internal monitoring set up by the organisation, and whether it was appropriate, accurate and used.	• Systems analysis through discussion and interview with key support and programme managerial staff.

In Box 3 you will find examples of possible indicators of relevance reformatted to be SMART. Remember that these are examples only, indicators for your own programme or project should be written to reflect the needs of your own programme.

Box 3. Examples of SMART indicators of MRE programme efficiency

Cost benefit	MRE will be provided at a gross cost of US$ *x* per beneficiary per year inclusive of all direct programme costs.
Alternatives	The MRE programme will be delivered at a cost comparable to organisation x, factoring in specific local programme differences such as *x*, *y* and *z*.
Systems	Items available locally will be purchased and supplied to the correct person in the MRE programme within *x* days of receiving all necessary documentation.

6.7 MRE and indicators of impact

Impact is extremely hard to measure and prove, as has already been highlighted. However, it may be possible to build up a series of indicators of success which, when analysed together, will suggest whether the programme is having a positive (or negative) impact. Thus, a programme that can demonstrate that it has sufficient coverage of the affected population, is well targeted, understands the nature of the threat, results in behavioural and attitudinal change, is generally

accessible, and builds local capacity to overcome the problem is likely to be having a positive impact.

Table 5. Possible indicators of programme impact

Criteria	Possible indicators	Possible means of verification
Impact	**Behavioural changes**: Were day-to-day activities altered as a result of the programme? (e.g. maybe scrap metal collection is now done in a more remote location to minimise potential danger.)	• Community-based observation, longitudinal studies and interviews. • Interviews with those who know the affected community – e.g. health workers, teachers. • Interviews with development agency staff working with the community. • Interviews with programme staff.
	Coverage and scale: Was coverage (demographic and geographic) sufficient?	• Analysis of casualty data and coverage by other agencies. • Interviews with programme staff. • Interviews with affected communities – including those who may not have received MRE interventions.
	Targeting: Were the right people targeted? Did certain groups who should have been targeted get left out or overlooked? Why?	• Analysis of casualty data and coverage by other agencies. • Interviews with programme staff. • Interviews with affected communities – including those who may not have received MRE interventions.
	Attitudinal changes: Are people less willing to tolerate unsafe behaviour in others? (e.g. do the community demand that scrap metal workers not buy from children nor encourage children to look for ERW/ scrap.)	• Interviews with affected communities KAP surveys, etc. • Interviews with those who know the affected community – e.g. health workers, teachers. • Interviews with development agency staff working with the community.
	Accessibility: Was information provided in a manner that most of the risk group can access? (e.g. if radio was used, did people have radios?)	• Discussion with the community affected by the threat. • Interview with info disseminators. • Interviews with programme staff.
	Activity focused: Does the programme promote realistic ways of staying safe /minimizing risk when undertaking specific activities – collecting water, firewood, undertaking agricultural activities, etc.?	• Interviews with the community affected by the threat. • Interview with info disseminators. • Interviews with programme staff.
	Capacity: Has an MRE capacity been built (either in areas of technical and organisational capacity, representation or advocacy) which can continue to provide MRE activities?	• Interviews with the community affected by the threat. • Interview with info disseminators. • Interviews with programme staff.
	Recognises and understands risk behaviour: Is the impact mines have on lives of community (and how and why people find themselves at risk) understood by those running the programme?	• Interviews with programme staff.

Table 5 identifies and summarises possible indicators you may wish to consider. This is not an exhaustive list as different circumstances (e.g. time, resources, security, geography, and scale) will allow for differing approaches. However, it provides an initial checklist which you can adapt for your own programme's needs.

In Box 4 you will find examples of possible indicators of relevance reformatted to be SMART. Remember that these are examples only, indicators for your own programme or project should be written to reflect the needs of your own programme.

Box 4. Examples of SMART indicators of MRE programme impact

Behavioural change **In a random survey of targeted communities a minimum of *x* per cent state that they have modified their risk-taking behaviour as a result of messages received.**

Activity-focused **In all communities in which the organisation works MRE messages and safe activity promoted are realistic, have been decided in partnership with the community itself, have specific information for and about that community and are reviewed and updated every *x* months.**

Capacity development **In all communities active and effective mine committees have been established and are resourced to provide MRE and ensure that minefield marking signs are respected and repaired.**

6.8 MRE and indicators of sustainability

If a programme is intended to be sustainable over a period of several years — and is capable of sustainability — it will possess certain features. A programme that promotes capacity-building in local partners, that seeks to provide MRE through existing services (such as health workers or educational establishments), that is community-based and supportive of community initiatives, that relies on local rather than international bodies to deliver MRE and that actively encourages the participation of the mine-affected community is likely to be more sustainable that a programme that does not.

Table 6. Possible indicators of programme sustainability

Criteria	Possible indicators	Possible means of verification
Sustainability	**Locally owned and based**: Was local knowledge, experience, resources and networks effectively used and incorporated? What use was made of information provided among target population?	• Community-based interviews (key informant, focus group activity). • Interviews with those who know the affected community – e.g. health workers, teachers. • Interviews with development agency staff working with the community.
	Locally-based capacity: Have local structures been created or existing ones provided with an MRE capacity?	• Community based observation and interviews. • Project documentation.

Financial sustainability: Linked to issues of efficiency or scale and whether the programme can continue without external financing and other support.	• Interviews with local partner bodies. • Interviews with community. • Interviews with local authorities/ service providers.
Alternative institutions: Is MRE being done by other bodies as part of wider programmes – e.g. by educational or health personnel? Is this effective?	• Interviews with local partner bodies. • Interviews with community. • Interviews with local authorities/ service providers.
Institutional capacity: Is the partner organisation (if there is one) sufficiently capable managerially, financially, technically?	• Analysis of documentation – narrative/ financial reports. • Interviews with other organisations working with/ through the same partner. • Interviews with partner organisation management.
Empowering: Positive messages, positive images, actively assisting people stay safe. Does the programme support or discriminate against particular groups?	• Community-based observation and interviews, interviews. • Analysis of messages disseminated.
Need: Does the programme need to be sustainable, or is it only a short-term initiative?	• Analysis of the wider operational context through interviews with NGO/ government/UN/donor/think-tank organisations. • Interview with MACC or equivalent.
Participation: Does the programme actively encourage genuine participation from mine-affected populations?	• Interviews with local partner bodies. • Interviews with community. • Interviews with local authorities/ service providers.

In Box 5 you will find examples of possible indicators of relevance reformatted to be SMART. Remember that these are examples only, indicators for your own programme or project should be written to reflect the needs of your own programme.

Box 5. Examples of SMART indicators of MRE programme sustainability

Capacity development **The MRE programme will seek to encourage sustainability through actively encouraging the creation of mine committees to undertake community-based MRE and other risk reduction activities. A plan of action will be drawn up with each community identifying support requirements and the organisation's responsibilities in providing these.**

Alternative delivery **From the start of the project this organisation will develop an appropriate exit strategy. We will seek to identify, train, support and facilitate the development of a robust MRE capacity in existing outreach services (e.g. educational institutions, public health activities) and phase out parallel direct MRE activity.**

6.9 Community liaison indicators

Guidebook 6 highlights the components of community liaison initiatives and shows how community liaison goes beyond educational activities to function in support of the community and mine action organisations. These activities require a separate set of indicators.

This section provides a selection of possible additional indicators to reflect this aspect of community liaison programming. Again, this is not an exhaustive list, but one that tries to give an orientation to the issues and a "taste" of possible indicators you may wish to develop for your programme.

Table 7. Community liaison indicators

Criteria	Possible indicators	Examples of possible SMART indicators
Relevance	**Tasking**: What is the frequency with which communities are able to approach the demining organisation(s) through MRE bodies or personnel, and how/when are those requests responded to?	*x* per cent of EOD tasking and *y* per cent of demining clearance tasks will come as a result of community-lead prioritisation.
	Proactive: Are communities reporting dangerous areas to the community liaison organisation?	A robust and effective mechanism is established and facilitated as appropriate for the reporting of suspect ERW and minefields to the relevant clearance agency.
	Transparency: Is the handover of cleared areas undertaken in a transparent manner?	100 per cent of clearance activities will be accompanied by a public and transparent and participative handover service. Six months after handover 90 per cent of a random sample of adults will know which areas have been cleared and which remain dangerous.
Efficiency	**Participatory learning**: Does the community have the opportunity to provide the demining organisation with feedback on the quality of service they received?	On completion of clearance activities community liaison staff will return within *x* weeks to hear from the community their views on the process and what lessons can be learned from this.
	Speed: How quickly are requests followed up?	All reports of ERW received through community mine committees* will be investigated within *x* days and if positive will be made safe within a further *y* days.
Effectiveness	**Accessibility**: How often and how do CL personnel make themselves available?	During ongoing demining and clearance activity in a community, community liaison personnel hold meetings on *x* occasions, and are also on site *y* times per week for informal discussions.
	Integrated: Is community liaison integrated with clearance organisations to ensure effective communication?	Community liaison and clearance managers will formally meet *x* times per month to discuss findings and plan future activities.

* A mine committee may be established where appropriate. This may consist of key individuals within a community who will act as a focal point for mines issues: keeping information, passing messages, undertaking MRE training, serving as the body to which the community reports suspect items or mines/ERW.

Impact	**Observance:** Is clearance delayed by the mine markings signs and material removed by the community? Why?	*X* weeks prior the start of clearance operations a meeting will be held to confirm details, and acceptability of the plan, inform the community of the clearance process, timeframe and what is required by them to ensue a smooth process.
	Alternatives: As a result of CL interventions can the community obtain scarce resources from elsewhere (safer villages)?	In all mine-affected communities CL staff will identify what resources are denied due to mines and ERW, will work with the community to identify alternatives and will facilitate or directly provide alternatives.
	New development: Has community liaison intervention directly resulted in new development opportunities in the area?	On completion of clearance initiatives CL staff will proactively provide information to government, NGOs and other resource providers on the development needs of that area.
	Regularity: Do the communities receive regular opportunities to discuss the mine /ERW problem and its impact?	All mine-affected communities will be visited *x* times per year and given the opportunity to discuss in a participatory manner MRE and clearance issues affecting the village.
Sustainability	**Responsibility**: Does the community take responsibility for maintaining markers, warning signs, etc? What outside support is required (if any)?	All community mine action committees will be trained, facilitated and supplied with material to allow for the safe repair and marking of existing minefield marking.

6.10 Evaluating public information dissemination

Public MRE information dissemination projects and programmes are characterised as being a one-way delivery of information, often in emergency situations or the initial stages of a MRE programme, and might include the following activities:

- The production and dissemination of posters, books and paper-based materials promoting safety in a mine- or ERW-contaminated environment;
- One-off information delivery and lectures to (usually large) groups in a variety of settings; villages, mosques, churches, schools;
- Public information campaigns through regional/national media such as radio, TV or newspapers;
- Public information campaigns with local communities through the use of mine awareness staff focusing on community-based programming; and
- Rallies or high-profile public events designed to promote mine awareness, or the inclusion of mine awareness information in other big events.

This can include using the mass media such as radio, television or newspapers, or "small media", such as posters and banners, to highlight the dangers of mines and ERW and promote safety messages.

When evaluating programmes such as these it is important to consider in particular issues of ***relevance***, ***effectiveness*** and ***impact***. For example:

- Did the organisation provide information on the main type of threat — or did it, for example, provide safety information on ERW when the main threat was from mines?;
- Was information accurate, safe and realistic, i.e. was it "do-able"?;
- Did the information arrive on time, e.g. were the staff and equipment there before the refugees arrived in the dangerous area or six weeks later and after many casualties?;
- Did the programme establish itself in the right place to get the majority of the target audience, or was a perfect programme established in the wrong place?; and
- Did it target the right group, i.e. did the programme know who was most at risk and target them, how did it get this information?

While the focus of evaluating public information dissemination MRE is likely to be on these three issues of ***relevance***, ***effectiveness*** and ***impact***, if time and resources allow you should also consider issues of ***efficiency*** (i.e. was the above undertaken at a reasonable price and with a use of resources that can be compared to other similar programmes) and ***sustainability*** (e.g. what thought, if any, was given to moving the programme to a longer-term footing: for example, moving away from one-way discussions with large groups to interactive and participative programming with smaller ones; or providing MRE through more sustainable channels, such as through health or education personnel).

6.11 Evaluating community-based MRE initiatives

Community-based MRE programmes are characterised as being formal and informal education activities and other interactive processes that allow for sharing collective knowledge and building on existing community strengths. They are usually small-scale initiatives adapted for differing needs at local level (but can include national initiatives) and might include the following activities:

- Train-the-trainer programmes in which key personnel (e.g. teachers, religious leaders, health workers, and children) are taught MRE messages and methodologies for delivery to their peers or constituencies;
- The development of an educational curriculum on mines and ERW to be taught as part of the normal school programme;
- Teams engaged in visiting refugee camps or settled communities (sometimes basing themselves in that community for up to a week or longer) discussing MRE with different age and social groups and providing information in a variety of methodologies to impart safe practice around mines and ERW;
- The creation of a network of MRE facilitators (either paid or volunteers) at the community level to act as points of contact or trainers;
- The establishment of MRE centres in refugee camps or settled communities to act as a focal point for reporting or developing activities;
- Working with particular associations or professions to change the way things are done, for example with scrap collectors or dealers to change particularly dangerous practices into less hazardous ones.

Such activities often develop out of public education initiatives as time, security and resourcing improves. Such programming is aimed over the medium- to long-

term and, as such, issues of ***efficiency*** and ***sustainability*** are of increased importance for such approaches. They should therefore reflect issues of ***efficiency*** and ***sustainability*** as well as the issues of ***relevance***, ***effectiveness*** and ***impact***.

6.12 Tools for evaluation

So, now you have . . .

1. Identified what criteria need investigating,
2. Identified what indicators you will use,
3. Determined what questions you will ask, and
4. Identified who you need to ask these questions, or what you need to do to get the answers.

You now need to . . .

5. Decide which tools to use to capture information collected from the community and elsewhere.

Basically you should seek to use methodologies and techniques that are participative, avoid bias as much as possible and are sufficiently flexible for your needs. A wide variety of tools can be found in Guidebook 2 (*Data Collection and Needs Assessment*) which are appropriate for use in evaluations. In particular, you may wish to consider using the following:

- Document reviews of budgets and workplans, interim progress/quarterly reports, annual or country reports;
- Mass media surveillance: reviewing the media for what, when, where information is provided on MRE activity, and whether this information is accurate and timely;
- Awareness, attitude and behaviour surveys; household surveys; and
- Focus groups and outcome groups (incorporating the use of PRA/PLA tools).

Remember, the tools you chose to use (and how well you use them) will determine how accurate your information is, and therefore the success of the evaluation. Simply knowing what questions to ask is not enough: knowing how to get good quality answers is just as important.

7. Analysing, reporting and using evaluations

The way in which the conclusions, findings and recommendations of an evaluation are recorded, presented and shared are as important as the evaluation itself. How should you prepare the reports? What is to be done with them? Who benefits from the evaluation activities? How is feedback to communities and project staff achieved? This section provides guidance on ensuring that all the hard work that goes into preparing and undertaking an evaluation is not lost by poor presentation in the final stage.

Remember, evaluations are an extremely useful and powerful communication tool when done well. However, this requires them to be accessible, understandable and actionable, with clear analysis and realistic recommendations.

7.1 Presentation and analysis of data

Presentation and analysis are at the heart of the report. Plan them thoroughly before you begin writing. Start by making an outline structure based on the research questions. Use these to work out headings and sub-headings. Then list the main points to be covered in each section which you can develop into a paragraph, with the main point made in the first sentence, followed by clarification and explanation.

Consider in detail how the report can be brought alive. Is there useful case study material or illustrative anecdotes? Can you illustrate a particular point by quoting some answers from the fieldwork? You may wish to compare results with earlier research or studies from elsewhere.

Look at the data tables you are going to use (if any) and decide which tables belong to which section of your report. Decide what points you wish to make from each set of data. Think why you are presenting this particular piece of information, and if it does not usefully illustrate a particular point, consider whether you wish to include it at all.

Use data tables (or diagrams or pie charts based on them) wherever possible, since a well-designed pie chart can summarise a great deal of detail. Follow this

with a brief explanation of what each diagram means, its implications and the inferences that can be drawn from it. Do not simply repeat the tables contents verbally: use the text to focus on the important results and relate these results to the problem under discussion.

7.2 Preparing reports

With a team evaluation, writing a report is often a joint affair. Make sure that all those who contributed have the opportunity to express their views, and it is the job of the team to ensure that project participant's views are relayed and transmitted and reflected in the final report.

Major findings and recommendations should be arrived at through joint deliberation and consensus, although ultimately it is usually the evaluation leader who is responsible for ensuring the report is written and presented to the agreed timetable, and who therefore has ultimate responsibility for content.

The report should be written with the main users in mind: who needs what information in what form? A detailed report may be required for programme management staff and donor agencies. A shorter summary focusing on outcomes and recommendations and possibly lessons learned may be more useful for project staff. And, possibly, a short summary sheet can be the basis for verbal feedback to the community itself.

7.3 Report length and format

There is no set rule as to the length and format of reports. There is a balance required between detail and length — no one likes receiving huge reports — and the longer it is the less likely it is to be read. Sometimes agencies stipulate the length and format of the report in the terms of reference document, others require a maximum length for the main report, often around 30 pages. Supporting information is best placed in annexes, rather than overloading the main body of the report.

When writing, the evaluators should continually ask themselves whether what is strictly essential for readers to know, or whether it is merely interesting or supportive, in which case it would be better as an annex. Annex 4 provides a suggested format for an evaluation report.

The summary should provide sufficient information about the main conclusions and recommendations in the report for managers to be able to get a quick grasp of the important issues. A useful rule is that a summary should be roughly 10 per cent of the length of the total report. The rest of the document should act to support your recommendations and conclusions. The analysis and line of argument used in reaching various conclusions, as well as the information on which they are based, should be clearly stated. This will help encourage discussion of the possible actions to be taken. If lists of recommendations are given without explanation, and the reasons behind them are not easy to understand, then their relevance will be lost and their importance undermined.

7.4 Initial feedback

A draft report should be circulated to those responsible for the evaluation and those responsible for the work being evaluated. This is the opportunity to correct errors of fact or interpretation. A good way to get instant feedback is to convene a workshop in-country of the stakeholders to discuss preliminary conclusions and recommendations, before the evaluation team leaves.

If the report does not fully answer the TORs then the person responsible for managing the evaluation should indicate this to the evaluation leader. A decision will need to be made about what action needs to be taken. In extreme cases, payment may need to be withheld until a satisfactory report is received.

7.5 Follow-up and dissemination

A decision should be made on what aspects of the evaluation and its findings and recommendations should be disseminated further, how and to whom. Issues of confidentiality may need to be borne in mind. As a point of principle, reports should be made available to all key stakeholders in the project. It may be necessary to provide shortened, translated or simplified versions to reach a variety of audiences.

Wherever possible, the conclusions and recommendations of evaluations should be shared with other agencies engaged in similar areas of work. Project staff should be made available to read and explain the content of reports, and make presentations to communities affected by the findings, either in formal workshops or informal follow-up meetings.

As soon as possible after the production of a report, the requesting organisation should clarify what actions should be taken based on its recommendations.

7.6 Institutional learning

One of the purposes of an evaluation is to enable as many people as possible, within and outside the organisation concerned, to learn from what has been done, with a view to improving future practice. Significant policy and practical issues which have emerged from the exercise, in terms of the work evaluated, methods of evaluation, and the agency's own policy and practice, should be highlighted, recorded, disseminated and discussed. Therefore, a systematic review of the evaluation exercise itself should also form part of the final learning process, and should cover:

- Objectives of the evaluation exercise;
- Logistics;
- Methods used and the approach taken;
- Implementation of the evaluation plan; and
- Whether the findings justified the expense (time and money and management effort).

This would usually be a confidential, internal document.

7.7 Barriers to learning and change

Will the lessons learned as a result of the evaluation be incorporated into future practice, either at the level of a specific project, or in the organisations involved? If nothing happens the resources used on the evaluation will have been wasted and the same mistakes will continue to be made.

There are various factors that affect whether learning is likely to happen within a project or organisation. For example, the climate for change: are organisations open to critical reflection, especially when that may require a dramatic review of how they work? The importance of ownership of the report has been stressed in previous sections, yet other factors impact on this, including:

- Bureaucratic inertia;
- Personal territory and control;
- Jobs and job losses; and
- Expediency.

People and organisations are usually very reluctant to face changes in how they do things, and may see any proposed change as a threat to their status and security. But it is important to remember that a funding agency has a responsibility to make the best possible use of the resources entrusted to it. If resources of money, time and energy have been spent on an evaluation, then it is the responsibility of everyone concerned to make the fullest possible use of the findings, to improve future practice.

8. How to make sure an evaluation will be successful[1]

This final section tries to summarise some of the main points to consider in trying to make an evaluation of your project or programme successful.

1. **Be realistic about evaluation.** Recognise that it is a political process in which different views of development, hidden agendas and unequal power relationships operate.
2. **Be clear about the purpose of a particular exercise and the key stakeholders involved.**
3. **Negotiate priorities, and be clear about objectives**; a single exercise cannot answer every question.
4. **Be clear about what the evaluation can and cannot do.** Do not use it for the wrong purposes. Evaluation is not the same as decision-making.
5. **Plan evaluation activity as an integral part of project work**, so the projects and programmes are designed with evaluation in mind. Discussing and planning for an evaluation at an early stage ensures that people expect it to happen, and so feel less threatened by it when it does happen.
6. **Be clear about what people's responsibilities are** in different evaluation exercises, so they know what is expected of them.
7. **Choose an approach and methods appropriate to the type of work being evaluated and the questions being asked.**
8. **Involve people, particularly those who will use the information, from the outset,** so that they "own" the process, and will make use of the findings.
9. **Be prepared to adapt and refine plans** so that evaluation can be carried out at an appropriate time.
10. **Encourage feelings of respect and trust among all involved.**

Endnote

[1] Adapted from F. Rubin (1995), *A Basic Guide to Evaluation for Development Workers*, Oxfam, Oxford.

Annex 1.
A checklist of principles for evaluating MRE projects and programmes

In addition to the IMAS principles outlined in Section 1 above, the following checklist should also be taken into consideration.

1. **Evaluations must be undertaken for a purpose.** You need to be clear about why you are spending time and money on it: what do you hope to achieve by doing it?; and what changes will you see?
2. **Evaluations should be realistic.** Set your goals and objectives at a level you can reach with your available resources.
3. **Evaluations should have clearly defined objectives, timeframe and a verifiable and workable methodology.**
4. **Evaluations need to be built into the project or programme design from the outset.** Projects and programmes run through a cycle that usually lasts several years. Decide when you want to evaluate aspects of programmes in the initial planning phase, although you may need to adjust this later.
5. **The timing of evaluations should take account of when outcomes or impact are most likely to have occurred.** When planning for evaluations during the life of the programme consider what is likely to have changed as a result of your project or programme, and whether this fits with your evaluation schedule and objectives.
6. **Evaluations must be adequately resourced**, both financially and with regards to time.
7. **Evaluations should, where possible, comprise a mix of approaches, data collection methods and data sources.** The different possibilities are highlighted in *Guidebook 2: Data Collection and Needs Assessment* .
8. **Evaluations should involve all relevant stakeholders.** They should also build on partnerships wherever possible.
9. **Strategies for disseminating, discussing and acting on the recommendations of an evaluation need to be built into the process from the outset.** There is no point in providing resources for an evaluation if you do not intend to use the information afterwards.

10. **Programme or impact evaluations should, ideally, be conducted externally.**
11. **Combining a financial and programme evaluation provides a basis for cross-checking financial and activity data.** This will help to ensure a programme that is well grounded financially and substantively.

Annex 2.
Skills needed within an evaluation team

Skills required within the evaluation team may include some or all of the following:

- The ability to write a clear, concise report in the language required;
- The ability to lead and manage an evaluation;
- Facilitation skills and knowledge of group dynamics;
- The capacity to analyse often conflicting data;
- An insight into the local situation, and practices and beliefs;
- Knowledge of the country and locality;
- Knowledge and experience of MRE and mine action;
- Experience in participatory methodologies;
- Ease of access to all social groups in the project area — including both men and women;
- Wide knowledge of the way in which NGOs and UN agencies work.

Teams should be in proportion to the size of the work. Two to four may be a reasonable number allowing different evaluators to look at different aspects of the work. Gender should be considered and where possible a gender balance should be achieved.

Annex 3.
Terms of reference for an MRE evaluation: issues to consider

The terms of reference should normally cover:

Background: The purpose and thinking behind the activity, work, project or programme to be evaluated — why it came about and what is envisaged for the future.

Objectives: The major issues to be addressed, what the evaluation is expected to find out and the questions to be asked.

Methods: How the evaluators are expected to undertake the work — e.g. visits, material and documentation review, data collection, interviews, workshops.

Timetable: A schedule of the major activities to be undertaken — e.g. pre-visits, field work, writing, feedback, and the completion date.

Products: The items expected to emerge from the evaluation exercise (e.g. a report or a workshop), who is responsible for producing these, who the reports are for. Additionally the language, length and format of the report and executive summary should be indicated. The team leader is responsible for the completion of the final report and organising his or her staff accordingly. Also the expected follow-up after the report is presented should be briefly discussed.

The evaluation team: The personal specifications (mandatory and desired) of each team member, the number of team members, the ideal combination of skills and experience at team level (including language requirements, gender balance, etc.).

Budget and logistics: Details of the main expenses (e.g. salaries, expenses, travel, lodging, communications), financial reporting requirements (e.g. reimbursement of actual expenses, per diems), logistical support being offered (office space, computers, vehicles, secretarial help) and how, where and by whom this will be made available.

Use of information: The extent of confidentiality surrounding the issue, ownership of the report.

Terms of reference for the evaluation leader: The team leader of the evaluation must be given an individual TOR (unless only one evaluator is required) outlining his/her specific tasks and responsibilities — particularly with regard to reporting and managerial issues.

A possible structure for TORs is set out below:

1. Background;
2. Purpose of the evaluation;
3. Scope and focus;
4. Existing information sources;
5. Evaluation process and methods;
6. Stakeholder participation;
7. Evaluation team composition;
8. Procedures and logistics;
9. Expected outputs;
10. Resource requirements.

Annex 4.
Suggested format for an evaluation report

Title page: Name of service, programme, or project evaluated; name and address of the organisation the evaluation is submitted to; name and organisations of the evaluators; dates of evaluation (including year); date of completion of report.

Contents list: With page numbers.

Acknowledgements (if appropriate): Thanks to those who helped or advised the evaluators.

Executive summary: Summary of the activities evaluated, the purpose of the evaluation, methods used, the major findings, most important recommendations, and any general conclusions. This should be only two to five pages in length (approximate guide is 10 per cent of the report) and able to act as a "stand alone" document for people who will not receive the full report.

Introduction: Full description of the activity being evaluated, giving the history, context, aims and objectives, beneficiaries, method of funding, summary of purpose of the evaluation, who the evaluation was for, description of the evaluation team, dates of the evaluation.

Evaluation: List of objectives of the evaluation, and the questions to be answered; full description of evaluation process; data collected, methods of data collection and analysis, sites visited and reasons for the choice of methods and visits; any constraints or problems encountered during the evaluation.

Conclusions and findings: Clear statement of what the evaluation found and concluded in response to the questions it was asked to answer; data collected presented in an accessible manner; basis for judgements about the progress of the activity in respect of its original or modified objectives; reasons for identified successes and failures; any unexpected, but relevant, findings; continuing constraints on activity.

Recommendations: Recommendations, linked to findings, listed in order of importance, with each recommendation directed at a specific person or

group of people; cost of recommendations in terms of resources; list of decisions to be made and the people who should make them; proposed timetable for implementation of recommendations.

General conclusions: Lessons learned from the evaluation for those planning, implementing or evaluating similar activities

Annexes: Lists of people interviewed, sites visited; tools used for data collection (e.g. questionnaires) terms of reference, abbreviations, glossary, full details of cost of evaluation.

Geneva International Centre for Humanitarian Demining
Centre International de Déminage Humanitaire - Genève

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IMAS Mine Risk Education
Best Practice Guidebook 9

EMERGENCY MINE RISK EDUCATION

International mine action standards

United Nations IMAS

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EMERGENCY MINE RISK EDUCATION

Geneva, November 2005

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Contents

Foreword

Over the last few years the mine action community has taken major steps towards professionalising its mine risk education (MRE) projects and programmes. A central element in that process has been the development of international standards for MRE by UNICEF, within the framework of the International Mine Action Standards (IMAS), maintained by the United Nations Mine Action Service (UNMAS). In October 2003, UNICEF completed seven MRE standards, which were formally adopted as IMAS in June 2004.

The MRE component of the IMAS outlines minimum standards for the planning, implementing, monitoring and evaluation of MRE programmes and projects. The IMAS are largely prescriptive, advising operators, mine action centres, national authorities and donors on ***what*** is necessary for the development and implementation of effective MRE programmes. They do not, however, guide stakeholders on ***how*** they might adapt their programmes and projects to be more compliant with the standards.

To facilitate the implementation of the MRE standards in the field, UNICEF entered into a partnership with the Geneva International Centre for International Demining (GICHD) to develop this series of *Best Practice Guidebooks* to provide more practical advice on how to implement the MRE standards. A total of 12 Guidebooks have been developed, using expertise from a variety of different people, countries and contexts. The Guidebooks address a wide range of areas covered by the MRE IMAS, including:

- How to support the coordination of MRE and the dissemination of public information;
- How to implement risk education and training projects;
- How to undertake community mine action liaison; and
- What elements should be considered to implement effective MRE projects in emergencies.

The primary aim of these Guidebooks is to provide practical advice, tools and guidance to undertake MRE programmes that are compliant with IMAS.

They are also meant to provide a framework for a more predictable, systematic and integrated approach to risk education, and are intended for use by anyone engaged in planning, managing or evaluating mine risk education programmes and projects, such as government ministries, mine action centres, United Nations agencies and bodies, and local and international organisations. Donors may also find them useful in assessing proposals for mine risk education projects and programmes.

But while the Guidebooks seek to provide practical advice for the design, implementation, monitoring and evaluation of programmes and projects, they remain general in nature and will need to be adapted to each new situation in its specific cultural and political context. UNICEF and the GICHD hope that they will prove a useful tool in making mine risk education more effective and efficient.

In addition to being distributed in hard copy, the *Best Practice Guidebooks* can be downloaded free of charge from the Internet at *www.mineactionstandards.org* as well as the GICHD website *www.gichd.ch* and the UNICEF website *www.unicef.org*.

Introduction

Introduction to the Series

According to the IMAS, the term "mine risk education" refers to "*activities which seek to reduce the risk of injury from mines and ERW by raising awareness and promoting behavioural change, including public information dissemination, education and training, and community mine action liaison.*"[1] MRE is one of the five components of mine action. The others are: ***demining*** (i.e. mine and explosive remnants of war [ERW] survey, mapping, marking and clearance); ***victim assistance***, including rehabilitation and reintegration; ***advocacy*** against the use of anti-personnel landmines; and ***stockpile destruction***.[2]

The first two editions of the IMAS — in 1997 and 2000 — did not include MRE-specific standards and guides. In 2000, the United Nations Mine Action Service, the focal point for mine-related activities within the UN system, requested UNICEF to develop international standards for MRE. UNMAS is the office within the UN Secretariat responsible for the development and maintenance of international mine action standards. UNICEF is the primary actor within the UN in undertaking mine risk education.

In October 2003, UNICEF completed a set of seven MRE standards, which were formally adopted as IMAS in June 2004. The seven standards are as follows:

- ***IMAS 07.11: Guide for the management of mine risk education***;
- ***IMAS 07.31: Accreditation of mine risk education organisations and operations***;
- ***IMAS 07.41: Monitoring of mine risk education programmes and projects***;
- ***IMAS 08.50: Data collection and needs assessment for mine risk education***;
- ***IMAS 12.10: Planning for mine risk education programmes and projects***;
- ***IMAS 12.20: Implementation of mine risk education programmes and projects;*** and

- *IMAS 14.20: Evaluation of mine risk education programmes and projects*.

To facilitate the implementation of the MRE standards in the field, in 2004 UNICEF contracted the Geneva International Centre for International Demining to develop a series of best practice guidebooks for MRE programmes and projects.[3] The following 12 *Best Practice Guidebooks* have been developed:

- *1: An Introduction to Mine Risk Education*;
- *2: Data Collection and Needs Assessment*;
- *3: Planning*;
- *4: Public Information Dissemination*;
- *5: Education and Training*;
- *6: Community Mine Action Liaison*;
- *7: Monitoring*;
- *8: Evaluation*;
- *9: Emergency Mine Risk Education*;
- *10: Coordination;*
- *11: The Collected IMAS on Mine Risk Education*; and
- *12: Glossary of Terms and Resources*.

The *Best Practice Guidebooks* seek to address the particular needs of MRE as an integral part of mine action. Each Guidebook is intended to serve as a stand-alone document, although some include cross-references to other Guidebooks or to other sources.

Introduction to Guidebook 9

This Guidebook, number 9 of the Series, provides advice on how to conduct MRE in an emergency situation. An emergency is generally defined as a situation that is: a) unforeseen, b) has serious consequences, and which c) requires immediate action or attention. UNICEF defines an emergency as "*any situation in which the lives and well-being of children are at such risk that extraordinary action, i.e. urgently required action beyond that routinely provided, must be mobilised to ensure their survival, protection and well-being*".

Emergencies may be created by natural or technological disasters, epidemics or conflicts. A common feature of most definitions is that of a severe disruption of family life and community services that overwhelms the normal coping capacities of the affected people and society. For the purposes of this Guidebook, we are focusing on conflict-related emergencies.[4] Some UN agencies refer to these as humanitarian crises in a country, region or society where there is significant or total breakdown of authority resulting from internal or external conflict and which requires an international response that extends beyond the mandate or capacity of any single agency.

One of the typical features of any emergency is the uprooting and displacement of people — these are especially high-risk factors when a country or region is contaminated with landmines (and, although arguably to a lesser extent, unexploded ordnance — UXO — or abandoned explosive ordnance —

AXO). The situation in Kosovo in 1999 was a good example of such an emergency and despite considerable efforts to conduct mine risk education prior to return, the level of casualties among returnees from mines and ERW,[5] especially submunitions, was significant.

Layout of the Guidebook

Section 1 of the Guidebook discusses some of the key issues governing the conduct of MRE in an emergency and provides summary guidelines on how to conduct MRE in an emergency in 10 steps.

Section 2 looks at the importance of conducting a needs assessment (albeit in an abridged version) prior to designing interventions. Guidebook 2 covers the issue of needs assessment in detail. It also stresses the need to plan your emergency MRE intervention based on that needs assessment, for example through the use of the logical framework approach. Guidebook 3 covers the issue of planning in greater detail.

Section 3 describes key issues to consider when implementing emergency MRE.

The three annexes to the Guidebook, respectively, include an emergency MRE assessment framework, provide a suggested mine/ERW casualty reporting form, and set out the main obligations under international law to provide MRE in conflict and post-conflict situations.

A glossary of abbreviations and acronyms, the IMAS definition of key terms, and a selected bibliography and list of resources for all the *Best Practice Guidebooks* in the Series can be found in *Best Practice Guidebook 12*.

Endnotes

[1] IMAS 04.10, Second Edition, 1 January 2003 (as amended on 1 December 2004), 3.157.
[2] *Ibid*., 3.147.
[3] For the purpose of the IMAS and these Guidebooks, a project is defined as an activity, or series of connected activities, with an agreed objective. A project will normally have a finite duration and a plan of work. An MRE programme is defined as a series of related MRE projects in a given country or area.
[4] The term "complex emergency" entered UN usage toward the end of the 1980s. Countries in "complex emergencies" are defined as countries with armed conflicts affecting large civilian populations through direct violence, forced displacement and food scarcity, resulting in malnutrition, high morbidity and mortality.
[5] ERW — explosive remnants of war — are defined under international law as including AXO and UXO.

1. What MRE is appropriate for an emergency?

1.1 The goal of MRE in an emergency

The primary goal of emergency MRE is to provide clear warnings about the explosive threat to as many people as possible in order to raise their awareness of the danger and to give them basic safety messages on how to minimise the risks. Particular target audiences include refugees and internally displaced persons (IDPs), and will typically cover landmines, unexploded ordnance (UXO) and, possibly, abandoned ordnance (AXO).

In an emergency post-conflict situation, due to time constraints and lack of accurate data, public information dissemination is often the most practical means of communicating safety information to reduce risk. Public information dissemination seeks to reduce the risk of injury from mines and ERW by raising awareness of the risk to individuals and communities, and by promoting behavioural change. It is primarily a one-way form of communication transmitted through mass media, such as TV or radio spots, leaflets, posters, billboards, presentations — any medium that may provide relevant information and advice in a cost-effective and timely manner. *(See Guidebook 4 for further information on public information dissemination.)*

Public information dissemination projects may be "stand alone" MRE projects that are implemented independently, and often in advance of other mine action activities. They have the primary objective of reaching as many people as possible within the shortest possible time with messages and advice on dangers and the correct behaviour to be adopted. **But a public information dissemination project is only a temporary stop-gap measure and every effort should be made to evolve a comprehensive MRE programme as soon as possible.**

1.2 Ten steps to providing MRE in an emergency

The following 10 steps are suggested as an overriding framework for an emergency MRE intervention. They are in the order in which they ***should*** be

carried out. (This does not, however, exclude the possibility of skipping one or two of them to get things moving — so long as you come back later to fill in the gaps.)

1. Assess the situation.
2. Determine the key messages you will use.
3. Select your communication approach.
4. Make your programme as participatory as you can and move to a full MRE programme as soon as you can.
5. Train your staff for project implementation and monitoring.
6. " Mini" field-test the messages and the communication approach.
7. Keep your warnings simple.
8. Establish procedures for reporting accidents as well as mines and munitions that civilians come across.
9. Report on what you've done.
10. Learn from your successes and your mistakes.

2. Assessing and planning emergency MRE

This section looks at the importance of carrying out even an abridged needs assessment for MRE in an emergency and then developing a project or programme plan based on this assessment. A suggested emergency MRE assessment framework is included in Annex 1. This covers mainly points 1 to 3 of our 10-step emergency framework, i.e.:

1. Assessing the situation.
2. Determining key messages you will use.
3. Selecting your communication approach.

2.1 MRE needs assessment in an emergency

Even in an emergency there's still some time to assess and plan to meet the specific needs of the civilian population.

Of course, time is limited in an emergency and the pressure to "do something" is intense. But even taking a little time to plan warnings activities will pay dividends.

There is *no* excuse, even in a fully-fledged emergency, for not taking a few minutes to try to find the answers (as best you can) to a few basic questions to help you design a professional MRE project.

Begin by finding out what is the threat actually being faced. Although unexploded artillery shells or mines dominate the threat in one part of the country, other areas might be affected by different types of ordnance, such as cluster munitions.

Try to learn who is really at risk. Everyone equally? Stable communities as much as the displaced or nomadic communities? Urban as well as suburban or rural communities? Children as well as adults?

Study how people pass on information to each other. Think about what will be most effective and consult people who come from the local culture who,

inevitably, know more than you.

Although it may be difficult, it is normally possible to involve some representatives of the affected communities in the planning for an emergency MRE project (especially in a refugee situation). This will strengthen the relevance and effectiveness of the programme and help to avoid cultural and linguistic mistakes that have often plagued MRE in the past.

So, in sum, try to find out as much as you can in response to three key questions:

1. **What is the threat actually being faced?** What type(s) of explosive devices are injuring or killing people? What is the geographic area affected and what is the population's access to the area? Is the problem different in different areas of the country?
2. **Who is really at risk?** Who is moving in the affected areas? Adults or children (or both)? Men or women (or both)? Are incidents prevalent among certain occupations? Are settled, displaced or nomadic populations at particular risk? What are common behaviours and beliefs that lead to incidents? Are dangerous areas known and/or marked as dangerous?
3. **How do people pass on information to each other?** Think about what will be most effective and consult local people. What means do the authorities normally use to convey information to the public? Are TV/radio messages, newspapers, printed material or information sessions equally effective and efficient or should one be preferred?

Targeting the specific information needs of different target audiences is desirable, but in this emergency phase, you may have to generalise and just get the main messages across to as large a population as possible in the shortest possible time. But don't be tempted to skip this first step altogether: even a little time spent investigating and reflecting will pay dividends.

2.2 Planning an emergency MRE intervention

Setting up a full MRE programme takes time, which is why most emergency projects are started as soon as possible, rather than waiting for a fully-fledged education programme. As stated earlier, public information dissemination has the primary objective of reaching as many people as possible within the shortest possible time with messages and advice on the dangers and appropriate behaviour.

Of course, the more time and money you have, the better you can target those at risk. In any event, as soon as possible after launching a warnings programme it should be the ultimate aim to change it to a full MRE programme. This issue should already be taken into account when beginning to plan and implement the emergency project.

2.2.1 Determine the key messages

To design the key messages for your emergency MRE:

- Use information coming from the field, if any is available;

- Analyse the results of your assessment;
- Interview refugees or the displaced on the explosive threat; and, of course,
- Talk to the military who are or have been using mines and munitions.

But remember: civilians do not need to be able to identify all the different types of mines and munitions and their fusing mechanisms in order to protect themselves effectively.

For the non-expert, most military munitions are simply lumped together under the term "mine" or "bomb". What is important is not detailed technical information, such as whether the danger in question comes from a bounding fragmentation mine or a rocket-propelled grenade, but the dangers that may arise if any explosive items are disturbed.

A lot of time in MRE programmes is wasted on materials that show dozens of different types of ordnance, with little benefit to the civilian population. Sometimes, they have even tempted children into trying to collect the different items in order to get "a set"!

Efforts should concentrate on giving civilians useful information about how to prevent death or injury and what to do if they encounter abandoned or unexploded ordnance. If, however, specific munitions are to be illustrated on any materials, they should at least be life-size, the correct shape and colour and preferably depicted *in situ*.

Do not copy material from another context! You can, if absolutely necessary, use it for inspiration, but even this approach has dangers as the temptation to copy may be too strong.

Make use of in-country resources as much as you can, for example, by using local artists and designers.

When formulating the messages:

- Make sure the messages are relevant;
- Use words that attract the eye and are catchy (i.e. slogans, rhymes and wordplays all make it easier to remember the messages);
- Make sure the language used is simple (i.e. short words and short sentences are better than long ones);
- Be aware of what is socially, culturally and religiously appropriate;
- Avoid using a dialect that could be misunderstood if the messages end up in the wrong location/community.

So, for example, **don't** say:

"*Explosive remnants of war can be hazardous or fatal and should be avoided. It is forbidden to move closer to them...*"

Say: "*Military objects are dangerous and can kill you! Do not approach! Report any objects you find to the police.*"

2.2.2 Select the communication approach

As important as it is to have good printed material and well-made radio/TV spots, it is also crucial to have a plan for how the messages should be communicated. Establish a plan of action for communication with the target audience. This plan could be made in a simple matrix:

Target group	Main message	Media to be used	Time frame	Responsible body

Emergency MRE is not all about posters and T-shirts with safety messages on them.

There is no generic formula for the communication media to be used to reach the target population. It is ALL context-dependent. But there are a few lessons to be heeded.

First, so-called "small media" like posters and leaflets and T-shirts are relatively expensive and reach a small audience, who has to be able to read the language(s) on them.

Second, research has shown that local or community radio (and television where there is access to it) is one of the most underused resources in MRE.

Third, a mix of communication channels (mass media, small media, traditional media and interpersonal communication — people talking to each other) is always best.

Fourth, over the long-term positive messages (indicating action that can be taken to keep oneself alive and well, such as "*Stay on the safe path*") are better than negative messages ("*Don't touch!*").

Don't just adapt materials from another context. What has "worked" in one place will not necessarily work in another. This is a very common error in MRE. Pressure to do something leads to what can only be termed laziness — and this laziness may be at best less effective and at worst dangerous.

So, if you decide to design any materials for your warnings programme, start from scratch using local expertise as far as possible and on the basis of whatever knowledge you have, however limited it may be. It's not that time-consuming, it just needs a little thought and organisation.

And remember that slogans are *not* easily translated into the local language.

2.2.3 The logic of logical framework analysis

Any planning process — even amid the pressures of a complex emergency — involves setting the overall objective of the programme or project, and then setting a series of enabling objectives and activities to achieve them. Each activity should contribute to achieving a specific objective; and for each activity planned, it should be clearly stated what inputs (resources) are required and the expected outputs. Measurable indicators and sources for verification should be established for assessing the achievement of each enabling objective. Plan for a full MRE programme from the first day!

One common tool for planning is through the use of logical framework analysis. The logical framework is used to promote good project design, by analysing and clearly stating the different components of a project. (The use of the LFA is discussed in greater detail in Guidebook 3.) It allows the presentation of planned activities to be clearly presented (in a framework format) to relevant stakeholders. The LFA tool is a summary of the project planners' thoughts on:

- The broad goal, specific objectives, planned outputs, and required inputs for a project (or programme);
- How the project objectives are aligned with those of the next "highest" system (e.g. the link between an MRE project and the national MRE programme);
- The feedback mechanism required to see if outputs are effective in promoting the desired objective; and
- The principal social, economic, and other assumptions on which the project is based.

Logical frameworks make clear statements about what you want to achieve, how you will achieve it, what you will need and what factors might affect your project. The logical framework itself is a matrix with — in the most common variant — four columns and four rows, as depicted below:

	Intervention logic	Verifiable indicators	Means of verification	Critical assumptions
Overall objectives	Project goal(s)	How we will tell if the goal is being promoted?	How we can obtain the data on the left.	What external factors will influence whether the goal is achieved?
Project purpose	Project Purpose(s)	How we will tell if the purpose is being achieved?	How we can obtain the data on the left.	What external factors will influence whether the purpose is achieved?
Outputs	Planned outputs	How we will tell if the outputs have been produced?	How we can obtain the data on the left.	What external factors will influence whether the outputs are produced?
Inputs/activities	Inputs/activities required	How we will verify the required inputs have been received?	Who will provide the data on the left?	Pre-conditions needed before start of project.

2.2.4 A results-based LFA for emergency MRE

Let us say an emergency MRE project is seeking to facilitate the safe return of 10,000 internally displaced persons (IDPs) to their communities. The project's planned output is returnees informed about the dangers of mines and ERW and "mine-safe" behaviour and its principal objective (or purpose) is to have 10,000 people return and sustain themselves in their home communities.

It is quite conceivable that the project could deliver the planned outputs but still fail to achieve its purpose because, say, warfare resumed in that region or contamination is so severe and the return so spontaneous that significant casualties are almost inevitable. The project design is based on the assumption that peace will prevail in the region, and that assumption may not hold true.

A "performance management" or "results-based" summary of the project logic might look as follows:

Project logic	Results sought	Verification	Assumptions
Goal: Returnees return safely to their home communities.	Impact: No more than 3 in 10,000 returnees falling victim to mines or ERW in a one-year period following return.	Indicators that the goal has been (is being) achieved.	Key assumptions
Purpose: To allow refugees to return safely to their home villages.	Outcome: No more than 5 of 10,000 IDPs fall victim to mines or ERW in returning to at least 50 villages.	Indicators that the outcome has been (is being) achieved.	
Inputs: Funds, identification of MRE volunteers or agents, development of a training curriculum, preparation of radio and TV warnings.	Outputs: At least 8,000 IDPs informed about the danger of mines and ERW and mine-safe behaviour prior to return.	Indicators that the outputs have been delivered and that inputs have been used efficiently in producing outputs.	

In sum, a project plan for emergency MRE needs to address the following issues and questions:

Project goal

- What is the overall problem the project will contribute to solving?
- How will the contribution be measured?
- What are the risks to contributing to the goal?

Project purpose

- What will be the project's direct effect and impact?
- How will this help solve the overall problem?
- How will the impact be measured?
- What are the risks, what might affect our project?
- How will the impact be sustained?

Project outputs

- What will the project produce, change or deliver?
- How will the project make these?
- How can the outputs be measured?
- What are the risks?

Project inputs

- What is going to be done to achieve the outputs?
- What will we need to achieve the outputs: what equipment, staff, services, and money?
- What things outside of our control do we need?

3. How to implement MRE in an emergency

Following our suggested 10-step framework for emergency MRE (*Section 1.2*), you now have the basis of your project plan. It's now time to implement points 4 to 10:

4. Make your programme as participatory as you can and move to a full MRE programme as soon as you can.
5. Train your staff for project implementation and monitoring.
6. "Mini " field-test the messages and the communication approach.
7. Keep your warnings simple.
8. Establish procedures for reporting accidents as well as mines and ERW that civilians come across.
9. Report on what you've done.
10. Learn from your successes and your mistakes.

Make your programme as participatory as you can

If possible, some interactive/participatory (two-way) communication techniques should be used in a small-scale warnings campaign. This can later be developed once a full MRE project or programme replaces the warning campaign. Remember, the more people are actively involved in the programme, the more likely they are to follow your advice.

Presentations: These can sometimes be more of a one-way communication approach, but we strongly encourage using professional teachers or actors to convey the messages in an interactive way. This can either be done through traditional methods (i.e. songs, dances, theatre, public story telling, puppet theatre) or by teaching activities at schools and other public places (e.g. community meetings, religious meetings).

Community networks: These are commonly part of a long-term approach, but can easily be developed by training information resources in the local community (e.g. teachers, community leaders, religious leaders). This normally builds on person-to-person communication to ensure the best results.

Curriculum activities: For a government-run warning campaign it is simple to ensure that the messages and activities are included into the national educational curriculum. This is not only effective in reaching the younger generations but can also reach parents, as children get assignments to carry safety information home and report on the local ERW situation back to the classroom.

Move to a full MRE programme as soon as you can!

Train your staff

Do not forget to train your staff properly. MRE personnel need to know:

- The threats posed by mines and ERW;
- The impact of these weapons on people's lives;
- Basic first aid for mine or ERW victims;
- How to discuss with — rather than just talk at — community members;
- The need to monitor the implementation of the project; and
- Basic mine action coordination mechanisms.

So train your staff to ensure that they understand, at a minimum:

- Basic communication techniques;
- How to field test planned messages and the communication approach;
- How to monitor the situation on the ground as it evolves;
- Why they should *not* talk about how mines or ERW technically work; and
- Procedures for reporting dangerous areas and incidents involving mines or ERW.

"Mini" field-test the messages and the communication approach

Field-testing procedures normally take some time but even if time is very limited a "mini" field-test should always be carried out before programme activities are actually launched.

Select a sample group from the intended target population representing the geographical areas, different social levels in society, gender, age, religions, etc. This group will then see/listen to media spots, as well as read the printed materials. Information will then be gathered on:

- How the group actually comprehends the messages, and
- How they like the material/approaches.

By this simple exercise you can identify problems in the messages and approach chosen — and make adjustments. The testing procedure should be repeated following changes of the messages/approaches.

Keep warnings simple

Typically, public information dissemination uses primarily one-way communication channels, such as mass media and small media items. General rules for the use of media are:

- Keep it short and concise — don't confuse your audience with too much information;
- Use simple, straightforward language;
- Offer specific, practical advice;
- Organise the information clearly and logically; and
- Repeat the information.

Avoid fancy design companies and complicated production procedures. The simple aim is to get the information to the target audience as soon as possible.

Channels and procedures typically used by the authorities for public information are probably the best option, as everyone involved will know how it is "normally" done. If TV and radio are to be used, the best option is to use well-known newsreaders to give warning messages, rather than unknown actors.

NEVER show images or footage of someone touching mines or ERW.

REMEMBER that one of the basic messages is: "*Bombs or grenades should never be touched – they may explode and kill or maim you*!"

A few specific suggestions follow.

TV/Radio spots: A mix of different stations is normally the best as different people watch/listen to different stations. It is good, however, to make use of as much local media as possible for local adaptation of warning messages as well as language. This might be the only information means possible for some target audiences, in occupied territories for example.

Handouts: Leaflets can easily be printed in large quantities and distributed either by the national postal service or through community networks. It is important, however, to keep in mind that this information will only be effective if the population feels attracted to read it and actually understands the information it gives.

Public announcements: Billboards and posters along roads and in urban areas are other passive information carriers that can be used. Again, it's important that the message is clear, comprehensible, relevant and visible to the target audience.

Establish reporting procedures for victims and devices

When the population starts to receive information and warnings about the dangers they will need to be able to report on what they have seen. This may be an accident involving mines or ERW (*see Appendix 2 for a sample mine/ERW casualty reporting form*) or simply observing the presence of explosive devices. Decisions therefore have to be taken on reporting procedures so that the authorities can deal with the explosive threat as soon as possible.

Using already established reporting channels (e.g. emergency phone numbers) is obviously preferable, otherwise it may be necessary to establish a special report line with a simple telephone number. This has been done in a number of affected countries, such as Croatia and Lebanon. Where there is no access to a phone local authorities or police should normally be the first point of contact.

Staff taking calls on these numbers must receive basic training on what to do with the information and what advice to give to the caller. This could be a simple set of questions to be asked (e.g. What is the problem? location? quantity of explosive devices? proximity to inhabited areas? known incidents?).

At the same time, an initial decision will have to be taken on which authority or authorities are to be tasked to deal with future clearance (i.e. military units, civil defence, police).

Report on what you've done

Setting up an efficient reporting system to follow what has been achieved,

for what target audience, and in what geographical area will greatly benefit the emergency project, especially if and when it evolves into a MRE programme. It also helps to integrate your project into the national mine action programme. Reports will also serve as good information sources when reporting to media and donors.

Speak to the military about public information dissemination.

It is essential that the military and humanitarian organisations talk to each other. To the maximum extent, therefore, actors involved in providing any form of MRE should share all the information they have on the threat and their response to it and coordinate their activities.

If a national or regional mine action centre is functioning, this body will be responsible for operational coordination of all MRE. They may have a mine action database, such as the IMSMA (Information Management System for Mine Action) in which case, all actors should contribute to it — and consult it.

Learn from your mistakes and your successes

If we properly monitor the evolution of the emergency project or programme and the way it is being implemented, it is also possible to see if the messages and communication approach chosen are appropriate and effective.

- Are you reaching the people you want to reach?
- Are they understanding your advice?
- Are they following it?
- If not, why not…?

It is important to look at both the failures and the successes of the programme. When the programme is government-run it should be possible to use the same function as public media organisations use to monitor the population's opinions (e.g. Ministry of Information research departments, polling companies, etc.).

Try to evaluate the effectiveness of the warnings you provide.

Every programme needs evaluating and we all need to learn from our successes as well as our failures. Too often, programmes launch into the production of expensive materials before knowing whether they are (a) needed, (b) appropriate, and (c) effective. Again, a little time and effort will pay dividends.

Many MRE organisations have moved to evaluate their programmes more systematically. Some, such as Handicap International or the International Committee of the Red Cross, have even posted the results on the Internet so that others can learn from their experiences.

Other measures to be taken…

In addition to the warnings issued via the media, look also at the possibilities of:

- Posting warning signs close to dangerous areas;
- Fencing dangerous areas; and
- Patrolling certain dangerous areas for the safety of the population.

Annex 1.
An emergency MRE assessment framework

Try to get answers to all of the following questions as part of your emergency assessment.

A. The explosive threat to the civilian population

Which of the following pose a threat to the civilian population?

Anti-personnel mines?
Anti-vehicle mines?
Cluster bomblets (also called submunitions)?
Other unexploded ordnance (UXO)?
Abandoned stockpiles of munitions (AXO)?
Improvised explosive devices (IEDs)?

Where is the threat known or suspected?

Does the threat vary from region to region or is it broadly the same throughout the country?

What is the level of access to the affected areas? (security, logistics and infrastructure)

B. The impact on the civilian population of the explosive threat

Using available victim data, who is most affected by mines and ERW? (broken down by age, sex, occupation, activity at time of accident, level of knowledge about the danger, if known)

Have people been displaced internally or across an international border by the conflict or other emergency?

Are IDPs or refugees believed to be intending to return to affected areas?

What facilities are available to treat the victims? (e.g. casualty evacuation, first aid, surgical care, physical rehabilitation centres)

C. Existing capacities to provide mine risk education

Is there an existing mine action coordination structure?

Who is already implementing mine action?

Who is providing MRE to those at risk?

Who are they targeting, where and why?

Who else could do so? (e.g. organisations involved in HIV/AIDS awareness or organisations providing emergency relief)

Who is providing assistance to mine or ERW victims?

How do people pass on information to each other? (if possible, break this down by target group)

Annex 2.
A sample mine/ERW casualty reporting form

LANDMINE / ERW CASUALTY FORM

Version 1,3 May 29, 2005

Serial No. ____ - ____

1. **Person collecting the information**
   Interviewer Name: _____
   Agency/Address: _____
2. **Place of Interview:** _____
3. **Date of Interview** ____ Day/month/year

4. **Person giving the information**
   Name: _____
   Address: _____
   ☐ Casualty ☐ Government ☐ Witness
   ☐ Family/relative ☐ Friend ☐ Medical staff

5. **Casualty Name** _____
6. **Sex** ☐ Female ☐ Male
7. **Current address (if applicable)**
   Village/town
   Sub-district
   District
   Province
8. **Address at time of accident (if different)**
   Village/town
   Sub-district
   District
   Province
9. **Date of birth** ____ Day/month/year
10. **Family status**
    ☐ Single ☐ Children (*how many*) ____
    ☐ Married ☐ Head of household
11. **Occupation at time of accident**
    ☐ Deminer
    ○ *NGO*
    ○ *Government*
    ○ *Company*
    ☐ Homemaker
    ☐ Other _____
    ☐ Farmer ☐ Sheperd ☐ Fisher ☐ Driver ☐ Not working
    ☐ Labourer ☐ Student ☐ Police ☐ Military ☐ Religious leader ☐ Unknown
12. **Occupation at time of interview** _____

13. **Date of accident** ____ Day/month/year
14. **Time of accident** ☐ Morning ☐ Afternoon ☐ Evening ☐ Night

15. **Where did the accident take place**
    ☐ **Rural area** → ☐ Building ☐ Road/Roadside ☐ Path ☐ Field/Orchard ☐ Grazing Area ☐ Desert ☐ Forest ☐ River/Riverbank ☐ Military position ☐ Unknown ☐ Other _____
    ☐ **Urban area** →
16. **Name of village or closest village to accident site**
    Village/town
    Sub-district
    District
    Province
17. **Distance of accident site from centre of the village**
    ☐ <500m ☐ 500m-2km ☐ 2-5km ☐ >5km
24. **Approximate direction of accident from village centre** →
    ☐ N ☐ NW ☐ NE ☐ W ☐ E ☐ SW ☐ SE ☐ S
18. **Did the casualty know the area was dangerous** ☐ Yes ☐ No ☐ Unknown
19. **If they knew the area was dangerous why did they go there** →
    ☐ Economic necessity ☐ Unknown ☐ No other access ☐ Other
20. **How often did the casualty go to the area** ☐ First time ☐ a Few times ☐ Often ☐ Unknown
21. **Was there any mine clearance in the area** ☐ Yes ☐ No ☐ Unknown
    → *By whom* ○ MAC ○ NGO ○ Army ○ Local people
22. **Was the accident site marked as dangerous** ☐ Yes ☐ No ☐ Unknown
    → *What kind of marking* ○ Unofficial ○ Official
23. **Did casualty receive mine risk education before the accident** ☐ Yes ☐ No ☐ Unknown

25. **What type of device caused the accident**
    ☐ Mine
    ○ Anti-tank
    ○ Anti-personnel
    ☐ Unexploded Ordnance
    ○ Cluster Munition
    ○ Other UXO
    ☐ Abandoned Ordnance
    ☐ Improvised Explosive Device
    ☐ Unknown
    ☐ Other _____

OFFICE USE | Receipt date: | Report checked by: | Computer entry by: | Entry checked by:

26. **What was the casualty doing when the accident occurred**

☐ Playing/recreation ☐ Hunting ☐ Fishing ☐ Grazing animals ☐ Farming ☐ Collecting water ☐ Gathering food

☐ Demining ☐ Military Activity ☐ Construction ☐ Housework ☐ Going to toilet ☐ Watching others tamper with mine/ERW ☐ Passing/standing near → *What caused the accident*

☐ Tampering with mine/ERW
- *To use the metal* ○ *To move it*
- *To use explosives* ○ *To dismantle/destroy it*
- *To make it explode* ○ *Other* _____
- *Curiosity*

☐ Travelling
- *By motorized vehicle*
- *On foot/bicycle*
- *By animal/cart*

☐ Other _____

☐ Collecting wood

27. **Who activated the mine/ERW** ☐ The Casualty ☐ Someone else ☐ Other _____

Describe the causes and circumstances of the incident:

28. **From the mine/ERW accident, was the casualty** ☐ Killed ☐ Injured

29. **If the casualty died, how long after the accident did they die** ☐ Immediately | *hours* | *days* | *weeks* | *months*

30. **Where did the casualty die**
☐ At place of accident ☐ On the way to health facility/hospital ☐ Unknown
☐ In health facility/hospital ☐ After leaving health facility/hospital ☐ Other _____

31. **What injuries did the casualty suffer**

Complete this section for all casualties who were killed or injured

	Arm	Fore Arm	Hand	Finger	Above Knee	Below Knee	Foot	Toe
Amputation *Right*	☐	☐	☐	☐	☐	☐	☐	☐
Left	☐	☐	☐	☐	☐	☐	☐	☐

Wounds ☐ Face ☐ Upper Limb ☐ Upper Body ☐ Lower Limb ☐ Lower Body ☐ Entire Body

Burns ☐ Face ☐ Upper Limb ☐ Upper Body ☐ Lower Limb ☐ Lower Body ☐ Entire Body

Permanent blind ☐ One eye ☐ Both eyes

Permanent deaf ☐ One ear ☐ Both ears

Paralysis ☐ Face ☐ Upper Limb ☐ Upper Body ☐ Lower Limb ☐ Lower Body ☐ Entire Body

32. **What medical care did the casualty receive**
☐ None ☐ Treated Self ☐ Hospital ☐ Clinic ☐ Community member ☐ Traditional docter ☐ Unknown ☐ Other_____

33. **How long before the casualty received medical care** → ☐ <30min ☐ <60min ☐ Unknown ☐ < 2 hrs ☐ > 2 hrs ☐ Not applicable

34. **Hospital/clinic name** _____ **Address** _____

Complete this section for all casualties who were permanently disabled in the accident

35. **Does the casualty receive financial/in-kind support** ☐ Yes ☐ No ☐ Unknown
→ *From whom* ○ NGO ○ Govt ○ Private/family

36. **Does the casualty have a prosthesis** ☐ Yes ☐ No ☐ Not applicable

37. **Does the casualty have a wheelchair** ☐ Yes ☐ No ☐ Not applicable

38. **Does the casualty have other walking aids** ☐ Yes ☐ No ☐ Not applicable

39. **If the casualty is under 15 is s/he attending school** ☐ Yes ☐ No ☐ Not applicable

40. **Were others injured/killed in the accident** ☐ Yes → **How many** Killed ___ ☐ No Injured _____

What are the names of the other casualties

1.	3.	5.	7.
2.	4.	6.	8.

MINE/ERW CASUALTY REPORT — DESCRIPTION

A. PURPOSE

The Mine/ERW Casualty Report is designed to record cases of human casualties of mines and Explosive Remnants of War, in conflict and post-conflict situations. The purpose of the report is to inform the development of humanitarian mine and ERW risk education, advocacy and clearance activities, and casualty assistance activities.
One casualty report should be completed for each mine/ERW casualty, and returned to the central database office no later than the end of each month.
All questions should be completed. If a question is missed for any reason an explanation should be attached on a separate piece of paper.

B. DEFINITIONS

Mine: munition designed to be placed under, on or near the ground or other surface area and to be exploded by the presence, proximity or contact of a person, animal or a vehicle.
Mines may be detonated by the action of its target, remotely activated, by the passage of time, or by any other means known or unknown.

ERW — Explosive remnants of war: abandoned ordnance (AO), unexploded ordnance (UXO), improvised explosive devices (IEDs) and booby-traps.

Abandoned ordnance (AO): munitions that have not been used and are no longer in the control of any particular armed group. AO could include mortars, grenades, bombs, rockets, bullets, artillery shells and so on, which have been abandoned in the course of fighting or at the end of the conflict.

Unexploded ordnance (UXO): munitions that have been fired, thrown, dropped or launched but have failed to detonate as intended. UXO includes artillery and mortar shells, fuses, grenades, large and small bombs, cluster munitions and their sub munitions,[1] rockets and missiles.

Improvised explosive device(IED): a manually placed explosive device, normally "home-made " and adapted in some way to kill, injure, damage property or create terror. Often UXO or abandoned munitions are modified to construct IEDs.

Booby-trap: an explosive device deliberately placed to cause casualties when an apparently harmless object is disturbed or a normally safe act is performed, like opening a door or turning on a television. Booby traps are often common objects found in unusual settings — they are out of place.

ERW may be detonated by the action of its target, remotely activated, by the passage of time, or by any other means known or unknown.

Casualty: Any human who sustains, directly or indirectly, a fatal or non-fatal mine or ERW injury in [specify area], from [specify date] to the present.
Included are individuals injured inside [area], but from other areas.
The definition excludes injuries from guns.

C. REPORT EXPLANATIONS

Title. **Serial No**: a unique number or code given to each report. This code is given by the database manager and not the data collector.

Box. **OFFICE USE**: indicates the date the report was received in the database office, who checked the report, who entered the report data into the data base and who checked data entry. This section is to be completed by the data base office manager, not the data gatherer.

Question 1. **Person collecting the information**: The name, address and agency of the person completing this report.

Question 2. **Place of interview**: the address or name of the place where the interview took place and the report was completed. If the place is a private home the address of the home

should be given. If it is a hospital or other medical facility, the name and address of the facility should be recorded.

Question 3. **Date of interview**: the date the interview took place, by day, month and year.

Question 4. **Person giving the information**: the name and address of the person giving the information to the person collecting the information, and their relationship to the casualty.

Question 5. **Casualty name**: the full name of the casualty. If the casualty is known by other names (nicknames) these should be recorded.

Question 6. **Sex**: the sex of the casualty, male or female.

Question 7. **Current address**: the place where the casualty currently lives, if applicable. If the casualty has died or has no current address, write Not Applicable and give explanation.

Question 8. **Address at time of accident**: the place where the casualty lived at the time of the accident. Complete this section if the address is different from the address given in question 7.

Question 9. **Date of birth**: the date of birth of the casualty. If the casualty's full date of birth is not known, record what is known, for example, the month and year. If any information is missing, write Unknown.

Question 10. **Family status**: record if the casualty is single (not yet married, divorced or a widow/widower) or married. Indicate if the casualty has children and the number of children.

Indicate if the casualty is the head of household, meaning they are or were the primary source of income for the family. The purpose of this question is to identify families that may be financially affected by the death or injury of the casualty.

Question 11. **Occupation at the time of accident**: indicate what occupation the casualty had at the time of the accident. If their occupation is not indicated in one of the check boxes, check other and specify what their occupation was.

Question 12. **Occupation at time of interview**: indicate the current occupation of the casualty. If the casualty died, write died; if the occupation is the same as at the time of the accident write same

Question 13. **Date of accident**: the date the accident took place, by day, month and year. If any part of the date is unknown write unknown above the section that is unknown, but complete the parts of the date that are known. For example, if the day is unknown, write the month and year.

Question 14. **Time of accident**: indicate the time of day the accident took place: morning, afternoon, evening and night. Night includes the hours of darkness. Morning includes sunrise. Evening includes sunset.

Question 15. **Where did the accident take place**: indicate if the accident took place in a rural or urban area, then whether the accident occurred in a field, building, on a road, and so on, in that area. A rural area is an area used for farming or agricultural activities. Rural areas include undeveloped areas such as forests or deserts. Rural areas may also include small communities. Urban areas are situated in large towns, cities or large villages.

Question 16. **Name of village or closest village to accident site**: if the accident happened in a town or village, write the name and details of the village or town. If the accident happened outside of a town or village, write the name and details of the closest village or town to the accident site.

Question 17. **Distance of accident site from centre of village**: indicate the approximate distance of the accident from the centre of the town or village given in question 16. The centre of the town or village is usually indicated by a central market, a town square, a church, mosque or religious temple of some sort. If the centre can not be easily identified give the distance from a well known landmark and indicate the landmark in the report.

Question 18. **Did the casualty know the area was dangerous**: sometimes an area is known to a community as being mined or contaminated with ERW. Indicate if the casualty knew the area was mined or contaminated with ERW.

Question 19. **If they knew the area was dangerous why did they go there**: indicate the primary reason why the casualty entered the dangerous area:

Economic necessity: this should be checked if the dangerous area is located in a place essential for the economic activities of the casualty or community. This could include a private field, a fishing area, a water point, area for collecting wood, hunting and so on.

No other access: this shows that the dangerous area must be crossed in order to access another area. This could include a road or path that is mined, and no other road or path is available to use.

Unknown: if no reason for entering is given or if the reason is unknown, check Unknown.

Other: if the casualty entered the area for some other reason check other and specify the reason.

Question 20. **How often did the casualty go to the area**: indicate if the casualty had never been to the area before, went there often or a few times.

Question 21. **Was there any mine clearance in the area**: indicate if mine clearance had taken place at the time of the accident or prior to the accident. Indicate who undertook the mine clearance.
If mine clearance has taken place since the accident check No.

Question 22. **Was the accident site marked as dangerous**: indicate if the area was marked as dangerous at the time of the accident. Marking could include official mine warning or dangerous area signs, such as those used by the military, government, or demining NGOs. Markings could also be unofficial signs erected by the local population to warn others.
If the accident area was marked as dangerous after the accident check No.

Question 23. **Did the casualty receive mine risk education before the accident**: indicate if the casualty had received formal training or attended some presentation about the dangers of mines and ERW before the accident.
If the casualty received mine risk education after the accident check No.

Question 24. **Approximate direction of accident from village centre**: indicate the direction of the accident from the location given in question 16. Check one of the boxes around the picture of the compass.

Question 25. **What type of device caused the accident**: indicate the explosive munition that caused the injuries.

Question 26. **What was the casualty doing when the accident occurred**: indicated the activity of the casualty at the time of the accident:

Playing recreation: includes activities like sport, games, picnic, taking a recreational walk. Excludes playing with a mine or any ERW.

Hunting: includes livelihood activities — hunting for food or sale — but may also include recreational hunting.

Gathering food: includes livelihood activities — finding foot to eat or sell — but may include recreational food gathering such as children picking fruit.

Fishing: excludes fishing with mines or ERW.

Collecting water

Demining: Official demining by the army, government or non-governmental organisation. Demining excludes local demining, otherwise known as village or spontaneous demining.

Military activity: includes fighting (combat), or any other activity in support of the fighting, such as transporting supplies, delivering ammunition, and so on.

Construction: Includes construction of a building, roads, public utilities such as water and electrical systems.

Housework: Includes activities like cleaning or painting the house, washing clothes, sweeping and so on.

Going to the toilet

Watching others tamper with mine or ERW

Tampering with mine/ERW: This excludes any activity associated with official demining activities or military activities, like preparing munitions for use. Tampering may be to move the device, dismantle or destroy it – associated with village demining. Other reasons for tampering with a mine or ERW may be to extract the explosives or metal for use or sale. Tampering may also be out of simple curiosity. For example, the casualty may not know what the device is an out of curiosity picks it up and attempts to open it.

Collecting wood

Travelling: this includes travel by motorised vehicle (car, bus, truck, motorcycle), on foot or by bicycle, by animal or animal cart.

Passing/standing near: this indicates people are injured as they pass or are standing near others who have an accident, but have no part in the accident. If the casualty was passing or standing near, indicate what caused the accident, by referring to list of causes.

Other: specify

Question 27. **Who activated the mine/ERW**: indicate if the mine/ERW exploded through some act of the casualty by someone else, or through some other means, such as the passage of time, or an object accidentally striking the mine/ERW.
If the casualty was travelling in a vehicle driven by someone else, check someone else.

Question 28. **From the mine/ERW accident was the casualty** (killed, injured): indicate if the casualty was killed or injured as a result of the mine/ERW explosion. If the casualty died after the accident but not directly from the accident injuries check injured.
If the casualty died complete questions 29 and 30. If the casualty was injured go to question 31.

Question 29. **If the casualty died, how long after the accident did they die**: if the casualty died instantly, at the area of the accident, check Immediately. If the casualty died sometime after indicate the time in hours, days, weeks or months.

Question 30. **Where did the casualty die**: indicate the place of death.

Question 31. **What injuries did the casualty suffer**: indicate the injuries sustained. If the injuries were multiple, check multiple boxes. Complete this section for casualties who were injured and those casualties who died from their injuries.

Question 32. **What medical care did the casualty receive**: indicate the primary medical care the casualty received, if applicable. Complete this section for casualties who died or were injured.

None: check this box if the injuries were slight and no medical attention was required, or if the casualty died instantly from the accident.

Treated self: indicate if the casualty gave medical treatment to him/herself or if s/he was treated by family members.

Hospital: indicate if the casualty went to a hospital for treatment.

Clinic: indicate if the casualty went to a health clinic for treatment. This includes small health posts and private doctors.

Community member: indicate if the casualty was treated by someone in the community. Often this may someone who has received first aid training and may be a red cross/crescent volunteer.

Traditional doctor: indicate if the casualty received care from a traditional healer in the community.

Unknown

Question 33. **How long before the casualty received medical care**: indicate the time from the accident to the time the casualty received medical care. Please note that this is first medical care and does not include the first assistance the casualty received, for example, being rescued from a minefield and being transported to a medical facility.

Question 34. **Hospital/clinic name…address**: indicate the name and address of the hospital or clinic the casualty received care.

Question 35. **Does the casualty receive financial/in-kind support**: indicate if the casualty receives financial or other assistance from the government, non-governmental organisation or from private sources, following the accident. This could include government pensions, loans, or charity.
Complete question 35 – 39 only for casualties who have become permanently disabled from their accident.

Question 36. **Does the casualty have a prosthesis**: indicate if the casualty has a prosthesis, only for amputees.

Question 37. **Does the casualty have a wheelchair**: indicate if the casualty has a wheelchair, only for people with walking difficulties and without other walking aids which are sufficient to ensure mobility.

Question 38. **Does the casualty have other walking aids**: indicate if the casualty has crutches, a walking stick, leg braces or some other walking aids.

Question 39. **If the casualty is under 15 is s/he attending school**: indicate if disabled children are attending school or not. Check not applicable if the casualty is over 15.
Question 40. **Were others injured/killed in the accident**: indicate the number of others who were injured or killed in the accident. Write their names if they are known, otherwise check unknown.

Endnote

[1] Cluster munitions are canisters containing numerous small explosive devices (sub-munitions, bomblets or bombies) that open in mid-air, scattering them over a wide area. The bomblets may be delivered by aircraft, rocket, or by artillery projectiles. They come in a variety of colours and shapes, many the shape and size of tennis balls or drinking containers.

Appendix 3.
Legal obligations to provide MRE in an emergency

The Protocol on Explosive Remnants of War

Protocol V on Explosive Remnants of War to the Convention on Certain Conventional Weapons (CCW) was adopted in November 2003 after a year of formal negotiations. Explosive remnants of war (ERW) cover both AXO and UXO — munitions such as bombs, shells and grenades — but the legal definition explicitly excludes landmines and booby-traps.

Article 5 of the Protocol requires that States Parties and parties to a conflict take "*all feasible precautions in the territory under their control affected by explosive remnants of war to protect the civilian population, individual civilians and civilian objects from the risks and effects of explosive remnants of war*". The article also provides that such precautions " *may include warnings, risk education to the civilian population, marking, fencing and monitoring of territory affected by explosive remnants of war*".

Warnings are defined in the Technical Annex, rather than the body, of the Protocol: "*Warnings are the punctual provision of cautionary information to the civilian population, intended to minimise risks caused by explosive remnants of war in affected territories*". The Technical Annex is not legally binding, but gives guidance to the States Parties on "*best practice*" in the implementation of their obligations under the Protocol.

A number of remarks are relevant here. First, the legal obligations under the Protocol are quite narrow as far as warnings are concerned: they are limited to territory under the control of a given State Party or party to a conflict. This means that a State Party bombing the territory of another State Party is not strictly required to provide warnings except on territory over which it also has control. There is nothing to prevent it providing warnings in other circumstances, however, and in a number of instances in the last few years this has occurred.

Second, the obligations are only to take "*all feasible precautions*" not all necessary precautions. Feasible precautions are defined in the Protocol as "*those precautions which are practicable or practicably possible, taking into account all*

circumstances ruling at the time, including humanitarian and military considerations". This leaves considerable latitude to the States Parties, who should be encouraged to accord the greatest importance to the humanitarian imperative in reaching any decision.

Third, warnings are not restricted to information given in advance. Indeed, Protocol V refers only to the "*punctual*" provision of cautionary information, which can therefore be delivered before and/or as soon as possible after the use of explosive ordnance. (Such information can even, theoretically, be delivered during a bombing campaign.)

Fourth, Article 4 requires States Parties "*to the maximum extent possible and as far as practicable* " to record and retain information on the use or abandonment of explosive ordnance, to facilitate risk education and the provision of relevant information to the party in control of the territory and to civilian populations in that territory.

Best practice for emergency MRE

The technical annex to the Protocol sets out a number of "*best practice elements of warnings and risk education*". These are included below in bold, with additional commentary where relevant.

1. All programmes of warnings and risk education should, where possible, take into account prevailing national and international standards, including the International Mine Action Standards.

2. Warnings and risk education should be provided to the affected civilian population which comprises civilians living in or around areas containing explosive remnants of war and civilians who transit such areas.

Defining the target groups for warnings is one of the starting points for any effective intervention. In addition to the obvious at-risk groups already living in affected areas, the displaced, including refugees, often fall victim to explosive remnants of war. To hope to be effective, warnings should be given prior to, if possible during, and following return or repatriation.

The return of refugees and/or internally displaced persons could be a planned activity or spontaneous return decided on by the population themselves. Regardless, experience has shown that population movements are one of the main triggering factors for an increase in incidents involving mines or ERW.

There are basically two reasons for this. First, the areas that displaced populations evacuated are sometimes deserted until their return. If they are, this means there will be a lack of knowledge about where and when the clashes took place, what weapons were used and whether there have been any earlier incidents involving mines or ERW. (Where areas are not entirely deserted, of course, there may be a reliable local source of knowledge for returnees.)

Second, there is a naturally strong will to investigate the normal habitat. Even though returning populations may have been warned about possible dangers and advised to obtain local knowledge about the situation before approaching their own home, they very often go directly home into their deserted gardens and houses to see what has happened while they were gone. This very often results in tragic incidents in the very first days of return.

3. Warnings should be given, as soon as possible, depending on the context and the information available. A risk education programme should replace a warnings programme as soon as possible. Warnings and risk education always should be provided to the affected communities at the earliest possible time.

4. Parties to a conflict should employ third parties such as international organisations and non-governmental organisations when they do not have the resources and skills to deliver efficient risk education.

The best-placed entity to deliver warnings should be assessed on a case-by-case basis. Some of the issues to consider in reaching a decision on this include the community's perception of the militaries involved (e.g. are they considered impartial or is what they say automatically deemed to be propaganda?), their expertise in MRE and their logistical set-up. Of course, it may not necessarily be an either/or situation: the military, civil defence and humanitarian organisations may all be able to contribute to saving lives and limbs.

It is important to keep the issue of time in mind when deciding who should be involved. The national authorities (military units, civil defence, etc.) have the resources and skills to deliver an effective programme in the long run. But humanitarian organisations can also be usefully involved at the outset of an emergency or full MRE campaign, as their experience gained in other contexts may save valuable time and avoid the need to "reinvent the wheel".

5. Parties to a conflict should, if possible, provide additional resources for warnings and risk education. Such items might include: provision of logistical support, production of risk education materials, financial support and general cartographic information.

One of the best ways of supporting an international organisation conducting the warnings is to ensure or facilitate access to public information sources without having to jump through unnecessarily complicated administrative hoops and, if possible, at no cost. This could be access to broadcasting times on government media (TV and radio stations), the opportunity to include public announcements in newspapers or to facilitate delivery of warnings through the national postal service, and by putting up public warning announcements in public institutions. In the long run this would also mean that the Ministry of Education would facilitate the inclusion of warnings and MRE messages in the national educational curriculum.

Amended Protocol II to the CCW

The obligations laid down in Protocol V follows the logic of those imposed by Amended Protocol II to the CCW whereby "*all feasible precautions*" must be taken to protect civilians from the effects of landmines and booby-traps.

The protocol also requires, however, that "*effective advance warning*" be given "*of any emplacement*" of mines or booby-traps "*which may affect the civilian population, unless circumstances do not permit*". It further obliges parties to the conflict to record the location of landmines and booby-traps and to take all necessary and appropriate measures to protect civilians from the effects of these weapons in areas under their control.

The Anti-Personnel Mine Ban Convention

The Anti-Personnel Mine Ban Convention requires that States Parties "*in a position to do so*" provide support for "*mine awareness*" programmes, as part of a broader framework of international cooperation and assistance. The phrase "*in a position to do so*" is not defined in the Convention, but considerable resources have been allocated to MRE.

In addition, while clearance of anti-personnel mines is ongoing, States Parties are required to mark and fence affected areas to protect civilians following the obligations in Amended Protocol II.

Geneva International Centre for
Humanitarian Demining
Centre International de
Déminage Humanitaire - Genève

unicef

IMAS Mine Risk Education Best Practice Guidebook 10

COORDINATION

International mine action standards

United Nations IMAS

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COORDINATION

Geneva, November 2005

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Contents

Foreword

Over the last few years the mine action community has taken major steps towards professionalising its mine risk education (MRE) projects and programmes. A central element in that process has been the development of international standards for MRE by UNICEF, within the framework of the International Mine Action Standards (IMAS), maintained by the United Nations Mine Action Service (UNMAS). In October 2003, UNICEF completed seven MRE standards, which were formally adopted as IMAS in June 2004.

The MRE component of the IMAS outlines minimum standards for the planning, implementing, monitoring and evaluation of MRE programmes and projects. The IMAS are largely prescriptive, advising operators, mine action centres, national authorities and donors on ***what*** is necessary for the development and implementation of effective MRE programmes. They do not, however, guide stakeholders on ***how*** they might adapt their programmes and projects to be more compliant with the standards.

To facilitate the implementation of the MRE standards in the field, UNICEF entered into a partnership with the Geneva International Centre for International Demining (GICHD) to develop this series of *Best Practice Guidebooks* to provide more practical advice on how to implement the MRE standards. A total of 12 Guidebooks have been developed, using expertise from a variety of different people, countries and contexts. The Guidebooks address a wide range of areas covered by the MRE IMAS, including:

- How to support the coordination of MRE and the dissemination of public information;
- How to implement risk education and training projects;
- How to undertake community mine action liaison; and
- What elements should be considered to implement effective MRE projects in emergencies.

The primary aim of these Guidebooks is to provide practical advice, tools and guidance to undertake MRE programmes that are compliant with IMAS. They are

also meant to provide a framework for a more predictable, systematic and integrated approach to risk education, and are intended for use by anyone engaged in planning, managing or evaluating mine risk education programmes and projects, such as government ministries, mine action centres, United Nations agencies and bodies, and local and international organisations. Donors may also find them useful in assessing proposals for mine risk education projects and programmes.

But while the Guidebooks seek to provide practical advice for the design, implementation, monitoring and evaluation of programmes and projects, they remain general in nature and will need to be adapted to each new situation in its specific cultural and political context. UNICEF and the GICHD hope that they will prove a useful tool in making mine risk education more effective and efficient.

In addition to being distributed in hard copy, the *Best Practice Guidebooks* can be downloaded free of charge from the Internet at *www.mineactionstandards.org* as well as the GICHD website *www.gichd.ch* and the UNICEF website *www.unicef.org*.

Introduction

Introduction to the Series

According to the IMAS, the term "mine risk education" refers to "*activities which seek to reduce the risk of injury from mines and ERW by raising awareness and promoting behavioural change, including public information dissemination, education and training, and community mine action liaison.*"[1] MRE is one of the five components of mine action. The others are: ***demining*** (i.e. mine and explosive remnants of war [ERW] survey, mapping, marking and clearance); ***victim assistance***, including rehabilitation and reintegration; ***advocacy*** against the use of anti-personnel landmines; and ***stockpile destruction***.[2]

The first two editions of the IMAS — in 1997 and 2000 — did not include MRE-specific standards and guides. In 2000, the United Nations Mine Action Service, the focal point for mine-related activities within the UN system, requested UNICEF to develop international standards for MRE. UNMAS is the office within the UN Secretariat responsible for the development and maintenance of international mine action standards. UNICEF is the primary actor within the UN in undertaking mine risk education.

In October 2003, UNICEF completed a set of seven MRE standards, which were formally adopted as IMAS in June 2004. The seven standards are as follows:

- ***IMAS 07.11: Guide for the management of mine risk education***;
- ***IMAS 07.31: Accreditation of mine risk education organisations and operations***;
- ***IMAS 07.41: Monitoring of mine risk education programmes and projects***;
- ***IMAS 08.50: Data collection and needs assessment for mine risk education***;
- ***IMAS 12.10: Planning for mine risk education programmes and projects***;
- ***IMAS 12.20: Implementation of mine risk education programmes and projects;*** and

- *IMAS 14.20: Evaluation of mine risk education programmes and projects*.

To facilitate the implementation of the MRE standards in the field, in 2004 UNICEF contracted the Geneva International Centre for International Demining to develop a series of best practice guidebooks for MRE programmes and projects.[3] The following 12 *Best Practice Guidebooks* have been developed:

- *1: An Introduction to Mine Risk Education*;
- *2: Data Collection and Needs Assessment*;
- *3: Planning*;
- *4: Public Information Dissemination*;
- *5: Education and Training*;
- *6: Community Mine Action Liaison*;
- *7: Monitoring*;
- *8: Evaluation*;
- *9: Emergency Mine Risk Education*;
- *10: Coordination;*
- *11: The Collected IMAS on Mine Risk Education*; and
- *12: Glossary of Terms and Resources*.

The *Best Practice Guidebooks* seek to address the particular needs of MRE as an integral part of mine action. Each Guidebook is intended to serve as a stand-alone document, although some include cross-references to other Guidebooks or to other sources.

Introduction to Guidebook 10

This Guidebook, number 10 of the Series, is designed to facilitate national coordination of MRE. All of the IMAS dealing with MRE address coordination issues in one form or another. In addition, IMAS 07.31 governs the accreditation of MRE organisations, one of a number of specific coordination functions.

What is national coordination of MRE?

Coordination is generally defined as the "*harmonious functioning of different inter-related parts*". Coordination is one of the guiding principles of the IMAS on MRE.

MRE coordination requires ensuring the coherent and effective involvement of all relevant actors in every component of the MRE programme cycle: planning, implementation, monitoring and evaluation of strategies and activities. This is ideally done through a national mine action coordination body. The national mine action authority is normally responsible for coordination of strategy and policy[4] whereas the national mine action centre is responsible for operational, day-to-day coordination of activities.

MRE should also be coordinated with all other mine action activities, and with other relief and development efforts, in order to achieve its goals of minimising the number of victims, reducing the socio-economic impact of mines and explosive

remnants of war (abandoned explosive ordnance — AXO, and unexploded ordnance — UXO), and promoting development.

Why coordinate MRE?

Coordination is often seen as peripheral to the main task of delivering MRE. Yet there are several reasons why coordination is essential to the implementation of an effective MRE programme.

1. To provide a common understanding of the needs and context of MRE, and the sharing of information and expertise. This is particularly important where information is scarce, resulting in an uncertain operational environment for MRE organisations.
2. To ensure that resources are directed in the most efficient and effective way, through coordinated planning. This means making sure that the best use is made of organisational competencies and that activities are not duplicated. Duplication of activities not only wastes resources, it also imposes unnecessary burdens on the beneficiaries and may reduce their willingness to cooperate with MRE implementation.
3. To plan and implement MRE in coordination with the beneficiaries. This helps to ensure that their needs are taken into consideration. By working with local partners, the programme will be community-based, and therefore sustainable, and more likely to meet their needs.
4. To increase MRE's contribution to the reduction of the impact of mines and explosive remnants of war (ERW), by linking it with mine action and other development interventions.
5. To create a learning environment through sharing findings from evaluations and from other stakeholders' experiences in implementing MRE.
6. To involve stakeholders at all levels so they can feel some ownership of the programme, helping to ensure its success.
7. To ensure that risk reduction messages delivered to affected communities are consistent and do not contradict each other (this may be done by developing a national core curriculum).

Layout of the Guidebook

There are ten sections to the present Guidebook.

Section 1 describes the national mine action coordination structures. MRE coordination is best implemented through a central coordination body. This section explains the role of such a coordination body . . . and the systems and tools it can use to maximise coordination.

Section 2 explains the responsibilities of MRE-implementing organisations and provides examples of the need for coordination among implementing organisations.

Section 3 looks at some of the key coordination functions at national level, including the development of national standards and curricula and the accreditation of MRE organisations.

Section 4 provides examples of practical tools that can be used to improve coordination, such as coordination meetings, thematic and other workshops, and joint training courses.

Section 5 explores how MRE should be coordinated with other aspects of mine action within the context of the national programme.

Section 6 similarly explores how MRE should be coordinated with other relief and development activities, providing examples of possible cross-sectoral coordination.

Section 7 provides an overview of coordination in the MRE project management cycle.

Section 8 summarises general principles of best practice in coordinating MRE.

Section 9 offers advice on resource mobilisation, in particular on how to work effectively with donors.

Section 10 identifies training and capacity-building needs that enable coordinating bodies to function effectively.

Two annexes complete the Guidebook. **Annex 1** gives advice on running an effective meeting. **Annex 2** provides guidance on organising effective workshops.

A glossary of abbreviations and acronyms, the IMAS definition of key terms, and a selected bibliography and list of resources for all the *Best Practice Guidebooks* in the Series can be found in *Best Practice Guidebook 12*.

Who should read the Guidebook?

This guidebook is addressed primarily to those responsible for national mine action coordination. It is also useful for technical advisers working with national mine action counterparts. Implementing organisations may also wish to familiarise themselves with the roles and responsibilities of coordinating bodies, which, as well as helping them to know what to expect from such a body, will help them to be sympathetic to the coordination challenges that must be faced.

Endnotes

[1] IMAS 04.10, Second Edition, 1 January 2003 (as amended on 1 December 2004), 3.157.
[2] *Ibid*., 3.147.
[3] For the purpose of the IMAS and these Guidebooks, a project is defined as an activity, or series of connected activities, with an agreed objective. A project will normally have a finite duration and a plan of work. An MRE programme is defined as a series of related MRE projects in a given country or area.
[4] A strategy is, simply put, a method that is determined for attaining broad objectives. A policy is a course of action or principle put forward by a body or entity. In mine action, at governmental level, this body would normally be the national mine action authority. Thus, a country's national mine action policy should lay out publicly the strategy that it is pursuing in seeking to tackle a problem of mines and/or ERW, as well as the principles that underpin that strategy.

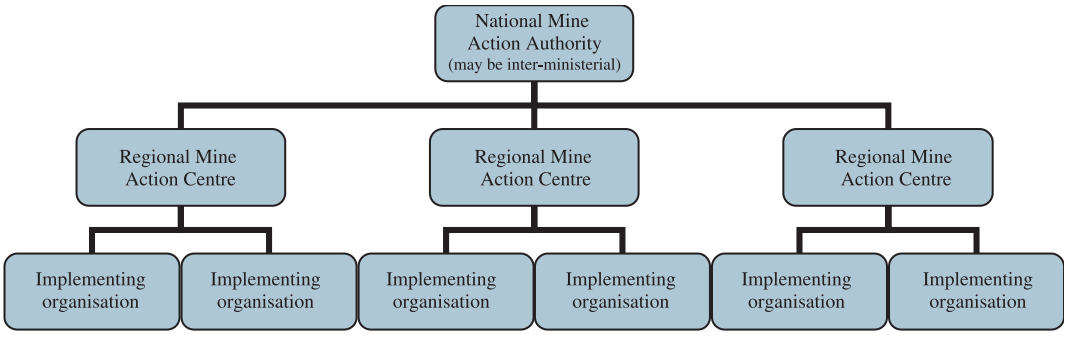
1. National mine action coordination structures

Mine risk education is best coordinated within a mine action structure, rather than separately. This helps to ensure that MRE is integrated with the other "pillars" of mine action: demining (including clearance, survey and marking); victim assistance; advocacy; and stockpile destruction.

In accordance with the recommendation in the IMAS, overall responsibility for the national management of mine action, including MRE, normally rests with a national mine action authority (NMAA). The NMAA, typically, sets overall mine action policy and strategy for the country. It may also coordinate operational mine action activities, although this role is usually devolved to a mine action centre (MAC), which reports to the NMAA. The MAC may, in turn, fulfil its tasks through several regional MACs.

Roughly half of the world's mine-affected nations have such institutions, although the precise structures vary from country to country. NMAAs and MACs are also known under various other names, such as a national demining office or mine action coordination centre (MACC). For the purposes of this Guidebook the two main coordination bodies will be referred to as the NMAA and the MAC, and MRE responsibility will be assumed to fall within the MAC.

Figure 1. A possible mine action coordination structure



Often the national authority is an inter-ministerial body. Whether or not policy, regulation, and operational coordination are handled by the same body, it is advisable to avoid mixing coordination and implementation to enable impartiality in resource allocation and quality assurance.

Usually, mine action coordination bodies are run by the national government, where they may fall under the responsibility of a ministry. This varies widely from country to country. For example, Lebanon's National Demining Office belongs to the Ministry of Defence; Iraq's National Mine Action Authority is in the Ministry of Planning; and Columbia's Anti-Personnel Mine Observatory reports to the Office of the Vice-President.

In the initial stages of mine action in a country, particularly in an emergency, the government may request the United Nations to establish a mine action coordination body. This is established with the intention of eventual transfer to national management, and the UN conducts capacity-building to facilitate this.

1.1 MRE within the NMAA

For MRE to receive the time, resources and attention it needs, the senior management of the NMAA should recognise the benefits that MRE brings to the other sectors of mine action. These benefits include the provision of information for planning and prioritisation, and facilitation of mine clearance and survey, as well as the more obvious reduction of hazardous activities. Yet MRE is often misunderstood to be the simple production and distribution of attractive leaflets and posters: in the early stages of a programme it may be beneficial to have an experienced international technical adviser attached to the NMAA.

With regard to MRE specifically, the primary responsibilities of the NMAA are to:

1. Coordinate MRE;
2. Establish national standards and/or guidelines, or put the international standards into effect in the country and ensure that national law enforces the MRE standards;
3. Design a system for the accreditation of implementing organisations and review applications for accreditation;
4. Develop, or organise the development of, a national core curriculum for MRE, which should form the basis for all MRE messages;
5. Develop a national strategic plan for MRE;
6. Ensure that the NMAA's central information management system (such as the Information Management System for Mine Action — IMSMA), meets the needs of MRE organisations;
7. Ensure that MRE is integrated into overall mine action (*see Section 5*);
8. Liaise with other development actors on strategic planning (*see Section 6*);
9. Liaise with donors and other supporters, such as capacity-building providers, advocacy organisations and the media;
10. Strive to provide MRE with adequate resources, based on the needs identified in the national strategic plan;
11. Organise external evaluations of the MRE programme as a whole; and
12. Possibly, provide funding for MRE activities.

1.2 The MRE department of the MAC

Mine risk education should be located within the Operations Department of the MAC, in order to facilitate integration with demining and victim assistance activities. The MRE staff must, of course, be appropriately experienced and trained (*see Section 10*).

There may be several regional MACs reporting directly to the NMAA, or they may be coordinated by a national MAC. MACs should take responsibility for:

1. Identifying and deploying MRE resources according to the national strategic plan;
2. Ensuring that MRE activities are implemented according to national policies, strategies and standards;
3. Managing the accreditation process (if it exists) for MRE organisations on behalf of the NMAA;
4. Ensuring that MRE is fully integrated into mine action;
5. Coordinating MRE implementation through regular coordination meetings;
6. Monitoring MRE activities;
7. Managing the collection of data related to MRE;
8. Providing an information service to mine action organisations and the wider development community;
9. Reporting on MRE activities to the NMAA;
10. Coordinating the implementation of a needs assessment;
11. Recommending policies, strategies and standards to the NMAA;
12. Managing the development of a sustainable national operational MRE capacity through local and international MRE partners;
13. Providing updates on MRE activities to the public relations department;
14. Producing regular reports on MRE for stakeholders;
15. Liaising with other development actors at field level; and
16. Providing training and capacity building (either directly or through advisers or contracted implementing organisations) to MRE implementing organisations.

1.3 Other methods of MRE coordination

In addition to coordinating MRE through an NMAA, MRE organisations should also participate in other coordination mechanisms, such as national or regional non-governmental organisation (NGO) coordination bodies or UN coordination bodies.

In countries where no effective mine action coordination mechanism exists, groups of MRE organisations may develop their own informal coordination group. This has happened, for example, in Nepal (facilitated by UNICEF).

1.4 Examples of coordination of MRE

The Landmine Monitor (*www.icbl.org/lm*) and the UN mine action website (*www.mineaction.org*) provide detailed information on the coordination mechanisms

in each mine-affected country, with a history of their establishment. Box 1 sets out three examples of national coordination mechanisms.

Box 1. National coordination of mine action: three case studies

Afghanistan

Afghanistan has one of the oldest and largest mine action programmes in the world. The body responsible for coordination of mine action in Afghanistan is a government organisation, the Mine Action Programme for Afghanistan (MAPA). In 2003, MAPA accredited approximately 16 NGO implementing partners. Day-to-day coordination is provided by eight Area Mine Action Centres (AMACs).

At present, the MAPA is overseen by the United Nations Mine Action Centre for Afghanistan (UNMACA), which has responsibility for planning, management and oversight of all mine action activities on behalf of the Government of Afghanistan. However, planning is currently under way to transfer the coordination of mine action from the UN to the national government.

The recently established Mine Action Consultative Group (MACG), chaired by the Ministry of Foreign Affairs and including other ministries, UN agencies and mine action implementers, is tasked with developing a national mine action policy. A draft plan calls for the establishment of a national mine action authority directly under the President of Afghanistan's office in 2005.

Afghanistan has a mine action strategic plan, which is aligned with the government's overall reconstruction and development goals. MRE is included as an integrated activity, to achieve the objective of reducing injuries and casualties from explosive ordnance.

Bosnia and Herzegovina

The Bosnia and Herzegovina Mine Action Centre (BHMAC) was originally established by the UN in June 1996 and then handed over to the national authorities in July 1998, although UNDP and UNICEF continue to provide finance and technical assistance. BHMAC falls under the Ministry of Civil Affairs.

In 2002, a three-member Demining Commission was established to provide senior-level political guidance on mine action. The BHMAC is its operating arm with implementation by the Bosnian armed forces, civil protection organisations, NGOs and private contractors.

BHMAC has produced yearly national strategic plans, into which MRE is integrated.

Cambodia

The Cambodian Mine Action and Victim Assistance Authority (CMAA) was established in September 2000 to coordinate mine action and to assist the government in policy formation and the development of a regulatory framework for mine action management. Its tasks are:

- Accreditation and licensing of mine action operators (principally those involved in mine and ERW clearance);
- Advocacy work in relation to the elimination of landmine stockpiles;

- Development of national standards;
- Maintenance of a national mine action database;
- Dissemination of mine action information; and
- Acting as a focal point for the implementation of the national law concerning mines.

The CMAA has produced a five-year national MRE strategy to 2009. MRE organisations are not accredited. MRE coordination is now conducted by the CMAA, following technical support from UNICEF.

Implementation is conducted by three main organisations: one national (the Cambodian Mine Action Centre — CMAC) and two international organisations (Mines Advisory Group — MAG and HALO Trust), plus a number of smaller organisations.

CMAC was established in 1992 under the United Nations Transitional Authority in Cambodia (UNTAC). In February 1995, by royal decree, it was given the authority to coordinate and execute all mine action programmes. However, problems occurred and in 2000 funding was withdrawn. The CMAA was then established to respond to the need to separate the functions of a regulatory authority and supervision of mine action from the government's implementing agency. Today, the CMAC no longer coordinates, but conducts MRE, survey, mine and ERW clearance and training in mine clearance.

2. MRE implementing organisations

The myriad bodies involved in implementing MRE potentially make coordination rather complex.

They can be split into several types:

- Governmental organisations;
- NGOs (national and international);
- International organisations (e.g. the International Committee of the Red Cross — ICRC);
- Intergovernmental organisations, especially the UN;
- Commercial companies; and
- Civil society organisations (sometimes also known as community-based organisations).

Implementing bodies may be national or international. They may be organisations established to conduct MRE (and possibly other mine action activities), or they may be organisations that primarily serve other functions but also disseminate MRE messages. Examples of these are:

- Schools;
- Health and rehabilitation centres;
- Development agencies and NGOs;
- Women and youth groups;
- Community and religious organisations;
- Cooperatives;
- National Red Cross or Red Crescent societies (often with the support of ICRC);
- Individual community members, for example, the local mayor, priest or religious leader, or simply an ordinary member of the community;
- Local media and media production companies; and
- Local theatres and artists.

MRE facilitators may be paid, full-time employees of a mine action organisation (including MAC personnel). They may be teachers, youth, community or health

workers who provide MRE as an integrated part of their job. Or they may be community volunteers, such as religious leaders who provide the messages as part of their responsibilities towards their congregations.

2.1 Responsibilities of MRE-implementing organisations

Organisations implementing MRE should expect to:

1. Implement activities according to the national strategic plan, in agreement with the NMAA;
2. Provide information to the coordination body on strategic and operational plans, and keep the coordination body informed of any changes;
3. Provide data collected on the needs of communities, victims, dangerous areas and risk-taking activities to the NMAA;
4. Coordinate with other actors prior to conducting data collection and activities;
5. Meet national standards and curriculum requirements;
6. Contribute to the development of standards and curriculum;
7. Seek opportunities to share resources with other mine action organisations; and
8. Conduct internal monitoring and evaluation and share the lessons learned, and cooperate with external evaluations.

2.2 Technical working groups

The MAC may choose to establish a MRE working group (WG), consisting of all organisations involved in MRE implementation. In cases where no MAC exists, a group of organisations involved in MRE may come together and establish an informal WG.

The WG should be made up of all organisations involved in MRE implementation, both governmental and non-governmental. It is also important to include clearance organisations, which can provide valuable information on contamination. Community members, including landmine survivors, may also be keen to be involved and can provide advice on what will and will not work in the field.

The WG may be involved in some or all of the following activities:

- Development of a national strategic plan;
- Development and periodic review of national standards;
- Development and periodic review of the national curriculum;
- Development of MRE methodologies and materials;
- Prioritisation of activities and operational planning;
- Development of mass media campaigns;
- Identification of changing needs, and the capacities to respond to them;
- Allocation and sharing of resources;
- Planning needs assessments, including developing research tools;
- Analysing data;
- Development of materials; and

- Organising field testing of materials.

The WG may consist of sub-working groups to address particular issues.

Terms of reference (TORs) should be developed to outline the responsibilities of the WG.

The TORs should include:

- The role of the WG and its objectives;
- The members of the WG;
- The structure of the WG (e.g. the Chair may be the NMAA or it may be a revolving Chair);
- How often the WG will meet (How will regional groups coordinate? Will there be regional and national meetings?);
- Decision making. (Will this be by consensus? Will there be a vote?); and
- Will members be reimbursed for costs of attending the meetings if they have to travel far?

3. Developing national standards for MRE

Standards are required to ensure that consistent, safe and relevant messages are provided in a professional way. Standards also help to ensure that MRE is coordinated and implemented effectively, making the best use of available resources.

International standards for MRE are developed and maintained by UNICEF and are available on the website *www.mineactionstandards.org*. The IMAS for MRE (*see generally Guidebook 1 and Guidebook 11*) are based on eight guiding principles for MRE: stakeholder involvement, coordination, integration, community participation and empowerment, information management, appropriate targeting, education and training. The standards were developed by UNICEF at the request of UNMAS, using a consultative process which began in 2001, and the first versions were approved in mid-2004. There are currently seven MRE IMAS, based on the project cycle:

IMAS 07.11 *Guide for the management of MRE*;
IMAS 07.31 *Accreditation of MRE organisations and operations*;[1]
IMAS 07.41 *Monitoring of MRE programmes and projects*;
IMAS 08.50 *Data collection and needs assessment for MRE*;
IMAS 12.10 *Planning for MRE programmes and projects*;
IMAS 12.20 *Implementation of MRE programmes and projects*; and
IMAS 14.20 *Evaluation of MRE programmes and projects*.

While international standards may be used, national standards based on the international standards can better reflect the needs and realities of the country concerned. It is for the NMAA of each country to decide whether or not to develop national standards.

3.1 How to develop national standards

The responsibility for the development of national standards belongs to the NMAA. The NMAA may be supported by external technical assistance or it may choose to contract an organisation to do this.

3.1.1 Method of development

Ideally, the development process should be consultative, possibly through the MRE WG, if one exists. The WG should, as a starting point, make itself familiar with the international standards. All relevant organisations and departments should be consulted: the MAC's victim assistance, survey and clearance (operations) departments, and other organisations, such as the Ministry of Education.

A workshop may be useful to start the process of deciding the content and format of the standards, perhaps through brainstorming of the subjects to be addressed. Once a draft of the standards has been produced, all the relevant organisations should be given a genuine opportunity to review it carefully and provide feedback. This may be done informally, through emails, or, preferably, through a single workshop or series of workshops.

3.1.2 Defining the remit of the standards

A decision has to be reached on whether — and how — the standards are to be strictly enforced. The power to enforce standards is obviously greatly enhanced if national legislation is in place regulating mine action. However, successful coordination takes place in a context of minimum regulation, and standards should not inadvertently hinder the implementation of MRE, or place too many controls on implementing organisations.

3.1.3 Content of the standards

The content of the national standards will depend on the needs of the country. They do not need to slavishly follow the same format as the international standards, but the following is suggested:

- Follow the process of the MRE project cycle — needs assessment, planning, implementation, monitoring and evaluation;
- Reflect the IMAS's eight guiding principles of MRE;
- Define the responsibilities of the coordinating body and the implementing organisations; establish the limits of what the national authority will and will not do, and establish a procedure for NGOs to complain if the NMAA and MAC are not fulfilling their obligations;
- If it is decided to implement accreditation of MRE organisations, set in place the accreditation requirements and process; and
- Include a national core curriculum for MRE.

3.1.4 MRE standards as part of national mine action standards

The MRE standards must be compatible with other national mine action standards. However, they should not be made to conform to a framework that is inappropriate. MRE is a complex subject that deals with people and communities, and the standards do not require the rigid technical conformity that is necessary

for technical disciplines such as minefield clearance. The WG should check that community liaison is adequately addressed in the non-MRE sections of the national mine action standards.

3.1.5 Language

The standards must be made available in the relevant languages. If they are produced in one language (e.g. English) and then translated, it must not be assumed the translation is adequate. It should be checked through reverse translation of the document back into the original language.

A glossary of mine action terms in English and national languages should also be produced.

3.1.6 Finalising the standards

It need not take long to produce an initial version of the MRE standards. Once they are in place, they may remain "provisional" or "draft" for a period of time (e.g. six months or one year) to give implementers a chance to test them in practice. Once the standards are finalised, a review should be conducted, at least once every three years, to take into account both lessons learned from implementation and changing needs.

3.2 The adoption of a national MRE curriculum

The IMAS call for the development of a core curriculum as part of the national standards, tailored to the needs of the country. The curriculum is intended to ensure that a set of appropriate messages about mine risks is disseminated consistently by all organisations. It is particularly helpful for non-specialist assisting organisations that are to deliver MRE. While stating some clear "do's" and "don'ts", it should be flexible enough to allow for regional variations in need.

The curriculum should ideally be developed using the results of a needs assessment. For information on what type of messages should be included in such a curriculum refer to *Guidebook 4: Public Information Dissemination* and *Guidebook 5: Education and Training*.

A similar method to that used for standards development should be used for core curriculum development. Again, it should be a consultative process conducted through the WG. It must also be field tested prior to finalisation (*see Guidebooks 5 and 6 for details of field testing*). Once finalised, it should be reviewed regularly, through the WG, in order to use lessons learned in implementation and to adapt to changing needs.

Once developed, specialised curricula for particular audiences, such as school curricula, may also be elaborated based on the core curriculum and tailored to each age group. The relevant organisations must be involved in this. For example, if it is a school curriculum, include the Ministry of Education. Also include experts, such as child education specialists.

The following is a suggested outline of the curriculum:

1. Introduction.

2. Planning an MRE session.
3. Identifying the target audience and their needs: which messages should be used.
4. Strategies for using the core curriculum available in the country (person to person, small and traditional media, mass media).
5. MRE messages based on:
   - types of contamination,
   - risk-taking behaviour, and
   - local resources available (e.g. reporting mechanisms, clearance capacity).
6. Success criteria.

3.3 Accreditation of MRE organisations

An accreditation process ensures that only suitably qualified and experienced organisations with sufficient resources are implementing MRE. Accreditation is a way of enforcing compliance with the standards. IMAS lay out a process for the accreditation of MRE organisations, which national authorities can choose to adopt. There is, however, no consensus that accreditation for MRE is necessary, and effective accreditation procedures depend on the capacity and transparency of the NMAA.

3.3.1 Establishing the legal framework

Before an accreditation process can be established, the legal framework on which it is based has to be established. There needs to be a process backed by national law whereby the NMAA can bind the MRE implementing organisations to meet accreditation requirements. It is the responsibility of the NMAA to make sure this is in place.

3.3.2 Scope of the accreditation

The standards should define exactly which classes of organisations are required to be accredited. There may be some organisations that fall outside the authority of the NMAA, even with legislation in place, such as other government organisations or bodies such as the ICRC. In addition, the accreditation process should not stifle community-based implementation of MRE. One suggestion is to apply accreditation to the following:

- Specialised MRE organisations that conduct MRE directly or through local partners (by providing training of trainers, monitoring and evaluation);
- Education organisations that include MRE as part of a wider training programme; and
- Media companies developing mass media campaigns.

Accreditation could apply just to those organisations that must be registered with the national government, where NGO registration is required. Accreditation need not then be imposed on community-based organisations, or individuals such as religious leaders and community volunteers.

3.3.3 Development of the accreditation process

Again, the WG should be involved in the development of the accreditation process, and it should be tested and revised in the light of lessons learned and feedback from implementing organisations. The accreditation process suggested by the IMAS can be found in IMAS 07.31.

MRE should not be made to fit into an unnecessarily prescriptive technical mine action framework. For example, it may not be necessary to demand MRE standard operating procedures. Instead, approval of a good project plan and examples of training curricula may be sufficient.

3.3.4 Implementation of accreditation

The accreditation process should be simple and straightforward, requiring minimal paperwork. The NMAA may appoint a body to conduct accreditation on its behalf or to do monitoring and evaluation for accreditation purposes. This body must be impartial and apolitical. It is important that the accreditation body or quality assurance body has a good understanding of MRE, and that the personnel have been adequately trained (*see Section 10*).

3.3.5 In the absence of accreditation

If the NMAA chooses not to set up an accreditation procedure, it may consider establishing Memorandums of Understanding (MoUs) with implementing organisations. In addition, in the absence of accreditation, leverage over implementing organisations may be provided through the withdrawal of access to funding if performance is poor.

The MoU should cover the following points:

1. The parties involved;
2. The activities to be implemented under the MoU and the intended outputs;
2. The responsibilities of each party;
3. Finance: who is paying for what, and how much;
4. Reporting requirements and schedules;
5. Issues of confidentiality.
6. Duration of project;
7. Procedure by which amendments may be made to the MoU;
8. How to resolve any disagreements between the parties involved.

It is advisable to seek legal advice on such documents.

Endnote

[1] This IMAS is in the process of being reviewed.

4. Practical tools for MRE coordination

One of the key components of coordination is communication and sharing of information. This alone is often sufficient to avoid duplication of effort. The following activities have the effect of enabling communication between the coordinating body, MRE implementing organisations, other mine action actors and development actors.

4.1 Regular coordination meetings

Coordination meetings may be held weekly, monthly or quarterly, depending on the need. During the early stages of establishing an MRE programme, more frequent meetings will be required. The coordination body should chair the meetings. Meetings may be held at national or regional level or both. All MRE implementing organisations should attend these meetings. If one or more is absent, it can be hard to reach effective agreement on issues.

If attendance is low, the coordination body should explore the reasons why. Maybe the meetings do not meet the needs of the MRE implementing organisations, or they are too frequent or at an inconvenient time. It is a good idea to vary the location, and to sometimes hold the national meeting in a regional office, to make participation easier for those organisations based further away from the MAC.

Advice on running an effective meeting is given in Annex 1.

4.2 Workshops

Workshops may be used for a variety of activities: planning needs assessments, analysing needs assessment data, strategic planning, developing curricula and materials, and developing or reviewing standards.

Workshops help to facilitate stakeholder participation. They may be the only opportunity for everyone to get together, share ideas, hatch plans and form networks. Much of this may be done outside the formal workshop environment.

Working together in groups and socialising at mealtimes also reduces conflict between individuals and organisations, and improves cooperation.

In fact, workshops are one of the most important components of running an effective MRE programme, and MACs should ensure that adequate resources are devoted to this.

Advice on running workshops is provided in Annex 2.

4.3 Joint training courses

Running training courses jointly with other organisations maximises the use of resources. Costs may be shared between the organisations, or covered by the coordination body or a donor.

The training may be externally provided, or one MRE organisation with a particular field of expertise (e.g. child-to-child methodologies) may provide training to the other organisations. As with workshops, joint training courses have the added benefit of improving personal relationships between the members of different organisations.

4.4 Regular reports and newsletters

Produce regular reports of plans and activities to distribute to all stakeholders. This will help to ensure that duplication is avoided, and is particularly useful in countries where it is difficult to meet on a regular basis, maybe for logistical or security reasons. These reports can be posted on a website and/or distributed by email. They may be produced at a national or regional level.

It may be useful to produce different levels of reports: one for those organisations involved in implementing MRE to deal with coordination details, and another that serves a public relations function, providing information on MRE in general to government bodies, donors and local communities. This latter type of report should exclude operational details and facts that might be sensitive to some parties, such as plans that are still at a tentative stage.

A report should always make it clear who issued it, and provide contact details for further information. It should be available in the relevant languages.

4.5 The Internet

The Internet is an excellent way of disseminating information, particularly in countries where the postal service is weak or it is difficult to meet regularly for logistical or security reasons. The NMAA may have a website to which an MRE page could be added. This could include information about meetings, regular reports, the standards and curriculum. It may also include downloadable materials for use by MRE trainers.

The MAC MRE Officer should maintain an email distribution list with the contact details of all individuals involved in managing MRE, for the distribution of reports, minutes, notices and items of interest.

Internet discussion groups are a good way of sharing ideas if it is difficult to meet face to face and are a useful way of keeping different regions in touch with

each other. In addition, Internet telephone and voice facilities are also improving and help to keep costs down.

4.6 Central MRE database

A mine action database, such as IMSMA, should be used for centralising mine action data on victims, contaminated areas and MRE activities. A special database for MRE needs assessment data may also be developed. Avoid the establishment of parallel database systems, which can make it difficult to analyse data and may result in duplication of data collection.

A common complaint of NGOs is that they often provide data, but do not receive any in return. Data should be made available to stakeholders on request. A data request form can be developed, which requires information on the type of data requested (e.g. size of map, location, and dates). The Information Management department of the MAC should monitor requests for information, as this will help them to improve the service.

4.7 Resource library

Maintain a library of useful resources. These may include: training materials, MRE guides, examples of MRE materials from other countries, and guides on NGO management and participatory research techniques. Also included should be national reports, such as the landmine impact survey (if conducted), and local or national needs assessment reports and evaluations. Where possible, these should be made available in the appropriate languages.

4.8 Participation in other coordination mechanisms

Many countries have a national NGO coordination body which NGO MRE organisations should join. In addition to improving the coordination of operations and integration with development, the NGOs may benefit from improved access to donors, access to capacity-building support and training courses to improve the general management of the NGOs.

The UN may also facilitate coordination through meetings. In some countries there is a cluster system for coordinating between different UN agencies. A cluster consists of several agencies responsible for an issue, and mine action may be one of the clusters.

4.9 Database of organisations

The MAC should keep a database of all the organisations involved in MRE, with names of all the individuals and their contact details, including telephone numbers and email addresses. This should be updated regularly, as there may be a rapid turnover of players.

4.10 Database of MRE projects

The MAC should maintain a database of MRE projects for planning, monitoring and evaluation purposes, as well as general coordination. It should include the type of project, the region covered, the implementing organisation, the donor and the cost. Data from monitoring reports can also be included.

4.11 Informal communication

In addition to coordination meetings and workshops, regular one-to-one meetings should be held between MRE implementing organisations and the MAC. Frequent communication should also be maintained with other government departments, donors and the media. In addition, the occasional social get-together greatly increases collaboration among organisations.

5. Integration of MRE with the national mine action programme

Good integration of MRE with overall mine action activities results in a better response to clearance requests put forward by mine-affected communities. However, although it is regarded as best practice to integrate MRE into mine action, in many countries this does not actually take place. Fortunately, it has increased in recent years and of the 63 countries that conducted MRE in 2004, the following are reported by the Landmine Monitor to have integrated MRE successfully into mine action: Afghanistan, Angola, Bosnia and Herzegovina, Cambodia, Croatia, Eritrea, Ethiopia, Iraq, Lebanon, Mozambique, Nicaragua, Sri Lanka, Sudan and Uganda.

5.1 The role of MRE in mine action

MRE aims to minimise the risk to communities affected by mines or ERW. It is an essential link in a two-way information flow within and outside mine action. First, it provides information to at-risk communities to help them to live safely with (or at least significantly reduce) the threat. Second, it channels information from the communities to other mine action agencies and bodies, to help implementation and improve targeting.

Because MRE requires information to be able to address its target group effectively, it collects information directly from the community (primary data) and uses information from the MAC (secondary data), often from surveys, such as those described below. MRE also brings stakeholders into the process, particularly local communities.

Thus, MRE is able to help direct mine action towards its community development goals and the reduction of the socio-economic impact of mines and ERW. It can contribute towards the prioritisation of mine and ERW clearance activities.

5.2 The five pillars of mine action and the integration of MRE into each pillar

There are five pillars in mine action: demining (including clearance, marking and survey), victim assistance, advocacy, stockpile destruction and MRE. In this section, integration of MRE with the first three is explained.

5.2.1 Clearance, marking and survey

All these activities take place in and around mined areas and areas affected by other explosive ordnance to support the process of actually removing and destroying mines, booby-traps and ERW. They aim to clear land so that civilians can return to their homes, or continue their daily activities without the threat of mines or ERW.

Throughout the following processes, MRE teams or members of the demining organisation should conduct community liaison, gathering general information about where dangerous areas are located and their impact. They should also inform people about the clearance or survey processes so they understand what is happening, and are able to support it. MRE also can contribute to the development of a system for marking, and encourage people to respect marking signs and leave them in place. Community liaison is an important component of MRE and is covered in *Guidebook 6: Community Mine Action Liaison*.

There are different types of survey. One is a **landmine impact survey** (LIS), which uses participatory methods to collect data from mine- and ERW-affected communities on the location of mines and ERW and their humanitarian impact. Basic information is collected on recent victims (defined as those in the last two years), and the survey identifies blockages to resources and infrastructure (for example, agricultural land may be contaminated, or access to a water source may be blocked by mines). This survey information can contribute to MRE planning by identifying high priority areas and giving some indication of the nature of the problem. When an LIS is being planned, the MRE WG should review the questionnaire and see if any questions related to MRE could be usefully included.

Another type of survey is a **technical survey**. This is used for area reduction, to locate the perimeters of the minefield, and is accompanied by marking of the dangerous area. The technical survey provides the demining teams with information about the type of contamination and the terrain and conditions, to help determine the best method of clearance.

The area may then be cleared, depending on the priority allocated to it. Three main methods are used. First is manual clearance, which involves the removal of mines by trained deminers using specially designed metal detectors and prodders to locate the mines, which are then destroyed by controlled explosion. This is a slow, painstaking process. Second, mines may be detected using dogs trained to sniff out the explosives contained in mines. Once a mine is found, the deminers remove the mine. Finally, mechanical devices, which include flails, rollers, vegetation cutters and excavators (often attached to armoured bulldozers) destroy the mines in the ground. Often, these machines are not 100 per cent reliable and

clearance must be checked by other means. The choice of clearance method depends on the resources available, and the type of terrain and the weather.

Quality assurance should be conducted to check the land is clear of mines to national or international mine action standards, and is safe to be returned to the community. This handover process must include community liaison/MRE.

In the case of ERW (AXO or UXO), explosive ordnance disposal (EOD) is required to destroy or otherwise render safe these munitions. This usually requires a higher level of technical expertise than demining.

5.2.2 Victim assistance

Implementation of victim assistance services is not a direct responsibility of mine action, although some MACs choose to get involved with victim assistance services, and some mine action organisations directly provide assistance to victims. The needs of mine and ERW victims are similar to those of people disabled by other causes, and thus victim assistance should be fully integrated into the health care system.

Mine action needs to understand the needs of victims and coordinate with the health service and other providers to meet the needs of survivors and their families. The term ***victim*** is used to refer to individuals who have been killed or wounded by mines or ERW. Some organisations use the term ***survivor*** for those who were injured rather than killed by the accident. Individuals or communities affected by the general incidence of mine accidents are referred to as indirect victims.

Victim assistance includes the following: rescue, first aid, surgical care, physical rehabilitation and prosthetics, psycho-social support, vocational training and social reintegration, and advocacy.

Victim surveillance involves the establishment of a system for the collection, storage, analysis and use of information concerning mine victims and accidents. Data collection may be done by specially trained MRE/community liaison personnel. These data are not only useful for victim assistance, they are essential for planning and monitoring of all aspects of mine action, and for determining the target group, and thus the appropriate messages, for MRE. MRE facilitators should also provide information to victims and their families on where they can access services. This is another aspect of community mine action liaison, and is dealt with further in Guidebook 6.

5.2.3 Advocacy

Advocacy to stigmatise the use of landmines is still necessary as, despite significant reductions in use globally, landmines are still being deployed in a number of countries. MRE organisations can support advocacy work through the provision of information to national governments and the international community about the effects of mines and explosive remnants of war on communities, and the particular needs of the country concerned.

Advocacy work also calls for the international community to meet their obligations — moral and legal — to reduce the impact of all explosive remnants of war. Several mine action NGOs are involved in a campaign to restrict the use of

cluster munitions. Mine action advocacy also includes advocacy for the rights of mine and ERW victims.

Where the NMAA is an inter-ministerial body it can advocate on mine action at the national government level to influence government policy, such as the allocation of resources, the use of weapons, and disability rights.

Finally, MRE can use advocacy not only to pursue broader mine action goals but also to indirectly promote safe behaviour. MRE is, in part, about keeping the issue on the public agenda and in the public mind.

5.3 Integrating MRE with national mine action

As already mentioned, MRE should be based within the Operations Department of the MAC to facilitate integration into the broader mine action programme, and there should be regular consultation and information exchange between the survey, clearance and victim assistance sections of the MAC.

The MAC should hold regular coordination meetings with all mine action organisations, and MRE organisations should participate actively in these. The MRE WG should include members of the clearance and victim assistance organisations.

MRE facilitators may train clearance staff members on MRE, particularly in community liaison. Conversely, MRE staff should be given the opportunity to observe and learn about other mine action activities, such as clearance and victim assistance services.

Some mine action organisations have MRE as well as clearance capacities. These organisations may use the information gathered by their MRE teams to prioritise their own work. However, if this prioritisation is done at the organisation rather than the MAC level, this should be in full consultation with the MAC, and information should be shared so that activities can be monitored.

MRE organisations can help to identify, plan and implement mechanisms by which people can report problems with mines and ERW, particularly in emergencies. MRE organisations can also help to develop methods by which the response can be made, for example by working through police or civil defence stations, or establishing a telephone helpline.

Box 2. An example of MRE integrated into mine action: Afghanistan

In Afghanistan, Red Crescent Society volunteers pass clearance requests from communities to 10 demining agencies. Handicap International also provides reports of contamination to the Area Mine Action Centres. However, due to the limited capacity of other agencies to respond, Handicap International has developed an explosive ordnance disposal capacity in response to clearance requests through the MRE programme.

6. Integration of MRE with other development activities

As mentioned earlier, to reduce the socio-economic impact of mines and ERW, MRE must work closely with the wider development community. The sectors include: education, health, water and sanitation, housing, refugees, reconstruction, electricity, transport and agriculture. Coordination is required to determine ways in which mine action interventions can support development initiatives and to explore integrated ways of implementing MRE. Coordination is needed by all actors for the prioritisation and sharing of resources.

MRE may not be a community priority, and MRE organisations should recognise and respect this. If this is found to be the case during an MRE needs assessment, the communities' priorities should be made known to the development actors.

6.1 Examples of possible cross-sectoral coordination

The following are a few examples of possible cross-sectoral coordination:

- Schools may be contaminated with ERW, and MRE organisations can collect information on this to facilitate clearance. Teachers can help to disseminate MRE messages and pass reports of mine and ERW problems from children. MRE can also be implemented through adult education programmes and informal education programmes (e.g. for street children).
- To deal with vulnerable refugees and internally displaced people (IDPs), it is important to work with agencies providing relief for these people — maybe providing MRE at transit centres for refugees, or putting emergency MRE materials in food rations. The Office of the United Nations High Commissioner for Refugees (UNHCR) usually includes MRE in its plans to support at-risk groups.
- MRE organisations can work with the Ministry of Health, both to disseminate messages through health centres and to collect information on victims and their needs.

6.2 How cross-sectoral coordination may be achieved

The NMAA should ideally be an inter-ministerial body, which meets regularly to look at how mine action can facilitate other government activities. Coordination of development interventions may also be led by the UN. In addition, implementing organisations may be members of other development coordination bodies, such as a national NGO coordination body.

The MAC should provide information on the location and impact of contamination to help with national planning in other sectors. Other sectors should also provide information to the MAC on ways in which mines and ERW are obstructing their development goals.

At local level, community liaison teams should endeavour to make an effective link between affected communities and relief and development actors.

7. Coordination in the MRE project management cycle

The MRE project management cycle consists of a needs assessment, planning, implementation, monitoring and evaluation.

7.1 Coordination of needs assessments

7.1.1 Developing a coordinated needs assessment plan

The international standards call for a needs assessment to be conducted prior to implementation of MRE (*see Guidebook 2 for details of how to conduct a needs assessment*). A needs assessment could be conducted on a national or a regional basis, but either way it is recommended that the needs assessments be coordinated through the NMAA and the MAC, if they exist. There are three reasons for this. First, all stakeholders should be involved in developing the needs assessment plan, so that it meets their needs. Second, resources should be used effectively so that duplicate research is not done and so that data can be compared across different regions. Third, it will assist the national authority to manage the dissemination of information to all relevant organisations. If a MAC does not exist, those planning to implement MRE may develop an informal WG to plan the needs assessment.

An assessment plan should be developed in a collaborative manner. One method of doing this is to hold a participatory workshop involving key stakeholders. This, at the minimum, should include the coordinating body and the MRE implementing organisations who will conduct the needs assessment. It may also include donors, MRE implementing organisations which may not be directly involved in data collection and community members. The level of participation will depend on the urgency of the needs assessment and the resources available.

Those involved developing the assessment plan need to consider:

1. What data are needed by each of the end users?
2. What data currently exist, who has them and how can they be shared?
3. What methodology and forms will be used to collect data?

4. Who will be responsible for collecting what data, where and when?
5. Who will take the lead on managing the data collection process?
6. Who is responsible for data analysis?
7. Who is responsible for disseminating the information?
8. What is the timeline?
9. What financial and other resources and training are required and who can provide them?

The national authority may take the lead role in managing a national needs assessment or it may delegate this task to another organisation.

7.1.2 Coordination of data collection

It is essential to coordinate data collection otherwise there is a danger of wasting resources, and of communities suffering from survey fatigue (a situation where communities become reluctant to cooperate with data collectors as a result of over-subjection to assessments, particularly if these are not followed up by action).

The Information Management System for Mine Action (IMSMA) is a database for storing mine-action-related data that is used in many mine-affected countries. Data that MRE organisations might collect for storage in IMSMA includes victim and MRE activity data. Data may be entered at the MAC or by the implementing organisation itself. Either way, both the MRE organisation and the MAC should have access to the data.

Organisations should aim to collect data in a consistent format, coordinated through the MAC. For example, data that can be entered into IMSMA may be collected using IMSMA forms, adapted for use in the country concerned, or in a format that can be exported into IMSMA. If the MAC develops a database for MRE data that cannot be entered into IMSMA, NGOs should coordinate to use the same forms and methodology.

Data collection for MRE could be integrated with other data collection activities: for example, general socio-economic surveys could include basic information on mine and ERW contamination. However, there is a danger of trying to add too much to a survey, rendering it cumbersome and difficult to implement.

Organisations must also ensure that they have permission to collect data. It may be necessary to obtain a letter from the local authorities granting MRE organisations access to areas, or asking local leaders to cooperate. Data on specific subjects should be coordinated with the relevant authorities: for example, victim data collection should be coordinated with the health authorities.

7.1.3 Sharing information

Information from needs assessments, victim data and dangerous area locations should be shared with all relevant organisations. If a report is written it should be made readily available in the relevant languages. Also organisations should be able to submit requests to the MAC for information to help with planning.

However, a note of caution is necessary concerning confidentiality. If, during a survey, the informants have been told that the information will be confidential,

then this *must* be respected. In particular, information that discloses the identity of casualties should not be disseminated without the express permission of the survivor or their next of kin. Particular care should be taken that personal details that could cause distress are not disseminated to journalists or organisations that may misuse them. It may be necessary to develop a Memorandum of Understanding (MoU) for the sharing of data, to ensure that those receiving it have a valid reason for doing so and will use it responsibly.

7.2 Coordination of planning

7.2.1 Strategic planning for MRE

National strategic planning for MRE should be conducted in a participatory manner through the WG, with the consultation of all relevant stakeholders. These are the NMAA, the MAC, relevant ministries and NGOs, mine action organisations and representatives of the affected communities. The MRE strategic plan must be integrated into the overall national mine action plan.

The strategic plan should include a needs assessment (*see above*). Once a needs assessment has been conducted, the strategic plan should be adapted to reflect the results of the assessment.

Although the national plan is the responsibility of the national authority, it should be developed in a way that empowers communities and involves stakeholders, according to the IMAS MRE guiding principles. However, there may be conflicting interests and priorities that will have to be resolved through negotiation (e.g. tribal representatives may want MRE focused on *their* communities at the expense of others).

7.2.2 Operational planning and prioritisation

Operational plans will be developed by the implementing organisation, in coordination and agreement with the MAC. The MAC may have priority tasks, based on information it has received, and may request implementing agencies to conduct these. NGOs may also identify their own priorities. Where these conflict, compromise may be required.

Coordination of operational planning reduces the duplication of effort, and tasks can be allocated depending on the strengths of each MRE implementing organisation (e.g. one may be particularly experienced in working with children). Operational planning may be discussed at the regular WG meetings, and should be regularly revised as required.

7.3 Coordination of implementation of MRE

7.3.1 Mass media

If a mass media campaign is part of the national strategic plan, this should be carefully coordinated. Not only is there a danger of issuing conflicting messages through the media, which will create confusion, but resources may be wasted. For

example, it is not helpful for several organisations to approach the same radio and television stations for the dissemination of messages.

It is also important to consider logos for the media campaign, and what effect they will have on the credibility of the messages. The media campaign may be conducted under the name of the NMAA, with the support of the Technical Working Group for material development and field testing.

7.3.2 Person-to-person communication

The IMAS state that person-to-person MRE may be direct or indirect. Direct means that MRE is provided to a community through presentations from specialised MRE teams, usually staff of an MRE organisation. Indirect MRE is provided through networks such as those described in Section 2 (e.g. schools, health centres, or religious leaders).

There are advantages and disadvantages to both approaches. Direct MRE provides the implementing organisation with greater control over the dissemination of messages, helping to ensure they meet the requirements of the national standards and core curriculum. It can also be used when coordination with other bodies to implement indirectly is not possible. However, direct MRE is less community based and sustainable than indirect MRE through local networks.

Using schoolteachers, health centres and community leaders, instead of paid MRE facilitators, reaches a far wider audience and can be cheaper, though it does require substantial monitoring and follow-up by the organisation that has trained them.

The planning process should consider how coordinated use of resources can provide MRE training to community based organisations, and who will provide it. One option is to use MRE organisations to provide training of trainers (indirect MRE), and to monitor and evaluate the implementation through national networks. Alternatively the training may be provided directly by the MAC.

7.3.3 Small media

Research has shown that excessive resources are devoted to the development of small media, such as leaflets and posters, in comparison to their actual effectiveness.[1] Coordination can reduce the amount of time and money spent.

Materials, if needed, can be developed through the WG, which can also organise field testing. Coordination helps to maximise the use of resources developed, as different NGOs working in different geographical locations may be able to use them in their areas of operations, provided they are appropriate.

The issues of logos and the ownership of the materials also have to be agreed on. Sometimes organisations are prevented from making use of materials because of the logos they bear.

7.4 Coordination of monitoring of MRE

NGOs should provide regular reports of their activities to the MAC. IMAS 7.41 states that: "*The NMAA shall develop a system for the reporting of MRE activities*

and should involve MRE implementing organisations in the process of developing the system". It is preferable if implementing organisations conduct monitoring in a way that is compatible with other organisations in order to facilitate national strategic planning and review of achievements. This could be done using the IMSMA activity report form, which needs to be adapted for use in each country. Note that it should be field tested before use.

The MAC may also conduct external monitoring. Lessons learned should be shared. However, monitoring reports should be "in-confidence" while there is need for corrective action.

7.5 Coordination of evaluation of MRE

Again, it is important that evaluations are coordinated at a national level and that significant results are shared, so all can learn from them. Wherever possible, internal evaluations by MRE organisations should be shared with the NMAA, donors and implementing partners, as well as the communities and other interested groups. Findings should be taken into account in national strategic planning.

Evaluations should involve stakeholders, including the beneficiaries. Mine action organisations should be accountable to the public and, where possible, the results should be shared with them. The public are often overlooked, and this might make them less willing to cooperate in future activities. This could be done through the dissemination of findings in a report format in the relevant language, through a presentation or a press release.

If the NMAA decides to conduct an evaluation of the national MRE programme, then the NGOs must cooperate.

Endnote

[1] See for instance GICHD (2002), *Communication in Mine Awareness Programmes*.

8. General principles of MRE coordination

For MRE to reap the benefits of coordination, a number of good practices need to be followed. This section includes reiteration of many of the points made throughout this guidebook.

- **MRE organisations should cooperate willingly with each other and other stakeholders.** The terms coordination and cooperation are often used interchangeably, but they are not the same. *Cooperation* is defined in standard dictionaries as, «working together for the same purpose or in the same task», whereas coordination is "the harmonious functioning together of different interrelated parts". *Coordination* may be imposed through standards; genuine cooperation is voluntary, but is vital for good practice of MRE.
- **Implementing organisations and donors should respect the coordinating body's role and facilitate its work.** They also have a responsibility to support the coordinating body, particularly if it is new.

If the coordinating body is perceived as ineffective, it can be tempting for implementing organisations to sideline it. However, it is worth investing effort in cooperating with the coordination body, because coordination is so essential to an effective MRE programme. International NGOs, in particular, have a responsibility to cooperate with the national authority as well as local NGO partners.

Organisations that conduct capacity-building should focus not just on their own partners but on the mine action community as a whole.

- **National authorities should strive to create an enabling environment for implementing organisations,** and avoid restricting the freedom of implementing organisations by exerting strict control, which is often a drawback of centralised coordination mechanisms.

Various ideas of what coordination is and how it should be conducted will be reflected in different national and organisational cultures. Nevertheless, the NMAA should respect the limits of the authority it has over implementing organisations. NGOs are autonomous, and should make their own decisions on where and how they work, as long as this is coordinated and meets the national standards and

strategy. Negotiation on some issues between the national authority and the implementing agencies may be necessary.

- **National authorities should establish workable systems that do not burden implementing organisations with bureaucracy.** Whatever processes are developed, they should be designed to help, not hinder, implementation.
- **Coordinating bodies and implementing organisations should be transparent and accountable.** Stakeholders should be aware of their own, and others, hidden motives or agendas, which can hamper coordination. In particular, political or financial motives may affect an organisation's or individual's behaviour, which could run counter to the interests of the intended beneficiaries.
- **All stakeholders should be involved in the coordination process.** Where possible decision-making should be participatory, in particular involving mine- and ERW-affected communities.
- **Information should be shared by both coordinators and implementers.** Most information on mine- and ERW-affected communities will be generated by the implementers. It is the coordinator's responsibility to ensure that this is disseminated appropriately. There can be a temptation to withhold information (after all, knowledge is power!). However, if the ultimate objective is to benefit people affected by mines and ERW then information should not only be shared, but the coordinator should proactively disseminate information.

- **The coordinator should strive to be impartial in dealings with implementing organisations.** There should also be no discrimination in terms of politics, religion, culture or gender. This is particularly important in a post-conflict environment, especially if the coordinating body is also a channel for funding.

MRE organisations should, in principle, be willing to work with all partners — e.g. military, former warring parties, commercial firms. However, the coordination body should respect the policies and principles of organisations, which may make it difficult to them to implement certain activities.

- **The coordination body should establish effective coordination mechanisms**: policies and strategies, accreditation process, standards, and curricula. They should seek feedback on them from the implementing organisations.
- **MRE should be integrated with other mine action and development activities.**

9. Resource mobilisation

Prior to any efforts to access resources, a strategy should be developed to determine the goal and objectives of the MRE programme or project, how they will be achieved, and thus what level and kind of resources are required. Even in an emergency, if a full strategic plan cannot be done, some assessment of needs must be made.

Remember: resources are required for coordination (*the activities mentioned in Sections 1 and 4, and particularly workshops*) as well as for implementation.

Implementing organisations may access resources directly through donors. If they approach donors directly, (which may be easier where a well-established relationship exists), they should at least keep the MAC informed about their plans and their progress on obtaining funding.

The NMAA may also act as a channel for funding of MRE organisations. Some national governments have sufficient funds of their own to support mine action, or they may access international donations. The UN recommends that the NMAA establish a trust fund or funding committee.

Donor conferences are one way of mobilising resources, which should be conducted within the broader framework of a national development plan, if one exists. It should be borne in mind that mine action is competing with other sectors for resources, and it may not (for good reason) be high on the priority list of the national government or donors. It is important to understand how mine action fits into a national development or emergency assistance plan, and into the wider coordination mechanisms in place for the country. For this information, visit the UN country website, if one exists, and consult the national government.

In addition to financial support, the provision of "in-kind" donations should not be overlooked. These may consist of staff, premises, facilities, transportation, communication, consultancy and training.

9.1 Working with donors

It is important to get to know the donor and its policies, objectives and reporting requirements. Most donors have specific budgets and priorities. Donors respond to requests from field representatives, but it is also important to liaise with the donor at the headquarters level. At the beginning of a mine action programme a lack of data can prove a challenge to resource mobilisation. If the UN has conducted a rapid assessment, this will provide some information.

Some points to remember when submitting proposals to donors:

- Do not assume that they understand what MRE is (for instance, that it includes community liaison); explain what the need for MRE is, what it does, and how it is implemented;
- The proposal should show that the project was planned within the context of the national strategic plan, in coordination with all stakeholders, and that it is endorsed by the national government;
- It should target the donor and be presented in an organised manner;
- It should include a detailed budget;
- It should provide a timeline; and
- It should define the inputs and outputs.

Once funding is obtained, the reporting requirements of the donor must be followed.

9.1.1 Assistance in accessing resources

One of the key roles of the UN in mine action is facilitating access to resources for national programmes, both for the coordinating body and the implementing organisations. Detailed information can be found on E-MINE (*www.mineaction.org*), or through the country office of the United Nations Development Programme (UNDP) or UNICEF. As UNICEF often has the UN mandate to lead on MRE, usually it takes primary responsibility for resource mobilisation for MRE, in coordination with the UN Mine Action Service (UNMAS) and UNDP.

The following are some of the mechanisms that are in place:

1. The **UNMAS mine action portfolio** is produced on an annual basis, in consultation with all UN departments, agencies and funds involved in mine action. This portfolio outlines mine action programmes and projects supported by the UN and NGOs and is intended to promote field level coordination and to mobilise contributions to expedite their successful completion. It can be found at the E-MINE website, given above.
2. The **Voluntary Trust Fund for Assistance in Mine Action** (VTF), managed by UNMAS. The VTF was established in 1994 and provides resources for mine action projects or programmes where funding is not immediately available.
3. Country-specific trust funds, in general managed by UNDP.

9.1.2 Direct government support

Other donors that have supported MRE in the past are the European Union and national governments. Governments which have significantly contributed to

mine action include: Canada, Denmark, Germany, Japan, the Netherlands, Norway, Sweden, the United Kingdom and the US. In the field, they may be approached through embassies.

9.1.3 Donor responsibilities

Donors should ensure that an organisation or project that they fund meets the following requirements:

1. A project should address the goals and objectives of the national strategic plan. If no strategic plan exists, the organisers should consult with the NMAA, UN and implementing organisations to ensure it is meeting a need and not duplicating other efforts.
2. An organisation must meet the national standards and accreditation requirements, or have access to capacity building in order to do so.
3. An organisation must be willing to coordinate with the national coordination body.
4. An organisation will use the funding efficiently and responsibly, provide regular reports, and establish internal monitoring and evaluation processes.

10. Training and capacity-building for MRE coordination

In order for a national authority to effectively manage an MRE programme, capacity-building may be required, which can be provided through international assistance.

All countries where mine action is taking place have suffered conflict. In some countries, the national government may be impoverished or may have comparatively limited authority. The government may have a military or religious background and be relatively inexperienced in managing civilian affairs. Infrastructure may have been destroyed and political problems may have not been resolved. There may even be ongoing fighting. Years of conflict often disrupt education, resulting in a low level of management and administration skills.

Despite these potential challenges, mine action management is best conducted nationally, by people who understand their own country, but are willing to be assisted by international expertise. Even when a mine-contaminated country does not suffer these problems, it is likely to be able to benefit from international experience in the specialised area of MRE.

Capacity-building must go beyond addressing the technical requirements of MRE and must support all aspects of MRE organisation development. In addition to helping the NMAA and the MAC, international organisations can help national NGOs to become sustainable.

Capacity-building in mine action is usually provided through technical advisers. Where possible, these should provide training, advice and mentoring, rather than directly doing the work. However, a balance needs to be struck between providing the capacity and ensuring that, in the short term, vital work to reduce deaths and injuries is also conducted. It is also important that technical advisers to the MAC develop a consistent approach to capacity-building and work together as a team. There are various views on the best ways to build capacity. These should be discussed and a suitable capacity-building plan should be developed for the country. Often UNICEF advisers do not work directly with the MRE department but at a higher level, to ensure the right organisational capacities are in place to implement MRE.

It is also useful to look at the experience of other countries in managing mine action programmes. Detailed information on country programmes can be found in the Landmine Monitor (*www.icbl.org/lm*) and at E-MINE. UNDP arranges exchange visits to mine action programmes of other countries. There is an MRE Internet discussion group co-convened by UNICEF and the ICBL. To join this group contact the mines department of Handicap International Belgium or the Landmine and Small Arms Team in UNICEF. The group can be used to share information and exchange ideas at an international level.

10.1 Skill areas

The staff of the MRE department at the NMAA and MAC typically need the following skills, experience and competencies:

- Field experience in conducting MRE;
- A relevant background, e.g. education, psychology, media, communications, development;
- Good communication skills;
- Good computer skills;
- Good research and analysis skills;
- Experience of managing an organisation;
- Report writing skills;
- The ability to manage budgets; and
- The ability to quickly acquire new skills and understand new concepts.

Once appropriate staff have been selected by the NMAA, a training needs assessment should be conducted by the technical adviser. The following areas should be considered:

General skills:

- Project management;
- Finance management;
- Human resource management;
- Administration;
- Logistics;
- Strategic planning tools, including logical framework planning;
- Monitoring and evaluation;
- Organisation governance;
- Fundraising and project proposal writing;
- Computer skills;
- English language training (useful for accessing international guides and participating in conferences, workshops, or trainings);
- Knowledge of the principles and techniques of
  - community participation and stakeholder involvement;
  - participatory training, and
  - gender and minority group participation;
- Experience in running meetings and facilitating workshops; and
- Awareness of disability rights.

Mine action skills:

- Overview of the five pillars of mine action, including observation of field work;

- IMAS for MRE, including the guiding principles of MRE;
- Principles and tools for participatory community data gathering;
- Communication strategies;
- Training of trainers;
- Knowledge of the IMSMA; and
- Experience of MRE training, including:
  - mines and ERW present in the country,
  - international safety messages,
  - theory of risk taking,
  - target groups,
  - tackling behavioural changes,
  - psychological, social and economic impact of mines and ERW,
  - communication channels and methodologies,
  - development of materials for target groups,
  - field testing, and
  - working with networks.

Annex 1.
Advice for running an effective meeting

The following is a list of key issues to consider in ensuring that you run an effective MRE meeting:

1. Distribute an agenda to all participants prior to the meeting and invite them to add agenda items.
2. Ensure participants are informed about the meeting well in advance, and given correct information on the time and venue.
3. The MAC may wish to consider covering the travel expenses of organisations on very low budgets.
4. Make clear what the purpose of the meeting is, and what its format will be. If there is a lot of information to go through and little time, a detailed agenda may be appropriate. If there is only a small group of participants and the meeting is to discuss the development of ideas and planning, you may choose to have a less structured meeting. Be flexible: you may find halfway through the meeting that you need to adapt the format.
5. Set the ground rules if necessary. Some individuals may not be used to attending meetings. Explain the role of the chair, and the need to raise questions or make comments through the chair. Require people to arrive on time and to switch their mobiles off.
6. Start the meeting on time, even if some of the participants are late. This helps to get them into the habit of arriving on time. In turn, also make sure you end the meeting punctually. You can have informal discussions before or after the formal meeting.
7. Some participants need firm management! It takes practice, but be strict with people who dominate meetings: the other participants will appreciate it. There may be particularly difficult characters that tend to stray off the subject at hand and talk for too long. On the other hand, keep an eye out for people who may be trying to speak, but get pushed out. Are women being ignored? If so, address a woman by name and invite her to contribute directly. Watch for cultural issues. In some cultures it is very rude to

interrupt, which could make it hard for some participants to contribute to conversations where people are talking all at once.

8. If more than one language is used in the meeting, it is important to have effective interpreters, and to have the agenda and minutes translated into all languages. If everyone agrees to settle on using one language, make sure all speak slowly and clearly if this is a second language for some people.
9. One person should be assigned as minute taker. Make sure they understand what is required. Distribute the minutes soon after meeting. Keep minutes as brief as possible, cover the decisions made and action points. At the start of the next meeting ask people to approve the minutes, and check on the follow-up of action points. The minutes should include a list of all the participants.
10. It is useful to distribute a contact list, particularly early in the programme, while the participants are getting to know each other. Circulate a table for people to fill in their names, job titles, organisation, and phone number and/or email address. Either photocopy it and distribute it at the end of the meeting, or email it to participants.

Annex 2.
Workshops

The importance of workshops in MRE was explained in Section 4.2.

Workshops are perhaps the most important single tool of MRE coordination and can be used for the following: training and development, developing strategies, developing standards, developing curricula, planning needs assessments, analysing needs assessment data, developing a mass media campaign, and development of materials. However, although MRE should involve all participants, in emergency situations it should be borne in mind that consultation does slow things down.

The following is not a detailed guide to conducting a workshop. It is here to provide the MAC with an overview of what needs to be taken into consideration when planning a workshop. The facilitator should be experienced in running workshops, and there are numerous detailed guides available, many of which are specialised for development organisations. Some are listed in the bibliography.

A particular value of workshops is that they promote ownership of decisions. If a group has collectively studied a problem and worked out a solution, they are far more likely to cooperate in implementation of the action plan than if it is handed down by authority or offered by an outside body. Another special value of workshops is that they help actors in MRE to get to know each other, which fosters future cooperation.

Planning the workshop

The planning and preparation can take up to twice as long as the workshop itself. The following issues need to be considered:

- Who has overall responsibility for the workshop?
- How long should the workshop be?
- Where will the meeting be held? Will the workshop be held at the MAC or elsewhere? On-site is cheaper and the organiser has more control over the facilities. However, off-site venues take the participants away from day-to-day distractions and provide them with the opportunity to concentrate on the task at hand.

- Who will be invited? Which organisations are the most important? If possible, check that suitable representatives of the invited organisations attend. Unfortunately, sometimes the chance to visit an exotic location, or to obtain a certificate, may influence the decision over who will attend, rather than suitability. Check that women, minority ethnic groups, and disabled people (including mine and ERW survivors) have been included, and that the facilities meet their needs.
- Who will cover the costs of the workshop, and how much will it cost? Will participants be expected to cover all or some of their own costs?
- Invitations must include the date, times, location, purpose of workshop, a draft agenda, costs to participants, provisions made for meals and overnight accommodation, and who else will be attending. They should also state who is responsible for the workshop.
- Liaise with the local authorities.
- Who will facilitate the workshop? Will there be an external facilitator, and will this be a mine action expert (this is not necessary), or will the facilitator be a member of one of the participating organisations? Will the facilitator also provide training if they are a specialist in MRE?
- Which languages will the workshop use? Does the facilitator speak the local language? If not, can you get simultaneous translation?
- This sounds obvious, but double check that the funding is available, rooms have been booked, that invitations have been received, equipment is available, and that refreshments, meals and accommodation are organised.

The facilitator

A workshop facilitator guides the participants through the process to help them achieve the objective of the workshop (e.g. produce a five-year plan). Facilitation is quite different from teaching or managing, and is a specialised skill requiring training and experience. In addition to the facilitator, there should be a workshop organiser, to take responsibility for all the " housekeeping" aspects of the survey: making sure the meals and refreshments are provided, that the training room is ready with all the necessary equipment, taking care of finance, and resolving problems that may arise during the workshop itself.

The facilitator should be clear about the objective of the workshop. He/she should then decide the methods by which the workshop will achieve its goal. The best workshops provide the participants with the opportunity to come up with their own ideas and plans, rather than be subjected to long lectures. The facilitator should also do as much research as possible about the subject at hand. If s/he is not from the country, s/he should research the background to the context and the mine/ERW problem (as much as this information is available), as well as finding out as much as possible about the participants in advance.

The facilitator may well choose to set the participants a task to complete before the workshop. This can save time during the workshop. For example, they could be asked to read a draft copy of the standards to speed up discussion. They could be asked to prepare a five-minute presentation about one aspect of their organisation's work. Bear in mind, though, that many participants may still arrive at the workshop unprepared.

Room layout

Options for room layout vary. In part, the choices depend on the size of the room, the number of participants, and the tables and chairs available. However, the following suggestions are made:

For groups of up to 16 people, a U-shaped layout of tables is best. It enables participants to feel equally involved and allows the facilitator to make eye contact with each participant.

For groups of 15 to 30, try for a number of smaller tables with about half a dozen participants at each one. This is sometimes called the ballroom layout, and is especially good if break-out groups are to work on sub-tasks.

Starting the workshop

- Introduce the person responsible for the workshop and the organiser.
- The MAC Director may make a welcome speech (try to keep this relatively brief, though this might be difficult!).
- Explain the background and purpose of the workshop.
- Give timings of the workshop. State clearly the end time.
- Do the "housekeeping" e.g. where the toilets are, and where the coffee is.
- Go through the topics to be covered.
- State the rules — e.g. people can talk openly and disagree with each other but must respect other participants' views, no mobile phones, good timekeeping.
- Introduce the facilitator.

Ways of working

Various formats may be used to facilitate participation:

Group work – "breakout groups". This allows people more "air time" (though they should normally be in the same room to minimise loss of time). Also allows groups to tackle different issues in parallel.

Pair work. These provide more opportunity to talk, though fewer people to share ideas in each group.

Role plays. These should be used with caution as some people are not comfortable with role plays. However they can be useful during a training or development workshop to teach new skills, or for making participants understand a different point of view.

Capturing the information

It is important to capture the information generated during the workshop, and to record decisions made and action points. One or several people can be rapporteurs, to collect the information, either handwritten for tidying up later, or for transcription directly onto a laptop.

Groups can write up their feedback on a flip chart, or make PowerPoint presentations. These could be collected by the facilitator at the end. Alternatively,

the facilitator (or a rapporteur) writes up the information as it comes up, or once it is agreed by the group, on flipcharts or onto PowerPoint.

Tools for the workshop

Here are examples of tools that may be used. Refer to the guides listed in the bibliography for more details on their use:

Strategic planning

SWOT diagram. This explores the Strengths, Weaknesses, Opportunities and Threats to an organisation.

PEST diagram. This analyses factors that may affect the external environment around the MRE programme: Political, Economic, Social and Technological.

Diagnostic window. This looks at what is good and what is bad about a situation, and considers what aspects can and cannot be changed. It helps to focus on priorities for action.

Stakeholder analysis. There are several variations on this, but all help the group to identify all the different stakeholders involved and their types. Stakeholders can also be analysed further into different power groups and their levels of importance and influence.

Logical framework ("logframe") analysis. Logframes are often used in planning development activities (*see Guidebook 3: Planning*). A logframe usually consists of a 4x4 matrix with columns for goals, objects, outputs and inputs, and rows for indicators, means of verification and assumptions in the rows. Logframes can seem rather daunting to the inexperienced, and their format varies. It is therefore important for the facilitator to be comfortable with using logframes. A logframe may be made for a programme or a project, and developing one in a workshop enables many stakeholders to be involved.

Problem solving

Cause and effect: as the name suggests, this analyses the cause and effects of problems. It is important to try to understand underlying causes to problems, rather than just addressing the symptoms, and equally important to understand the effects. A variation of this is the problem tree, which looks at a problem and attributes other problems to it. Conversely, each problem statement can be flipped round to be a solution tree. However, the participants must check that the solutions are viable.

Forcefield analysis: looks at "helping forces" and "hindering forces", as an organisation tries to move from the current situation to the goal situation.

Turning ideas into plans for action

Action planning is where groups think about the specifics of how ideas should be executed:

- What needs to be achieved?

- How will it be achieved?
- What resources are needed?
- Who will do this?
- When will it be done by?

Making decisions

Discussions should throw up many ideas, but the purpose of a workshop is to identify a course of action to follow.

Decision making tools:

- Pros and cons;
- Voting;
- Prioritisation matrix (high impact, low impact/high effort, low effort);
- Ranking;
- Sanity check — what do we think of our final decision? Does it feel right? Do we all agree that this is best option? (And what do we do if we do not?)

Dealing with problems

All kind of problems may arise during the workshop:

- Loud participants;
- Quiet participants;
- Rebellious participants;
- Activities taking longer than planned;
- Periods of the day when people cannot concentrate;
- The equipment breaks down.

Workshop guides provide good advice on how to cope with these and many other challenges that may arise.

At the end of the workshop

- Collect feedback from the participants on what they found useful and what they did not, and how it can be improved next time;
- Produce a brief, agreed report of the workshop for the donor and the NMAA; this should also include the results of the feedback;
- Make sure the intended outputs are produced by a set deadline: e.g. a strategy document, needs assessment report, standards;
- Encourage networking by providing all participants with a contact list; and
- Certificates of participation — decide if you will give these (do the participants want them?) and who will sign them.

Geneva International Centre for
Humanitarian Demining
Centre International de
Déminage Humanitaire - Genève

unicef

IMAS Mine Risk Education
Best Practice Guidebook 11

THE COLLECTED IMAS ON MINE RISK EDUCATION

International
mine action standards

United Nations IMAS

IMAS Mine Risk Education
Best Practice Guidebook 11

THE COLLECTED IMAS ON MINE RISK EDUCATION

Geneva, November 2005

Acknowledgements

The MRE Best Practice Guidebooks were developed on behalf of the United Nations by the United Nations Children's Fund (UNICEF) in partnership with the Geneva International Centre for Humanitarian Demining (GICHD).

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Contents

Foreword

Over the last few years the mine action community has taken major steps towards professionalising its mine risk education (MRE) projects and programmes. A central element in that process has been the development of international standards for MRE by UNICEF, within the framework of the International Mine Action Standards (IMAS), maintained by the United Nations Mine Action Service (UNMAS). In October 2003, UNICEF completed seven MRE standards, which were formally adopted as IMAS in June 2004.

The MRE component of the IMAS outlines minimum standards for the planning, implementing, monitoring and evaluation of MRE programmes and projects. The IMAS are largely prescriptive, advising operators, mine action centres, national authorities and donors on ***what*** is necessary for the development and implementation of effective MRE programmes. They do not, however, guide stakeholders on ***how*** they might adapt their programmes and projects to be more compliant with the standards.

To facilitate the implementation of the MRE standards in the field, UNICEF entered into a partnership with the Geneva International Centre for International Demining (GICHD) to develop this series of *Best Practice Guidebooks* to provide more practical advice on how to implement the MRE standards. A total of 12 Guidebooks have been developed, using expertise from a variety of different people, countries and contexts. The Guidebooks address a wide range of areas covered by the MRE IMAS, including:

- How to support the coordination of MRE and the dissemination of public information;
- How to implement risk education and training projects;
- How to undertake community mine action liaison; and
- What elements should be considered to implement effective MRE projects in emergencies.

The primary aim of these Guidebooks is to provide practical advice, tools and guidance to undertake MRE programmes that are compliant with IMAS. They are

also meant to provide a framework for a more predictable, systematic and integrated approach to risk education, and are intended for use by anyone engaged in planning, managing or evaluating mine risk education programmes and projects, such as government ministries, mine action centres, United Nations agencies and bodies, and local and international organisations. Donors may also find them useful in assessing proposals for mine risk education projects and programmes.

But while the Guidebooks seek to provide practical advice for the design, implementation, monitoring and evaluation of programmes and projects, they remain general in nature and will need to be adapted to each new situation in its specific cultural and political context. UNICEF and the GICHD hope that they will prove a useful tool in making mine risk education more effective and efficient.

In addition to being distributed in hard copy, the *Best Practice Guidebooks* can be downloaded free of charge from the Internet at *www.mineactionstandards.org* as well as the GICHD website *www.gichd.ch* and the UNICEF website *www.unicef.org*.

Introduction

Introduction to the Series

According to the IMAS, the term "mine risk education" refers to "*activities which seek to reduce the risk of injury from mines and ERW by raising awareness and promoting behavioural change, including public information dissemination, education and training, and community mine action liaison.*"[1] MRE is one of the five components of mine action. The others are: ***demining*** (i.e. mine and explosive remnants of war [ERW] survey, mapping, marking and clearance); ***victim assistance***, including rehabilitation and reintegration; ***advocacy*** against the use of anti-personnel landmines; and ***stockpile destruction***.[2]

The first two editions of the IMAS — in 1997 and 2000 — did not include MRE-specific standards and guides. In 2000, the United Nations Mine Action Service, the focal point for mine-related activities within the UN system, requested UNICEF to develop international standards for MRE. UNMAS is the office within the UN Secretariat responsible for the development and maintenance of international mine action standards. UNICEF is the primary actor within the UN in undertaking mine risk education.

In October 2003, UNICEF completed a set of seven MRE standards, which were formally adopted as IMAS in June 2004. The seven standards are as follows:

- ***IMAS 07.11: Guide for the management of mine risk education***;
- ***IMAS 07.31: Accreditation of mine risk education organisations and operations***;
- ***IMAS 07.41: Monitoring of mine risk education programmes and projects***;
- ***IMAS 08.50: Data collection and needs assessment for mine risk education***;
- ***IMAS 12.10: Planning for mine risk education programmes and projects***;
- ***IMAS 12.20: Implementation of mine risk education programmes and projects***; and

- *IMAS 14.20: Evaluation of mine risk education programmes and projects*.

To facilitate the implementation of the MRE standards in the field, in 2004 UNICEF contracted the Geneva International Centre for International Demining to develop a series of best practice guidebooks for MRE programmes and projects.[3] The following 12 *Best Practice Guidebooks* have been developed:

- *1: An Introduction to Mine Risk Education*;
- *2: Data Collection and Needs Assessment*;
- *3: Planning*;
- *4: Public Information Dissemination*;
- *5: Education and Training*;
- *6: Community Mine Action Liaison*;
- *7: Monitoring*;
- *8: Evaluation*;
- *9: Emergency Mine Risk Education*;
- *10: Coordination;*
- *11: The Collected IMAS on Mine Risk Education*; and
- *12: Glossary of Terms and Resources*.

The *Best Practice Guidebooks* seek to address the particular needs of MRE as an integral part of mine action. Each Guidebook is intended to serve as a stand-alone document, although some include cross-references to other Guidebooks or to other sources.

Introduction to Guidebook 11

This Guidebook, number 11 of the Series, contains all the current standards on MRE arranged in numerical order. For ease of use, only the first Standard — *07.11: Guide for the management of mine risk education* — contains the foreword and background material that is reproduced unchanged at the beginning of each MRE Standard. In addition, the original design and layout of the IMAS has been retained in order to facilitate cross referencing with other IMAS. The general IMAS glossary of mine action terms and abbreviations (IMAS 04.10) is included in Appendix 1 at the end of the Guidebook.

Endnotes

[1] IMAS 04.10, Second Edition, 1 January 2003 (as amended on 1 December 2004), 3.157.
[2] *Ibid.*, 3.147.
[3] For the purpose of the IMAS and these Guidebooks, a project is defined as an activity, or series of connected activities, with an agreed objective. A project will normally have a finite duration and a plan of work. An MRE programme is defined as a series of related MRE projects in a given country or area.

IMAS 07.11: Guide for the management of mine risk education

First Edition
23 December 2003
Incorporating amendment number(s) 1 & 2

Warning

This document is current with effect from the date shown above. As the International Mine Action Standards (IMAS) are subject to regular review and revision, users should consult the IMAS project website in order to verify its status. (*www.mineactionstandards.org*, or through the UNMAS website at *www.mineaction.org*).

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Director
United Nations Mine Action Service (UNMAS)
DC2 0650, United Nations,
New York, NY 10017,
USA
E-mail: mineaction@un.org
Telephone: (1 212) 963 1875
Fax: (1 212) 963 2498

Foreword

International standards for humanitarian mine clearance programmes were first proposed by working groups at an international technical conference in Denmark, in July 1996. Criteria were prescribed for all aspects of mine clearance, standards were recommended and a new universal definition of 'clearance' was agreed. In late 1996, the principles proposed in Denmark were developed by a UN-led working group and the International Standards for Humanitarian Mine Clearance Operations were developed. A first edition was issued by the UN Mine Action Service (UNMAS) in March 1997.

The scope of these original standards has since been expanded to include the other components of mine action and to reflect changes to operational procedures, practices and norms. The standards were re-developed and renamed as International Mine Action Standards (IMAS).

The United Nations has a general responsibility for enabling and encouraging the effective management of mine action programmes, including the development and maintenance of standards. UNMAS, therefore, is the office within the United Nations responsible for the development and maintenance of IMAS. IMAS are produced with the assistance of the Geneva International Centre for Humanitarian Demining.

The work of preparing, reviewing and revising IMAS is conducted by technical committees, with the support of international, governmental and non-governmental organisations. The latest version of each standard, together with information on the work of the technical committees, can be found at http://www.mineactionstandards.org/. Individual IMAS are reviewed at least every three years to reflect developing mine action norms and practices and to incorporate changes to international regulations and requirements.

Introduction

The development of international standards for Mine Risk Education (MRE)

In 1998, *International Guidelines for Landmine and UXO Awareness Education*[1] were developed by UNICEF with the aim of providing an internationally agreed approach to planning, implementing, monitoring and evaluating MRE (previously referred to as 'mine awareness') programmes. At that time it was understood that these 'Guidelines' would be subsequently reviewed to reflect developing mine action practices and norms.

MRE is one of the five components of mine action. The others are: demining, victim assistance, advocacy to stigmatise the use of landmines and support of a total ban on anti-personnel landmines, and stockpile destruction. The first two editions of the International Mine Action Standards (IMAS) did not include MRE-specific standards and guides. This guide and others in the MRE series addresses the particular needs of MRE, as an integral part of mine action.

As with all IMAS, the purpose of the MRE standards and guides is to improve the *safety* and the *efficiency* of mine action. As the MRE standards and guides require a strengthened link between mine action operators and the affected communities, they also assist in improving the *effectiveness* of mine action operations.

This *Guide for the Management of MRE* and the other IMAS standards for MRE have been developed from, and replace, the aforementioned 1998 UNICEF Guidelines. The MRE series of IMAS has been sponsored and developed by UNICEF in recognition of its role as the focal point for MRE within the United Nations. Input has been received from National Mine Action Authorities (NMAA), UNICEF field offices, and other organisations and individuals involved in the implementation of mine action.

In this Guide and other related IMAS documents the term *mine awareness* has been replaced by *mine risk education* - the meaning and scope of the term MRE is explained in this Guide.

The application of IMAS to MRE

The MRE series of IMAS have been developed to improve the quality of mine action programmes and to ensure that MRE can effectively meet the needs and priorities of the affected communities. They assist NMAA to develop national standards and national standing operating procedures (SOPs) by establishing a frame of reference for MRE which can be used, or adapted for use, as a national standard. They also assist in the development of mine action organisations' SOPs.[2]

The MRE standards and guides provide a common language, and recommend the formats and rules for handling data that enable the accurate and timely exchange of information. They also encourage NMAA to develop the tools and capacities to plan, implement, monitor and evaluate MRE within an integrated national mine action programme.

The MRE series of IMAS do not define the way in which MRE requirements are to be achieved in the field – that is covered in national and local SOPs, instructions and codes of practice. Guidance on the preparation of national and local SOPs for MRE, together with a portfolio of MRE tools and methods is given in the series *Guidelines for Implementing MRE Programmes.*[3]

1. Sponsored and distributed by UNICEF.
2. Mine action organisations should ensure that their SOPs are consistent with national standards and legislation. Successful accreditation will normally require organisations' SOPs to be 'localised'.
3. In development through UNICEF.

Guide for the management of Mine Risk Education (MRE)

1. Scope

This Guide establishes principles and provides guidance for the effective management of MRE. Its purpose is to clarify the role of MRE and provide an overview of the series of IMAS pertaining to MRE. There are seven IMAS in this series, including this Guide. They are:

IMAS 07.11 Guide for the management of MRE;
IMAS 07.31 Accreditation of MRE organisations and operations;
IMAS 07.41 Monitoring of MRE programmes and projects;
IMAS 08.50 Data collection and needs assessment for MRE;
IMAS 12.10 Planning for MRE programmes and projects;
IMAS 12.20 Implementation of MRE programmes and projects; and
IMAS 14.20 Evaluation of MRE programmes and projects.

This Guide should be read prior to reading the other six MRE standards and guides.

This Guide should be read in conjunction with other IMAS standards and guides. In particular, attention is drawn to IMAS 01.10, which defines the role of IMAS, and establishes the guiding principles for their proper and appropriate use.

2. References

A list of normative references is given in Annex A. Normative references are important documents to which reference is made in this Guide and which form part of the provisions of this Guide.

3. Terms, definitions and abbreviations

A list of terms, definitions and abbreviations used in this Guide is given in Annex B. A complete glossary of all the terms, definitions and abbreviations used in IMAS is given in IMAS 04.10.

In the IMAS series of standards, the words 'shall', 'should' and 'may' are used to indicate the intended degree of compliance. This use is consistent with the language used in the International Organization for Standardisation (ISO)'s standards and guidelines:

a) 'shall' is used to indicate requirements, methods or specifications that are to be applied in order to conform to the standard.

b) 'should' is used to indicate the preferred requirements, methods or specifications.

c) 'may' is used to indicate a possible method or course of action.

The term 'education' refers to the imparting and acquiring over time of knowledge, attitudes and practices through teaching and learning.

The term 'risk' refers to a combination of the probability of occurrence and the severity of physical injury to people, property or the environment. [ISO Guide 51:1999(E)]

The term 'mine risk' refers to the probability of occurrence and the severity of physical injury to people, property or the environment caused by the unintentional detonation of a mine, UXO and/or Abandoned Explosive Ordnance (AXO).[4]

4. Henceforth, unless otherwise indicated the terms 'landmine', 'mine' and/or 'UXO' includes the threat posed by AXO. Equally, the term 'MRE' implicitly includes the threat posed by UXO and AXO as well as mines.

The term 'mine risk reduction' refers to those actions which lessen the probability and/or severity of physical injury to people, property or the environment. [Adapted from ISO Guide 51:1999(E)] Mine risk reduction can be achieved by physical measures such as clearance, fencing or marking, or through behavioural changes brought about by MRE.

The term 'MRE organisation' refers to any organisation, including governmental, non-governmental, civil society organisations (e.g. women's union, youth union, red cross and red crescent societies), commercial entities and military personnel (including peace-keeping forces), which is responsible for implementing MRE projects or tasks. The MRE organisation may be a prime contractor, subcontractor, consultant or agent. The term 'MRE sub-unit' refers to an element of an organisation, however named, that is accredited to conduct one or more prescribed MRE activities such as a public information project, a schools based education project or a community mine action liaison project evaluation.

The term 'National Mine Action Authority (NMAA)' refers to the government department(s), organisation(s) or institution(s) in each mine-affected country charged with the regulation, management and co-ordination of mine action. In most cases the national Mine Action Centre (MAC) or its equivalent will act as, or on behalf of, the NMAA. In certain situations and at certain times it may be necessary and appropriate for the UN, or some other recognised international body, to assume some or all of the responsibilities, and fulfil some or all of the functions, of a NMAA. In such cases the UN should provide appropriate technical support including suitably qualified personnel, experienced in MRE.

The term 'project' refers to an activity, or series of connected activities, with an agreed objective. A project will normally have a finite duration and a plan of work. The resources needed to successfully accomplish the objective will normally be defined and agreed before the start of the project.[5]

The term 'programme' implies the medium to long-term activities of an organisation in the fulfilment of its vision and strategic objective. A mine action programme consists of a series of related mine action projects. Similarly, an MRE programme consists of a series of related MRE projects.

4. Mine Risk Education (MRE)

The term 'MRE' refers to activities which seek to reduce the risk of injury from mines and UXO by raising awareness and promoting behavioural change, including public information dissemination, education and training, and community mine action liaison.

MRE aims to ensure that communities are aware of the risks from mines, UXO and/or AXO and are encouraged to behave in a way which reduces the risk to people, property and the environment. The objective is to reduce the risk to a level where people can live safely; to recreate an environment where economic and social development can occur free from the constraints imposed by landmine contamination[6].

MRE, along with demining (including technical survey, mapping, mine and UXO clearance, marking, post-clearance documentation and the handover of cleared land), contributes to mine risk reduction, reducing the risk of physical injury from mines and UXO which *already* contaminate the land. Advocacy and stockpile destruction aim to prevent the future use of mines and UXO. Victim assistance deals with the care, rehabilitation and reintegration of landmine survivors. The relationship between mine action, mine risk reduction and MRE is shown Figure 1.

5. In mine action, the method of defining the objective, the means of achieving the objective and the resources needed are usually referred to as a 'project proposal' or 'project document'.
6. *United Nations Mine Action: a Strategy for 2001/2005, Assistance in Mine Action, Report of the Secretary General to the UN General Assembly* A/56/448/Add 1, New York, 16 October 2001.

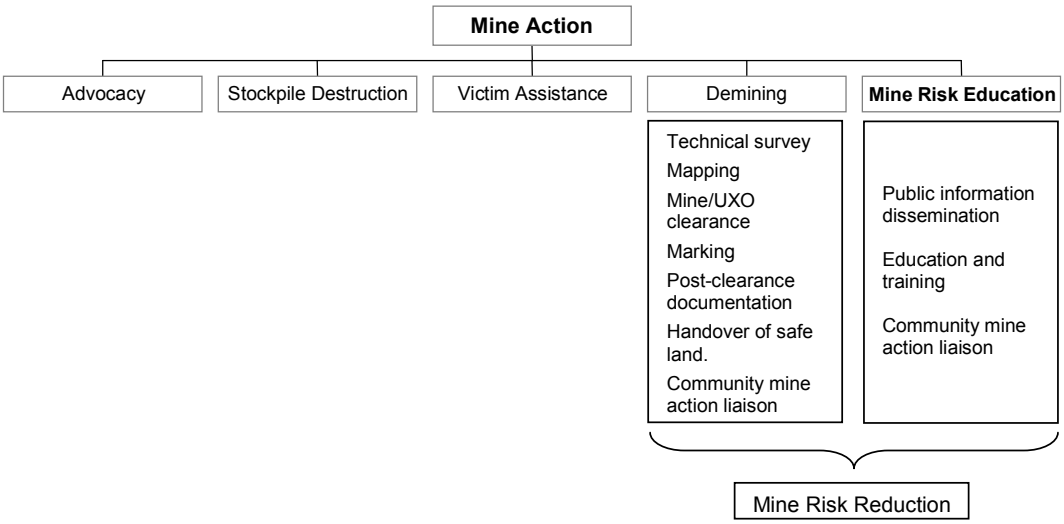


Figure 1: Relationship between MRE, mine risk reduction and mine action

MRE should not normally be a stand-alone activity. It is an integral part of mine action planning and implementation. Thus the management of MRE projects, as described in clause 6 below, is part of the overall management of mine action.

MRE has three components: public information dissemination, education and training, and community mine action liaison. They are complementary and mutually reinforcing. Descriptions of the three components are given below.

4.1. Public information dissemination

Public information in mine action refers to information which describes the mine and UXO situation, and is used primarily to inform and update a broad range of stakeholder groups, including populations at risk. Such information may focus on local risk reduction messages, or may address broader national issues such as complying with legislation, or to raise public support for the mine action programme.

Public information dissemination as part of MRE refers primarily to public information activities, which seek to reduce the risk of injury from mines and UXO by raising awareness of the risk to individuals and communities, and by promoting behavioural change. It is primarily a one-way form of communication transmitted through mass media, which may provide relevant information and advice in a cost-effective and timely manner.

Public information dissemination projects may be 'stand alone' MRE projects that are implemented independently, and often in advance of other mine action activities. In an emergency post-conflict situation, due to time constraints and lack of accurate data, public information dissemination is often the most practical means of communicating safety information to reduce risk. Equally they may form part of a more comprehensive risk reduction strategy within a mine action programme, supporting community based MRE, demining or advocacy activities.

4.2. Education and training

The term 'education and training' in MRE refers to all educational and training activities which seek to reduce the risk of injury from mines, UXO and/or AXO, by raising awareness of the threat to individuals and communities, and promoting behavioural change. Education and training is a two-way process, which involves the imparting and acquiring of knowledge, attitude and practice through teaching and learning.

Education and training activities may be conducted in formal and non-formal environments. For example, this may include teacher to child education in schools, parent to children and children to parent education in the home, child to child education, peer to peer education in work and recreational environments, landmine safety training for humanitarian aid workers[7] and the incorporation of landmine safety messages in regular occupational heath and safety practices.

4.3. Community mine action liaison

Community mine action liaison refers to the system and processes used to exchange information between national authorities, mine action organisations and communities on the presence of mines, UXO and AXO, and of their potential risk. It enables communities to be informed when a demining activity is planned to take place, the nature and duration of the task, and the exact locations of areas that have been marked or cleared.

Furthermore it enables communities to inform local authorities and mine action organisations on the location, extent and impact of contaminated areas. This information can greatly assist the planning of follow on mine action activities such as technical survey, marking and clearance, and if necessary the provision of assistance to landmine survivors. Community mine action liaison creates a vital reporting link to the programme planning staff, and enables the development of appropriate and localised risk reduction strategies. Community mine action liaison aims to ensure that mine action projects address community needs and priorities.

Community mine action liaison should be carried out by all organisations conducting mine action operations. These may be MRE-specific organisations, or MRE individuals and/or 'sub-units' within a mine action organisation.

Community mine action liaison with the affected populations may start far in advance of demining activities and may help the development of a capacity at the community level to assess the risk, manage the information and develop local risk reduction strategies. This may assist communities gather the necessary information to lobby the relevant stakeholders and advocate for mine action and other assistance intervention.

5. Mine action programme planning

5.1. The General Mine Action Assessment (GMAA) process

The decision to develop a national mine action programme will normally be as a result of sufficient information gathered demonstrating such a need. The process of gathering this information is a combination of formal/deliberate and informal activities and can be referred to as a General Mine Action Assessment (GMAA) process. This process is a continuous process of information gathering, through any relevant means, relating to mine accidents, incidents and other mine related information. The process effectively starts when the first piece of information is received indicating that there is a mine or UXO problem in the country and ends effectively when all the information about the mine and UXO problem is known.

The GMAA process is continually updated as more and more information is received. The GMAA process:

a) collects and analyses information to assess the scale and impact of the landmine and UXO problem in the affected country and individual communities;

b) provides information on which to decide the necessity to survey reported and/or suspected locations of mine or UXO contamination, quantities and types of explosive hazards; and

7. Landmine Safety Project, UNMAS.

c) collects general information such as the security situation, terrain, soil characteristics, climate, routes, infrastructure and local support facilities, to assist the planning of future mine action activities and projects.

Information gathered during the GMAA process should provide a growing indication of the size and scope of the problem (if any), an assessment of the resources needed to meet it, the national capabilities and potential to address the problem, and an assessment of the need for external assistance including financial, human skills, material and information. Full recognition will be given to ongoing work, including local community-based MRE and demining activities, which usually precede the establishment of a mine action programme.

The information collected will, at some stage, be sufficient to enable a national authority, with assistance as necessary, to establish priorities and to begin to develop a coherent national mine action programme and plan incorporating as required MRE, demining, stockpile destruction, victim assistance and advocacy.

Guidance on the requirements for the GMAA process is given in IMAS 08.10.

5.2. Continued mine action data collection and assessment

Prior to implementing mine action projects, activities and tasks, further data collection and assessment is usually required. For MRE this involves a needs assessment (see IMAS 08.50 for guidance); for mine clearance this involves a technical survey (see IMAS 08.20 for guidance); for victim assistance this involves an analysis of landmine survivors and their needs. There may be other data collection activities, such as landmine impact surveys, task assessment and planning or other community studies, as well as on-going community mine action liaison. All of these form part of the GMAA process and an active surveillance process to establish and to monitor the problems faced by affected communities.

5.3. Project implementation

Using information obtained from the GMAA process mine action projects and activities are planned, implemented, monitored and evaluated. Where possible, this should be done in a fully integrated manner - with organisations conducting joint visits to the communities. Organisations implementing these activities should share information and coordinate their work. For example, both MRE and demining organisations should be involved in the handing over of cleared land to the local communities.

The question of whether there is still a threat or risk posed by the presence of landmines and UXO should be continually monitored until such time as there is no further requirement for the mine action activity. Similarly there should be ongoing monitoring of the requirement for further assistance to mine/UXO survivors until they have access to the highest attainable rehabilitation services and standards and have been fully reintegrated into society. This latter process is part of the evaluation.

During the early stages of a humanitarian intervention there will often be a need to implement MRE and demining projects before a comprehensive Landmine Impact Survey has been conducted. In such cases, technical survey teams collecting information to define the clearance requirement should work together with MRE organisations conducting needs assessments to identify mine and UXO risks, assess community needs and priorities, and evaluate clearance and MRE requirements.

6. MRE project cycle

The MRE project cycle is shown in outline in Figure 2 below and in greater detail in Annex C. The project cycle consists of five activities: data collection and needs assessment (see IMAS 08.50), planning (see IMAS 12.10), implementation (see IMAS 12.20), monitoring (see IMAS 07.41) and evaluation (see IMAS 14.20).

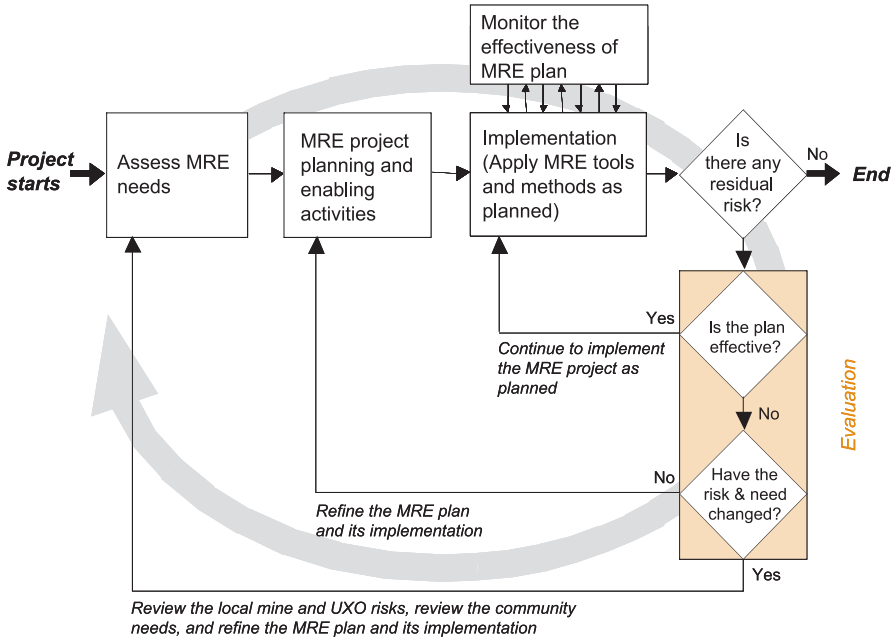


Figure 2: the MRE project cycle

6.1. Data collection and needs assessment

The purpose of collecting data and conducting a needs assessment is to identify, analyse and prioritise the local mine and UXO risks, to assess the capacities and vulnerabilities of the communities, and to evaluate the options for conducting MRE. A needs assessment will provide sufficient information necessary to make informed decisions on the objectives, scope and form of the resulting MRE project.

Ideally, the needs assessment will follow on from a comprehensive Landmine Impact Survey or other such information gathering activities contributing to the GMAA process. In such circumstances there may already be a substantial amount of information collected during the survey. This may include details on the mine and UXO threat, the number and types of casualties recorded, the socio-economic impact of the mine and UXO contamination, and data on the national resources available to support MRE. It may also include an assessment of previous and on-going mine action interventions, including MRE projects. However, the information collected as part of a national level Impact Survey within the GMAA process is unlikely to contain sufficient detail to successfully plan and implement effective MRE projects at the community level. In most cases, further data collection and analysis will be required to confirm the accuracy and currency of the information collected during the Impact Survey. The additional data will add to the GMAA process and provide more detailed data on those areas of greatest need.

Many countries have not had a comprehensive Impact Survey and there may be no strategic view on the scale and distribution of the mine and UXO threat, nor of the socio-economic impact of the mine and UXO contamination. In such circumstances, the scope and form of the needs assessment should be much wider, requiring more resources and time. But the objectives and output of the needs assessment will remain the same - to provide the information necessary to make informed decisions on the objectives, scope and form of the resulting MRE projects.

Systematic data collection and analysis are key to the effective implementation of all mine action activities. Data collected for MRE needs assessment should ideally be collected and *analysed in conjunction with* other mine action implementing organisations and with the

NMAA. Data collected should be regularly updated to see whether the mine and UXO risk has changed. Guidance on conducting data collection and needs assessment for MRE is given in IMAS 08.50.

6.2. Planning

The strategic planning of MRE should be conducted as part of the overall planning process for mine action as described in clause 5. At the level of the mine-affected community, the planning of MRE should be conducted jointly, or in close conjunction with the planning of other mine action activities (in particular demining). At the community level, planning may be conducted with affected communities themselves, for example as part of a safer village plan strategy.

The purpose of the planning phase of a specific MRE project is to identify the most effective ways to address the needs. The plan should define the overall objectives, establish a plan of activities and tasks aimed at achieving these objectives, determine suitable measures of success, and establish systems for monitoring and evaluation.

The planning phase will also include preparatory activities such as identifying local capacities, mobilising resources, developing appropriate capabilities, recruiting and training suitable staff, and developing and field-testing MRE methods and tools.

The planning phase should involve all stakeholders and should consider the national mine action strategy *and* wider humanitarian and development strategies where they exist. The project, objectives, activities and responsibilities should be consistent with the needs and expectations of all those involved in the MRE project.

Planning should not be a one off activity but an on-going process repeated on a regular basis. Guidance on conducting planning for MRE organisations is given in IMAS 12.10.

6.3. Implementation

The success of an MRE project depends on the proper application of the MRE tools and methods as planned, the ability to refine and adjust the tools and methods in response to changing needs, and the timely reporting of progress and lessons learned.

For MRE projects of limited scope and duration, the implementation phase may be relatively short. However, for larger projects with several stages of varying duration, the implementation may be complex and difficult to manage. It may involve transferring management responsibilities from international staff to local employees, funding arrangements may change, and the operating environment may improve from one of open conflict or humanitarian emergency to a more stable one focusing on development, requiring a change of the MRE tools and methods used to communicate with at-risk populations.

MRE projects may be broadly categorised into three separate but mutually reinforcing activities: public information dissemination, education and training, and community mine action liaison. The nature of these activities is quite different and guidance for their implementation is given in IMAS 12.20.

6.4. Monitoring

Monitoring is an essential part of the MRE project cycle. Together with accreditation and evaluation, it provides stakeholders with the necessary confidence that MRE projects are achieving the agreed goals and objectives in an appropriate, timely and affordable manner. Monitoring is an on-going process, conducted throughout implementation to provide feedback and information on the application, suitability and effectiveness of MRE tools and methods.

Monitoring will normally involve an assessment of the MRE organisation's capabilities (people,

procedures, tools and methods) and how these capabilities are being applied. External monitoring should be used to complement the MRE organisation's own internal Quality Management (QM) system. External monitoring should verify the MRE organisation's Quality Assurance (QA) procedures and internal Quality Control (QC) inspections - but it should never replace the organisation's responsibility for ensuring the proper application, suitability and effectiveness of its chosen MRE tools and methods.

Monitoring should not be limited to measuring and reporting on the achievement of set objectives, but should trigger the evaluation and revision process to reflect changing MRE needs and/or local circumstances.

Guidance on the external and internal monitoring of MRE programmes and projects is given in IMAS 07.41.

6.5. Evaluation

Evaluation is '…. a process that tries to determine as systematically and objectively as possible the worth or significance of an intervention or policy. The appraisal of worth or significance is guided by reference to defined (and agreed) criteria such as relevance, efficiency, effectiveness, impact and sustainability of activities in light of the specified objectives. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process of project partners and donors.'[8]

For MRE, evaluation aims to measure the acquisition of knowledge, attitudes and practices among the target communities, assess the impact and use of specific tools and methods, and make recommendations for changes to these tools and methods. In practice, the evaluation of MRE is usually difficult to achieve as it may not be possible to identify the connections between *the cause* (i.e. the MRE intervention), and *the effect* (i.e. behavioural change).

Evaluation is usually conducted upon completion of a project but may also be conducted at specific intervals throughout the life of the project to assess its actual impact and justify its continuation.

Guidance on the evaluation of MRE programmes and projects is given in IMAS 14.20.

7. Accreditation of MRE organisations and operations

Organisational accreditation is the procedure by which a MRE organisation is formally recognised as competent and able to plan and manage MRE activities safely, effectively and efficiently. For most mine action programmes, the NMAA will be the body which provides accreditation. International organisations such as the United Nations or regional bodies may also introduce accreditation schemes. Accreditation will be given to the in-country headquarters of an organisation for a finite duration, normally for a period of two to three years.

Operational accreditation is the procedure by which a MRE organisation is formally recognised as competent and able to carry out specific MRE activities. The organisation will receive accreditation for each operational capability required to carry out a particular activity such as community mine action liaison or public information dissemination. The awarding of an operational accreditation assumes that the capability will not change beyond the original scope or intention for which it was accredited.

Guidance on the accreditation of MRE organisations and operations is given in IMAS 07.31.

8. The UNICEF Programme Policy and Procedures Manual (2001).

8. Guiding principles

8.1. Guiding principles of IMAS

The preparation and application of IMAS are shaped by five guiding principles: first, the right of national governments to apply national standards to national programmes; second, standards should protect those most at risk; third, emphasis on building a national capacity to develop, maintain and apply appropriate standards for mine action; fourth, to maintain consistency with other international norms and standards; and fifth, compliance with international conventions and treaties, including the Convention on the Rights of the Child (1989) and the Convention on the Elimination of all Forms of Discrimination against Women (1979). These guiding principles are described in detail in IMAS 01.10.

8.2. Guiding principles for MRE

MRE policy, programmes and projects are shaped by many factors and issues at the international, national and local levels. A UNICEF project has defined each of these factors and issues in some detail and promoted their application as guiding principles across all stages of the MRE project cycle.

For ease of reference, these guiding issues and principles can be grouped into eight generic requirements: stakeholder involvement, coordination requirements, integration, community participation and empowerment, information management and exchange, community targeting, educational tools and methods, and the provision of appropriate and effective training to those responsible for implementing MRE projects. These principles are considered in each of the MRE IMAS, and in some cases provide a framework for the layout of the guidance given in the document. They are explained in more detail below.

8.2.1. Stakeholder involvement

Mine affected communities are the primary stakeholders in mine action, and shall be acknowledged as such. Other stakeholders are mine action organisations, governments and public institutions, aid agencies, and community groups. Stakeholder participation is necessary at each stage of the project cycle, to ensure that:

a) The needs of mine-affected communities and groups are addressed.

b) National and local economic and development priorities are taken into account.

c) Mine action supports and enables humanitarian and development activities.

8.2.2. Coordination

MRE should be well coordinated, both between and within projects. Effective coordination will enable consistency of pedagogical content, optimise the use of resources, and minimise any duplication of effort.

8.2.3. Integration

MRE activities should be fully integrated with the other mine action, humanitarian and development activities to achieve a synergistic effect.

8.2.4. Community participation and empowerment

The primary stakeholders in MRE are the members of the affected communities and the concept of empowering communities through participation should shape MRE projects throughout the project cycle.

8.2.5. Information management

The effective management of MRE projects requires accurate, appropriate and timely

information. There are many sources of information at local, national and international level and the resulting collated information is needed by a wide range of individuals involved in the planning, implementation, monitoring and evaluation of MRE projects.

NMAA and MRE organisations should establish and maintain effective management information systems. The UN's system for the management of mine action information, the Information Management System for Mine Action (IMSMA) has been developed to provide the facility to collect, collate and distribute relevant information at field and headquarters levels in a timely manner. IMSMA is available to all mine action programmes.

Guidance on information needs, information management and the application of information systems to mine action programmes, including MRE projects, is given in IMAS 05.10.

8.2.6. Appropriate targeting

Mine action programmes should be context specific and respect the different needs and priorities and the different local cultural values and norms of the affected communities.

8.2.7. Education

The development of appropriate and effective educational methodologies with appropriate content is an essential part of any MRE project throughout its cycle.

8.2.8. Training

A major management responsibility of the MRE organisation during the planning and preparation phase is the recruiting and training of staff. This responsibility continues throughout the implementation phase, in particular if responsibilities are transferred from international to national staff.

9. Areas of responsibility

9.1. United Nations

The United Nations has a general responsibility for enabling and encouraging the effective management of mine action programmes by continuously refining IMAS to reflect developing mine action norms and practices, and incorporating changes to international regulations, requirements and treaties, including the Convention on the Rights of the Child (1989) and the Convention on the Elimination of all Forms of Discrimination against Women (1979). UNMAS is the office within the United Nations Secretariat responsible to the international community for the development and maintenance of IMAS. UNICEF is the focal point for MRE within the UN System, and has responsibility for the development, review and amendment of the MRE component of IMAS.

In certain situations and at certain times it may be necessary and appropriate for the UN, or some other recognised international body, to assume some or all of the responsibilities, and fulfil some or all the functions, of a NMAA.

The UN applies IMAS to its mine action programmes, activities and contracts. In circumstances where one or more IMAS is considered not appropriate, the UN provides alternative specifications, requirements and guidance.

The UN should ensure that MRE needs of mine affected communities are addressed and that appropriate MRE is provided in all new and existing mine action programmes.[9]

The UN should ensure provision of landmine safety training to personnel working in UN missions or on UN deployments to mine affected countries.

9. Goal 1.1 of the UNICEF Mine Action Strategy 2002/2005, p 9.

9.2. Regional organisations

In certain areas of the world, regional organisations have been given a mandate by their member states to coordinate and support mine action programmes within a state's national boundaries. A particular example of this is the OAS mine action programme in Central and South America.

In these circumstances the regional organisation may often assume many of the responsibilities and roles of the NMAA, and may also act as a conduit for donor resources. The responsibilities and roles of regional organizations for mine action will vary from state to state and will be subject to a specific Memorandum of Understanding (MOU), or similar agreement.

9.3. National Mine Action Authority (NMAA)

The NMAA, or the organisation acting on its behalf, is responsible for ensuring the conditions which enable the effective management of national mine action. The NMAA is ultimately responsible for developing and managing the mine action programme, including MRE projects, within its national boundaries and ensuring that it responds to the needs and priorities of the affected communities.

The NMAA is responsible for establishing and maintaining national standards, regulations and procedures for the management of MRE. These national standards, regulations and procedures should be consistent with IMAS, and other relevant national and international standards, regulations and requirements.

9.4. Donors

Donor agencies are part of the management process, and as such have a responsibility for ensuring that the projects they fund are managed effectively, and in accordance with national and/or international standards. This involves attention to the writing of contract documents, and ensuring that MRE organisations chosen to carry out such contracts are competent, and likely to meet the national accreditation criteria. Donors, or their agents, are also partly responsible for ensuring that the standards and guidelines for QM are applied, including monitoring and evaluation of the project. This responsibility and accountability is even greater when the NMAA is in the process of formation and has not had the opportunity to gain experience in these areas.

9.5. Mine action organisations

Ultimately it is the organisation that implements MRE, which is required to establish an appropriate and effective management system, demonstrate it to the NMAA, and apply it throughout the MRE project. Where the NMAA is in the process of formation, such organisations are well placed to assist the formation process, by giving advice and assistance, including the development of national standards.

All MRE organisations should apply IMAS and adapt their SOPs to conform with national legislation and standards.

Annex A
(Normative)
References

The following normative documents contain provisions, which, through reference in this text, constitute provisions of this part of the standard. For dated references, subsequent amendments to, or revisions of, any of these publications do not apply. However, parties to agreements based on this part of the standard are encouraged to investigate the possibility of applying the most recent editions of the normative documents indicated below. For undated references, the latest edition of the normative document referred to applies. Members of ISO and IEC maintain registers of currently valid ISO or EN:

a) IMAS 01.10 Guide for the application of IMAS;
b) IMAS 04.10 Glossary of mine action terms, definitions and abbreviations;
c) IMAS 07.31 Accreditation of mine risk education organisations and operations;
d) IMAS 07.41 Monitoring of mine risk education programmes and projects;
e) IMAS 08.10 General mine action assessment;
f) IMAS 08.50 Data collection and needs assessment for mine risk education;
g) IMAS 10.10 Safety and occupational health - General requirements;
h) IMAS 12.10 Planning for mine risk education programmes and projects;
i) IMAS 12.20 Implementation of mine risk education programmes and projects; and
j) IMAS 14.20 Evaluation of mine risk education programmes and projects.

The latest version/edition of these references should be used. GICHD hold copies of all references used in this standard. A register of the latest version/edition of the IMAS standards, guides and references is maintained by GICHD, and can be read on the IMAS website (www.mineactionstandards.org). National employers, mine action authorities, and other interested bodies and organisations should obtain copies before commencing mine action programmes.

Annex B
(Informative)
Terms, definitions and abbreviations

B.1.
community liaison

community mine action liaison
liaison with mine/UXO affected communities to exchange information on the presence and impact of mines and UXO, create a reporting link with the mine action programme and develop risk reduction strategies. Community mine action liaison aims to ensure community needs and priorities are central to the planning, implementation and monitoring of mine action operations.

Note: Community liaison is based on an exchange of information and involves communities in the decision making process, (before, during and after demining), in order to establish priorities for mine action. In this way mine action programmes aim to be inclusive, community focused and ensure the maximum involvement of all sections of the community. This involvement includes joint planning, implementation, monitoring and evaluation of projects.

Note: Community liaison also works with communities to develop specific interim safety strategies promoting individual and community behavioural change. This is designed to reduce the impact of mines/UXO on individuals and communities until such time as the threat is removed.

B.2.
demining
humanitarian demining
activities which lead to the removal of mine and UXO hazards, including technical survey, mapping, clearance, marking, post-clearance documentation, community mine action liaison and the handover of cleared land. Demining may be carried out by different types of organizations, such as NGOs, commercial companies, national mine action teams or military units. Demining may be emergency-based or developmental.

Note: in IMAS standards and guides, mine and UXO clearance is considered to be just one part of the demining process.

Note: in IMAS standards and guides, demining is considered to be one component of mine action.

Note: in IMAS standards and guides, the terms demining and humanitarian demining are interchangeable.

B.3.
education
the imparting and acquiring over time of knowledge (awareness or possession of facts, ideas, truths or principles), attitude and practices through teaching and learning. [Oxford Concise English Dictionary]

B.4.
evaluation
a process that attempts to determine as systematically and objectively as possible the merit or value of an intervention.

Note: The word ‘objectively’ indicates the need to achieve a balanced analysis, recognising bias and reconciling perspectives of different stakeholders (all those interested in, and

affected by programmes, including beneficiaries as primary stakeholders) through use of different sources and methods.

Note: Evaluation is considered to be a strategic exercise.

Note: Definition when used in relation to programmes. (*UNICEF Policy and Programming Manual*)

the analysis of a result or a series of results to establish the quantitative and qualitative effectiveness and worth of software, a component, equipment or system, within the environment in which it will operate.

Note: Definition when used in context of equipment test and evaluation.

B.5.
General Mine Action Assessment (GMAA)
the continuous process by which a comprehensive inventory can be obtained of all reported and/or suspected locations of mine or UXO contamination, the quantities and types of explosive hazards, and information on local soil characteristics, vegetation and climate; and assessment of the scale and impact of the landmine problem on the individual, community and country.

Note: These elements of the GMAA can be conducted concurrently or separately.

B.6.
guide
an IMAS guide provides general rules, principles, advice and information.

B.7.
harm
physical injury or damage to the health of people, or damage to property or the environment. [ISO Guide 51:1999(E)]

B.8.
IMSMA
the Information Management System for Mine Action (IMSMA).

Note: This is the United Nation's preferred information system for the management of critical data in UN-supported field programmes. The Field Module (FM) provides for data collection, information analysis and project management. It is used by the staffs of MACs at national and regional level, and by the implementers of mine action projects - such as demining organisations.

B.9.
International Mine Action Standards (IMAS)
documents developed by the UN on behalf of the international community, which aim to improve safety and efficiency in mine action by providing guidance, by establishing principles and, in some cases, by defining international requirements and specifications.

Note: IMAS provide a frame of reference which encourages, and in some cases requires, the sponsors and managers of mine action programmes and projects to achieve and demonstrate agreed levels of effectiveness and safety.

Note: They provide a common language, and recommend the formats and rules for handling data which enable the free exchange of important information; this information exchange benefits other programmes and projects, and assists the mobilisation, prioritisation and management of resources.

B.10.
Landmine Impact Survey (LIS)
impact survey
an assessment of the socio-economic impact caused by the actual or perceived presence of mines and UXO, in order to assist the planning and prioritisation of mine action programmes and projects.

B.11.
mine
munition designed to be placed under, on or near the ground or other surface area and to be exploded by the presence, proximity or contact of a person or a vehicle. [MBT]

B.12.
mine accident
an accident away from the demining workplace involving a mine or UXO hazard (c.f. demining accident).

B.13.
mine action
activities which aim to reduce the social, economic and environmental impact of mines and UXO.

Note: Mine action is not just about demining; it is also about people and societies, and how they are affected by landmine contamination. The objective of mine action is to reduce the risk from landmines to a level where people can live safely; in which economic, social and health development can occur free from the constraints imposed by landmine contamination, and in which the victims' needs can be addressed. Mine action comprises five complementary groups of activities:
a) MRE;
b) humanitarian demining, i.e. mine and UXO survey, mapping, marking and clearance;
c) victim assistance, including rehabilitation and reintegration;
d) stockpile destruction; and
e) advocacy against the use of APM.

Note: A number of other enabling activities are required to support these five components of mine action, including: assessment and planning, the mobilisation and prioritisation of resources, information management, human skills development and management training, QM and the application of effective, appropriate and safe equipment.

B.14.
mine awareness
see Mine Risk Education (MRE).

B.15.
mine risk
the probability and severity of physical injury to people, property or the environment caused by the unintentional detonation of a mine or UXO. [Adapted from ISO Guide 51:1999(E)]

B.16.
Mine Risk Education (MRE)
activities which seek to reduce the risk of injury from mines/UXO by raising awareness and promoting behavioural change including public information dissemination, education and training, and community mine action liaison.

B.17.
mine risk reduction
those actions which lessen the probability and/or severity of physical injury to people, property or the environment. [Adapted from ISO Guide 51:1999(E)] Mine risk reduction can be achieved by physical measures such as clearance, fencing or marking, or through behavioural changes brought about by MRE.

B.18.
monitoring
in the context of mine action, the term refers to ….. the authorised observation, inspection

or assessment by qualified personnel of worksites, facilities, equipment, activities, processes, procedures and documentation without taking responsibility for what is being monitored. Monitoring is usually carried out to check conformity with undertakings, procedures or standard practice and often includes recording and reporting elements.

*in the context of **MRE**, the term refers to* …the process of measuring or tracking what is happening. This includes:

a) measuring progress in relation to an implementation plan for an intervention – programmes/projects/activities, strategies, policies and specific objectives.

b) measuring change in a condition or set of conditions or lack thereof (e.g., changes in the situation of children and women or changes in the broader country context).

c) definition from UNICEF Policy and Programming Manual.

B.19.
MRE organisation
any organisation, including governmental, non-governmental, civil society organisations (e.g. women's union, youth union, red cross and red crescent societies), commercial entities and military personnel (including peace-keeping forces), which is responsible for implementing MRE projects or tasks. The MRE organisation may be a prime contractor, subcontractor, consultant or agent. The term 'MRE sub-unit' refers to an element of an organisation, however named, that is accredited to conduct one or more prescribed MRE activities such as a public information project, a schools based education project or a community mine action liaison project evaluation.

B.20.
National Mine Action Authority (NMAA)
the government department(s), organisation(s) or institution(s) in each mine-affected country charged with the regulation, management and coordination of mine action.

Note: In most cases the national MAC or its equivalent will act as, or on behalf of, the 'NMAA'.
Note: In certain situations and at certain times it may be necessary and appropriate for the UN, or some other recognised international body, to assume some or all of the responsibilities, and fulfil some or all of the functions, of a NMAA.

B.21.
public information dissemination
information concerning the mine and UXO situation, used to inform or update populations. Such information may focus on particular issues, such as complying with the mine ban legislation, or may be used to raise public support for the mine action programme. Such projects usually include risk reduction messages, but may also be used to reflect national mine action policy.

B.22.
risk
combination of the probability of occurrence of harm and the severity of that harm. [ISO Guide 51:1999(E)]

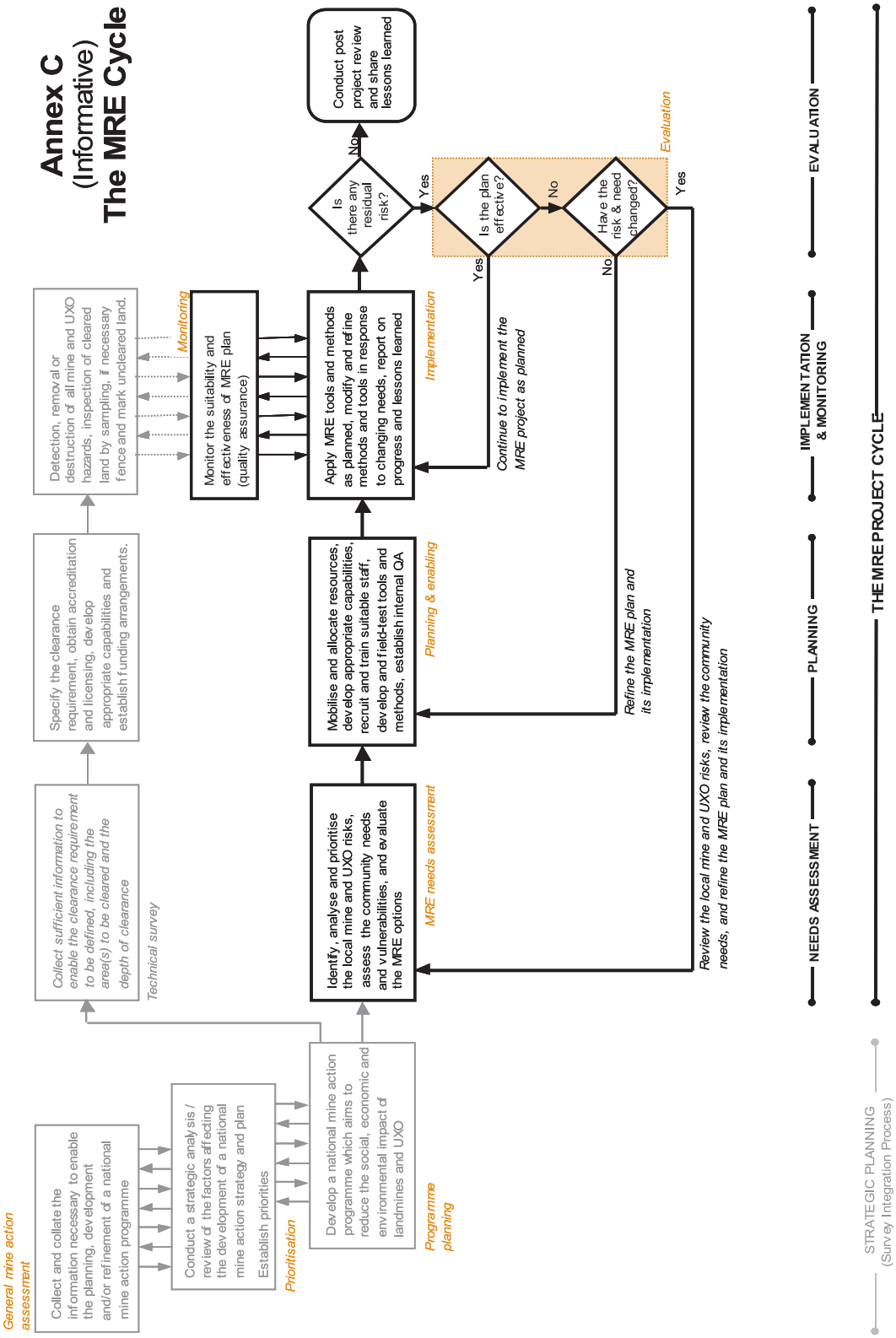
B.23.
Unexploded Ordnance (UXO)
explosive ordnance that has been primed, fuzed, armed or otherwise prepared for use or used. It may have been fired, dropped, launched or projected yet remains unexploded either through malfunction or design or for any other reason.

B.24.
United Nations Mine Action Service (UNMAS)
The focal point within the UN system for all mine-related activities.

Note: UNMAS is the office within the UN Secretariat responsible to the international community for the development and maintenance of IMAS.

Note: UNICEF is the focal point for MRE, within the guidelines of UNMAS overall coordination.

Annex C
(Informative)
The MRE cycle



Amendment record

Management of IMAS amendments

The IMAS series of standards are subject to formal review on a three-yearly basis, however this does not preclude amendments being made within these three-year periods for reasons of operational safety and efficiency or for editorial purposes.

As amendments are made to this IMAS they will be given a number, and the date and general details of the amendment shown in the table below. The amendment will also be shown on the cover page of the IMAS by the inclusion under the edition date of the phrase *'incorporating amendment number(s) 1 etc.'*

As the formal reviews of each IMAS are completed new editions may be issued. Amendments up to the date of the new edition will be incorporated into the new edition and the amendment record table cleared. Recording of amendments will then start again until a further review is carried out.

The most recently amended IMAS will be the versions that are posted on the IMAS website at *www.mineactionstandards.org.*

Number	Date	Amendment Details
1	1 Dec 2004	1. Formatting changes. 2. Minor text editing changes. 3. Changes to terms, definitions and abbreviations where necessary to ensure that this IMAS is consistent with IMAS 04.10. 4. Substantive changes: a) Clause 5.1, complete revision.
2	23 Jul 2005	1. The term 'abandoned EO' changed to 'Abandoned Explosive Ordnance (AXO)' a number of times throughout the IMAS. 2. Annex B, change to the definition of 'Mine Risk Education (MRE)' to be consistent with IMAS 04.10.

07.31: Accreditation of mine risk education organisations and operations

First Edition
23 December 2003
Incorporating amendment number(s) 1 & 2

Foreword

International standards for humanitarian mine clearance programmes were first proposed by working groups at an international technical conference in Denmark, in July 1996. Criteria were prescribed for all aspects of mine clearance, standards were recommended and a new universal definition of 'clearance' was agreed. In late 1996, the principles proposed in Denmark were developed by a UN-led working group and the International Standards for Humanitarian Mine Clearance Operations were developed. A first edition was issued by the UN Mine Action Service (UNMAS) in March 1997.

The scope of these original standards has since been expanded to include the other components of mine action and to reflect changes to operational procedures, practices and norms. The standards were re-developed and renamed as International Mine Action Standards (IMAS).

The United Nations has a general responsibility for enabling and encouraging the effective management of mine action programmes, including the development and maintenance of standards. UNMAS, therefore, is the office within the United Nations responsible for the development and maintenance of IMAS. IMAS are produced with the assistance of the Geneva International Centre for Humanitarian Demining.

The work of preparing, reviewing and revising IMAS is conducted by technical committees, with the support of international, governmental and non-governmental organisations. The latest version of each standard, together with information on the work of the technical committees, can be found at http://www.mineactionstandards.org/. Individual IMAS are reviewed at least every three years to reflect developing mine action norms and practices and to incorporate changes to international regulations and requirements.

Introduction

Most National Mine Action Authorities (NMAA) already apply some form of accreditation procedures. The form and extent of such accreditation varies from country to country, but the aim is similar - to establish and confirm the quality of mine action organisations. The aim of this standard is to apply a similar accreditation requirement to the Mine Risk Education (MRE) component of mine action. This applies whether the organisation is conducting MRE within an integrated mine action programme or as a stand-alone activity. The goal is to promote a common and consistent approach that will encourage MRE organisations to develop and demonstrate a broadly similar quality of management practices and operational capabilities, regardless of their size or experience.

There are obvious operational, logistic and administrative advantages in combining the national accreditation and monitoring bodies into one overall 'quality assurance and control' body. This should be considered by the NMAA.

Accreditation of mine risk education organisations and operations

1. Scope

This standard provides specifications and guidelines for the implementation of a system for the accreditation of Mine Risk Education (MRE) organisations and their operations.

2. References

A list of normative references is given in Annex A. Normative references are important documents to which reference is made in this standard and which form part of the provisions of this standard.

3. Terms, definitions and abbreviations

In IMAS, the words 'shall', 'should' and 'may' are used to convey the intended degree of compliance. This use is consistent with the language used in ISO standards and guides:

a) 'shall' is used to indicate requirements, methods or specifications that are to be applied in order to conform to the standard.

b) 'should' is used to indicate the preferred requirements, methods or specifications.

c) 'may' is used to indicate a possible method or course of action.

The term 'Mine Risk Education' (MRE) refers to activities which seek to reduce the risk of injury from mines/UXO by raising awareness and promoting behavioural change; including public information dissemination, education and training, and community mine action liaison.

The term 'National Mine Action Authority (NMAA)' refers to the government department(s), organisation(s) or institution(s) in each mine-affected country charged with the regulation, management and co-ordination of mine action. In most cases the national Mine Action Centre (MAC) or its equivalent will act as, or on behalf of, the 'NMAA'. In certain situations and at certain times it may be necessary and appropriate for the UN, or some other recognised international body, to assume some or all of the responsibilities, and fulfil some or all of the functions, of a NMAA.

The term 'MRE organisation' refers to any organisation, including governmental, non-governmental, civil society organisations (e.g. women's union, youth union, red cross and red crescent societies), commercial entities and military personnel (including peace-keeping forces), which is responsible for implementing MRE projects or tasks. The MRE organisation may be a prime contractor, subcontractor, consultant or agent. The term 'MRE sub-unit' refers to an element of an organisation, however named, that is accredited to conduct one or more prescribed MRE activities such as a public information project, a schools based education project or a community mine action liaison project evaluation.

The term 'project' refers to an activity, or series of connected activities, with an agreed objective. A project will normally have a finite duration and a plan of work. The resources needed to successfully accomplish the objective will normally be defined and agreed before the start of the project.[1]

The term 'programme' implies the medium to long-term activities of an organisation in the fulfilment of its vision and strategic objective. A mine action programme consists of a series

1. In mine action, the method of defining the objective, the means of achieving the objective and the resources needed are usually referred to as a 'project proposal' or 'project document'.

of related mine action projects. Similarly, an MRE programme consists of a series of related MRE projects.

A list of terms, definitions and abbreviations used in this Guide is given in Annex B. A complete glossary of all the terms, definitions and abbreviations used in the IMAS series of standards is given in IMAS 04.10.

4. Accreditation

This standard makes a distinction between organisational accreditation and operational accreditation.

Organisational accreditation is the procedure by which an MRE organisation is formally recognised as competent and able to plan and manage MRE activities safely, effectively and efficiently. For most mine action programmes, the NMAA will be the body which provides accreditation. International organisations such as the United Nations or regional bodies may also introduce accreditation schemes. Accreditation will be given to the in-country headquarters of an organisation for a finite duration, normally for a period of two to three years or as long as they remain operational or active.

Operational accreditation is the procedure by which an MRE organisation is formally recognised as competent and able to carry out particular MRE activities; this may sometimes be referred to as certification in order to distinguish between an organisation's accreditation to work in a country and its accreditation for certain distinct tasks. Each operational accreditation shall refer to the capabilities required to carry out a particular MRE function (or component) such as community liaison, public information dissemination, or education and training activities. The granting of such operational accreditation assumes that the capability will not change beyond the scope or intention of the original accreditation.

In most situations it will be appropriate to award accreditation in two stages. The first stage involves a provisional desk assessment by the NMAA or its agent based on documentary evidence presented by the MRE organisation, such as curricula, organisational charts, management and training qualifications and proven experience. The second stage involves an on-site assessment to confirm that, curricula, materials and procedures are being used as intended, and that MRE activities are being conducted in a safe, effective and efficient manner.

5. General Requirements

5.1. Basic considerations

The basic considerations for obtaining and retaining MRE accreditation are that:

a) the applicant shall be competent to apply the general provisions of IMAS and/or relevant national standards and the specific provisions of the NMAA, including financial and insurance requirements;

b) organisational accreditation will only be granted to a MRE organisation so long as it remains in conformity with IMAS and/or national standards and regulations; and

c) operational accreditation will only be granted to an accredited organisation and its MRE sub-units, however named, which are within the scope of the operational accreditation agreement and are in conformity with IMAS and/or national standards and regulations.

Accreditation may in practice be incorporated in the tendering process for mine action contracts, especially where a two stage contractual process is being used, when

organisational accreditation will become a major component of the pre-selection process.

5.2. The accreditation process

A summary of the accreditation process is shown in outline in Annex C, and is described in detail below.

5.2.1. Application for accreditation

The MRE organisation should submit an initial application in accordance with instructions issued by the NMAA or its agents.

5.2.2. Desk (provisional) assessment of the application

On receipt of the application and accompanying documentation from the MRE organisation, the NMAA shall confirm receipt of the application, and if necessary shall request the applicant to provide further information.

For organisational accreditation, the desk (provisional) assessment shall be carried out by the NMAA or its agents. This assessment should consider the applicant's:

a) organisational structure and proposed representation in country, including arrangements to use sub-contractors and joint ventures. Recognition should be given to other existing accreditations held by the organisation.

b) formal qualifications and practical experience of its management team gained on previous mine action programmes. Recognition should be given to the membership of relevant, recognised professional institutes or bodies.

c) financial situation;

d) freedom from any outstanding or pending legal actions, or any pending disputes with the contracting authority;

e) planning and project management capabilities;

f) logistic planning procedures, including equipment procurement, evaluation, maintenance and repair;

g) financial planning and control procedures;

h) information management systems and mapping;

i) management training schemes and employee skills development programmes;

j) safety and occupational health (S&OH) policy;

k) insurance cover, both staff medical insurance and third party liability;

l) Quality Management (QM) systems; and

m) participation in other accreditation schemes which demonstrate the effectiveness of its quality management system.

For operational accreditation, the desk (provisional) assessment should consider:

a) the sub-unit(s)'s organisational structure;

b) human skills (formal qualifications and experience of its operational and support staff);

c) operational procedures and guidelines (which will be referred to as SOPs). The nature of MRE organisations is such that it may be necessary or more appropriate to review project plans rather than SOPs. In such cases, the project review should assess whether:

(1) the project reflects a consideration of all phases of the project cycle.

(2) the project is based on an adequate needs assessment.

(3) there is a consideration of stakeholders at the national, organisational and community level.

(4) the project is context specific and supported by an adequate information

management system.

(5) the project has a clearly identified mission, objectives, activities and indicators.

(6) the educational component of the project adequately reflects consideration of organisational safety, safety messages and training, where applicable.

(7) the educational methodology and materials are appropriate.

(8) The norms identified in IMAS key principles are represented in the context of the project.

d) worksite S&OH procedures and practices;

e) previous accreditation or certification obtained by the sub-unit which demonstrate the effectiveness of its operational capabilities; and

f) additional requirements of the NMAA (such as the use of sub-contractors and local staff).

If the NMAA is not satisfied that all the requirements for accreditation have been met, the MRE organisation should be informed as soon as possible, and reasons given for its unsuccessful application. Whenever possible, the applicant should be given the opportunity to take corrective action.

If the MRE organisation is unable to satisfy the requirements for accreditation and is unable to take corrective action within a reasonable time, then the application should be terminated and the MRE organisation should be informed.

5.2.3. On-site assessment

The purpose of the on-site assessment is to confirm that the management practices and operational procedures proposed by the MRE organisation in its application are being applied in a safe, effective and efficient manner.

a) The on-site assessment shall be carried out by the NMAA or its agents. The assessment should include:

b) visits to management and administrative offices or facilities;

c) visits to all sub-unit locations including proposed working areas;

d) observing sub-units in their final phase of training;

e) observing and recording the field testing and evaluation of materials and equipment;

f) observing and recording actual MRE activities; and

g) observing level of community involvement and mine action integration throughout the project life.

There will usually be a delay between the desk (provisional) assessment and the on-site (confirmatory) assessment. In this situation the NMAA should issue a provisional accreditation until the full accreditation process has been completed. Subject to the conditions of the provisional accreditation, it may be necessary for the MRE organisation to commence work prior to the on-site (confirmatory) assessment.

5.3. Extending or modifying an accreditation

5.3.1. Modification or changes in the management system

If during the mine action programme the management of the MRE organisation intends, or is required to make major or significant changes (for whatever reason) to its management structure which could impact on its management capability, the NMAA or its agent may require an extension or revision of the accreditation. For this reason, the accredited organisation shall inform the NMAA of any substantial intended modification to its management system, or other changes that may affect compliance with its accreditation. The NMAA shall determine whether the announced changes require any form of re-assessment, either desk or on-site.

5.3.2. Modification or changes in the operational procedures

In the same way, the accredited organisation shall inform the NMAA of any intended modification to the operational procedures of one or more of its sub-units, or of the introduction of new or modified methodologies or materials. The NMAA or its agent shall determine whether the announced changes require a desk or on-site re-assessment.

If the changes are minor and are consistent with IMAS and/or national standards, then no further action should be necessary.

If the changes are significant, then the NMAA should consider conducting an on-site assessment. If the changes are substantial and the conditions and scope of the operational accreditation are no longer valid, then the NMAA should require the MRE organisation to request new operational accreditation as defined in clause 5.2 above.

5.3.3. Changes to the Mine Risk Education (MRE) project

The accredited organisation shall inform the NMAA of any intended changes to its plan. If the same operational procedures and the same programme of activities apply then no further action should be necessary.

If the changes are significant, then the NMAA should consider conducting an on-site assessment. If the changes are substantial and the conditions and scope of the original operational accreditation are no longer valid, then the NMAA should require the mine risk education organisation to request a new accreditation as defined in clause 5.2 above.

5.4. Monitoring

The NMAA shall monitor the accredited MRE organisation and its sub-units to confirm that the management systems and operational procedures are consistent with the terms of the accreditation. Such monitoring should be random, non-intrusive and should not interfere with the conduct of the MRE activities. The frequency of monitoring should be dependent on the task and the previous performance of the MRE organisation; it should be agreed between the NMAA and the MRE organisation. Monitoring conducted by a NMAA should be more of a QA of the MRE methods and materials than of the impact and effectiveness of MRE in terms of the national mine action programme – which is addressed as part of national evaluation (see IMAS 14.20). The NMAA may appoint a body to carry out the monitoring on its behalf. Any monitoring body appointed by the NMAA shall be adequately staffed, equipped and trained to monitor the MRE organisation and its sub-units in an effective and appropriate manner. Monitoring of MRE organisations is covered in detail in IMAS 7.41.

The accredited organisation shall be informed of the results of all monitoring in a timely and appropriate manner.

5.5. Suspension and termination of accreditation agreements

5.5.1. Suspension

The NMAA may suspend an accreditation of a MRE organisation or one of its sub-units for a limited period, for example in the following cases:

a) if monitoring shows non-compliance with the requirements of the accreditation agreement which is of a nature that would not warrant cancellation of the accreditation; or

b) in the case of improper use of the accreditation agreement; or

c) in the event of failure to disclose major and significant management or operational changes.

5.5.2. Termination

The NMAA may terminate an accreditation in the following cases:

a) if the accredited organisation goes out of business; or

b) if the accredited organisation does not wish to prolong the accreditation agreement; or

c) if the requirements or provisions of standards or laws are changed and the accredited organisation cannot or will not ensure compliance with the new requirements or provisions; or

d) if monitoring reveals that non-compliance with the accreditation agreement is of a serious nature, such as repeated violations of the provisions for S&OH; or

e) if inadequate measures are taken following the suspension of an accreditation.

Serious non-compliance may include the repeated failure to apply accredited management systems or operational procedures, the refusal to allow monitoring or inspection to take place, the interference with monitoring or inspections or the inclusion of inaccurate information in training or educational materials which may place the local population at unacceptable risk. Before the termination of an accreditation agreement, the NMAA shall determine measures to be taken to correct the inaccurate and/or misleading information previously provided to the community. The responsibility for doing so will either lie with the MRE organisation or the NMAA. The responsibilities should be specified in their contract.

6. Accreditation body - general obligations

6.1. General

The NMAA shall establish an accreditation body. The accreditation body, however named, shall have the necessary documentation that describes its responsibilities, the methods to be used in the accreditation process, and the technical scope of its activities.

6.2. Independence, impartiality and integrity

The personnel of the accreditation body shall be free from any political, commercial, financial and other pressures, which might affect their judgement. Policies and procedures shall be implemented to ensure that persons or organisations external to the accreditation body cannot influence the results of inspections, evaluations or monitoring carried out by the accreditation body.

The accreditation body and its staff shall not engage in any activities that may conflict with their independence of judgement and integrity in relation to their inspection, evaluation or monitoring activities. All interested parties shall have access to the services of the accreditation body. The procedures under which the body operates shall be administered in a non-discriminatory manner.

6.3. Confidentiality

The accreditation body shall ensure confidentiality of information obtained in the course of its activities. Proprietary rights shall be protected. In practice, the proceedings of the accreditation body will not be released to anyone but the NMAA, although reasons for non-compliance with accreditation requirements may be made known to applicants.

6.4. Organisation and management

The accreditation body shall have an organisation that enables it to maintain the capability

to perform its technical functions quickly and satisfactorily. The body shall have a person designated as responsible for managing the MRE accreditation process, who is suitably qualified, and is experienced in MRE and the operation of the accreditation process and who has overall responsibility for ensuring that the accreditation activities are carried out in accordance with IMAS and other relevant standards. This 'MRE' manager should if possible be a permanent employee, but in the early stages of a mine action programme may be a suitably qualified consultant.

The accreditation body shall develop and maintain documented procedures. Where the accreditation body also supplies inspection and monitoring services, the relationship between its functions shall be clearly defined.

6.5. Management system

The accreditation body shall define and document its management system and procedures (including its internal QM systems) and shall ensure that its management policy is understood and its procedures are implemented and maintained at all levels in the organisation. Where its systems and procedures affect the conduct of the mine action programme, the working relationship between the body and the MRE organisation should be agreed, and may form part of the contractual arrangements.

The management of the accreditation body shall designate a person who, irrespective of other duties, shall have defined authority and responsibility for QA within the accreditation body. This person shall have direct access to the most senior executive of the NMAA.

6.6. Personnel

The accreditation body shall have a sufficient number of permanent personnel with the range of expertise required to carry out its normal functions.

6.7. Accreditation methods and procedures

The accreditation body shall establish and maintain procedures for desk assessments and inspections defined in the requirements of this standard and other relevant standards against which conformity shall be determined.

6.8. Records

The accreditation body shall prepare and maintain records of all assessments and inspections, and any information needed to understand and interpret them. All records shall be safely stored for a period of at least five years, held secure and in confidence to the applicant, unless otherwise required by law.

6.9. Appeals

The NMAA shall establish a fair and impartial system to enable MRE organisations to appeal against decisions of the accreditation body that it feels are unfair, or when new evidence comes to light.

The appeals system shall include the use of independent arbitration.

7. Guiding principles

All IMAS are shaped by five guiding principles, as explained in IMAS 07.11, the *Guide for the management of MRE* and in more detail in IMAS 01.10, the *Guide for the application of*

IMAS. In addition, the series of MRE standards are based on a set of requirements and principles for MRE which are considered for each phase of the project cycle and provide a framework for the layout of the standard. Each of these requirements is addressed in turn below to provide guidance for the accreditation of MRE organisations and operations.

7.1. Stakeholder involvement

When reviewing an MRE organisation's project plan with a view to awarding accreditation, the accreditation body should establish whether the project plan shows that all relevant stakeholders will be involved in each stage of the MRE project cycle.

7.2. Coordination

When reviewing an MRE organisation's project plan with a view to awarding accreditation, the accreditation body should establish whether the project plan states how the MRE organisation intends to co-ordinate its MRE activities with the relevant national and local government authorities, as well as with other mine action, humanitarian and development organisations.

7.3. Integration

When reviewing an MRE organisation's project plan with a view to awarding accreditation, the accreditation body should establish whether the project plan states how the MRE organisation intends to integrate its activities within the wider national mine action programme, where one exists or with other planned and on-going mine action, humanitarian or development activities.

7.4. Community participation and empowerment

MRE organisations seeking accreditation should ensure a level of involvement in the MRE project by members of the affected communities. Plans should include strategies to develop the participation of affected communities in the prioritisation and planning process of all mine action activities.

7.5. Information management and exchange

A key element of any project is the management of information. MRE organisations seeking accreditation should have an information management system in place and demonstrate the capacity to develop and manage information.

MRE organisations should demonstrate their use of reliable secondary sources where possible to avoid duplication and excess data collection burden on affected communities.

7.6. Appropriate targeting

MRE organisations seeking accreditation should demonstrate that their project(s) will effectively address the needs of vulnerable groups and show clear objectives related to specific target groups.

7.7. Education

The accreditation process should ensure that all safe behaviour messages that are incorporated in MRE projects are appropriate, accurate and do not encourage unsafe behaviour.

An organisation seeking accreditation shall demonstrate the capacity to use educational tools and methodologies that meet certain basic standards regarding learning materials, learning methods etc. that are appropriate for the MRE activity planned, e.g. public information dissemination or schools based training. The requirement for a refreshment of educational skills should be assessed on a regular basis.

7.8. Training

MRE organisations seeking accreditation shall include a training plan for their staff and partner organisations. This should include training in S&OH, and landmine safety[2].

8. Areas of responsibility

8.1. United Nations

The United Nations, may in certain situations and at certain times assume some or all of the responsibilities, and fulfil some or all of the functions, of a NMAA, including the responsibility for accreditation. In such cases the UN should provide appropriate technical support including suitably qualified personnel, experienced in MRE.

8.2. National Mine Action Authority (NMAA)

The NMAA, or an organisation acting on its behalf shall:

a) establish a system for the accreditation of MRE organisations and operations;

b) specify the national standards and provide guidelines for the accreditation of MRE organisations and operations;

c) monitor the work of the accreditation body, ensure that the system is being applied in a fair and equitable manner, and that accreditation does not interrupt or delay MRE operations; and

d) ensure appropriate follow-up action is taken on the accreditation body's recommendations.

The NMAA, or an organisation acting on its behalf, should:

a) accredit and appoint an accreditation body; and

b) conduct periodic external QA audits on the accreditation body.

8.3. Accreditation body

The accreditation body shall:

a) gain (from the NMAA) accreditation to operate as an accreditation body;

b) accredit MRE organisations and their sub-units;

c) assess applications in a timely manner, ensuring that delays do not impact unnecessarily on the operational effectiveness of the applicants. It may be appropriate to consider granting provisional accreditation if delay cannot be avoided; and

d) accredit and make available documentation about site visits and inspections as required by the NMAA.

2. Landmine Safety Handbook, UNMAS.

8.4. MRE organisation

The organisation undertaking MRE shall:

a) apply appropriate management practices and operational procedures to facilitate MRE;

b) maintain and make available all necessary documentation, curricula, reports, records and other data on MRE activities to the accreditation body; and

c) provide the accreditation body with access to all sites, buildings, activities and other facilities, which need to be visited as part of the monitoring requirement.

In the absence of a NMAA or authorities, the MRE organisation should assume additional responsibilities. These include, but are not restricted to:

a) agree with the donor a system of accrediting the MRE organisations and operations in accordance with IMAS; and

b) assist the host nation, during the establishment of a NMAA, in framing national standards for accreditation.

8.5. Donors

When the contract or other formal agreement has been prepared by a donor organisation, it shall be responsible for including the national accreditation requirements. If a NMAA does not exist, then the donor should include accreditation requirements established by the UN or some other appropriate international body. In such cases the accreditation requirements should be based on this IMAS.

Donors should:

a) validate the need for standards by including them in project specifications. This is particularly important in an emergency situation of direct allocation of funds to agencies from donors. In such a situation the donor should ensure the minimum accreditation standards are identified in the project proposal;

b) consider accreditation before release of projects funds; and

c) assist in the process of accreditation where possible.

Annex A
(Normative)
References

The following normative documents contain provisions, which, through reference in this text, constitute provisions of this part of the standard. For dated references, subsequent amendments to, or revisions of, any of these publications do not apply. However, parties to agreements based on this part of the standard are encouraged to investigate the possibility of applying the most recent editions of the normative documents indicated below. For undated references, the latest edition of the normative document referred to applies. Members of ISO and IEC maintain registers of currently valid ISO or EN:

a) IMAS 01.10 Guide for the application of IMAS;
b) IMAS 04.10 Glossary of mine action terms, definitions and abbreviations;
c) IMAS 07.11 Guide for the management of mine risk education;
d) IMAS 07.42 Monitoring of MRE programmes and projects;
e) IMAS 08.10 General mine action assessment;
f) IMAS 08.50 Data collection and needs assessment for mine risk education;
g) IMAS 10.10 Safety and occupational health - General requirements;
h) IMAS 12.10 Planning for mine risk education programmes and projects;
i) IMAS 12.20 Implementation of mine risk education programmes and projects; and
j) IMAS 14.20 Evaluation of mine risk education programmes and projects.

The latest version/edition of these references should be used. GICHD hold copies of all references used in this standard. A register of the latest version/edition of the IMAS standards, guides and references is maintained by GICHD, and can be read on the IMAS website (*www.mineactionstandards.org*). National employers, mine action authorities, and other interested bodies and organisations should obtain copies before commencing mine action programmes.

Annex B
(Informative)
Terms, definitions and abbreviations

B.1

audit
a timely process or system inspection to ensure that specifications conform to documented quality standards. An audit highlights discrepancies between the documented standards and the standards followed and might also show how well or how badly the documented standards support the processes currently followed.

B.2
community liaison
community mine action liaison
liaison with mine/UXO affected communities to exchange information on the presence and impact of mines and UXO, create a reporting link with the mine action programme and develop risk reduction strategies. Community liaison aims to ensure community needs and priorities are central to the planning, implementation and monitoring of mine action operations.

Note: Community liaison is based on an exchange of information and involves communities in the decision making process, (before, during and after demining), in order to establish priorities for mine action. In this way mine action programmes aim to be inclusive, community focused and ensure the maximum involvement of all sections of the community. This involvement includes joint planning, implementation, monitoring and evaluation of projects.

Note: Community liaison also works with communities to develop specific interim safety strategies promoting individual and community behavioural change. This is designed to reduce the impact of mines/UXO on individuals and communities until such time as the threat is removed.

B.3
demining
humanitarian demining
activities which lead to the removal of mine and UXO hazards, including technical survey, mapping, clearance, marking, post-clearance documentation, community mine action liaison and the handover of cleared land. Demining may be carried out by different types of organizations, such as NGOs, commercial companies, national mine action teams or military units. Demining may be emergency-based or developmental.

Note: in IMAS standards and guides, mine and UXO clearance is considered to be just one part of the demining process.

Note: in IMAS standards and guides, demining is considered to be one component of mine action.

Note: in IMAS standards and guides, the terms demining and humanitarian demining are interchangeable.

B.4
International Mine Action Standards (IMAS)
documents developed by the UN on behalf of the international community, which aim to improve safety and efficiency in mine action by providing guidance, by establishing principles and, in some cases, by defining international requirements and specifications.

Note: IMAS provide a frame of reference which encourages, and in some cases requires, the sponsors and managers of mine action programmes and projects to achieve and demonstrate agreed levels of effectiveness and safety.

Note: They provide a common language, and recommend the formats and rules for handling data which enable the free exchange of important information; this information exchange benefits other programmes and projects, and assists the mobilisation, prioritisation and management of resources.

B.5
mine
munition designed to be placed under, on or near the ground or other surface area and to be exploded by the presence, proximity or contact of a person or a vehicle. [MBT]

B.6
mine action
activities which aim to reduce the social, economic and environmental impact of mines and UXO.

Note: Mine action is not just about demining; it is also about people and societies, and how they are affected by landmine contamination. The objective of mine action is to reduce the risk from landmines to a level where people can live safely; in which economic, social and health development can occur free from the constraints imposed by landmine contamination, and in which the victims' needs can be addressed. Mine action comprises five complementary groups of activities:
a) MRE;
b) humanitarian demining, i.e. mine and UXO survey, mapping, marking and clearance;
c) victim assistance, including rehabilitation and reintegration;
d) stockpile destruction; and
e) advocacy against the use of APM.

Note: A number of other enabling activities are required to support these five components of mine action, including: assessment and planning, the mobilisation and prioritisation of resources, information management, human skills development and management training, QM and the application of effective, appropriate and safe equipment.

B.7
mine awareness
part of Mine Risk Education (MRE).

B.8
Mine Risk Education (MRE)
activities which seek to reduce the risk of injury from mines/UXO by raising awareness and promoting behavioural change; including public information dissemination, education and training, and community mine action liaison.

B.9
MRE organisation
any organisation, including governmental, non-governmental, civil society organisations (e.g. women's union, youth union, red cross and red crescent societies), commercial entities and military personnel (including peace-keeping forces), which is responsible for implementing MRE projects or tasks. The MRE organisation may be a prime contractor, subcontractor, consultant or agent. The term 'MRE sub-unit' refers to an element of a mine action MRE organisation, however named, that is accredited to conduct one or more prescribed MRE activities such as a public information project, a schools based education project or a community liaison project evaluation.

B.10
National Mine Action Authority (NMAA)
the government department(s), organisation(s) or institution(s) in each mine-affected country charged with the regulation, management and coordination of mine action.

Note: In most cases the national MAC or its equivalent will act as, or on behalf of, the NMAA.
Note: In certain situations and at certain times it may be necessary and appropriate for the UN, or some other recognised international body, to assume some or all of the responsibilities, and fulfil some or all the functions, of a NMAA.

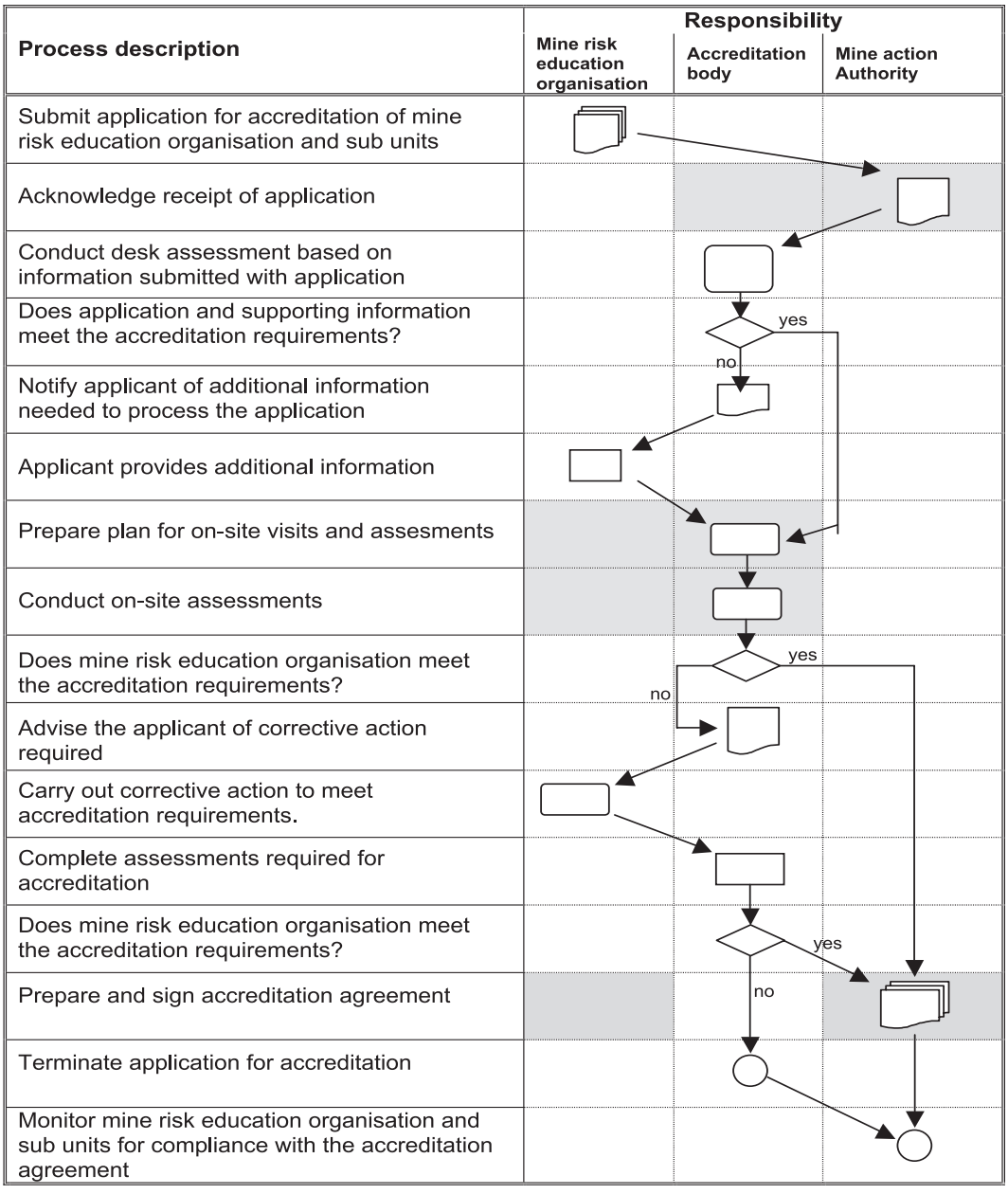
B.11
public information dissemination
information concerning the mine and UXO situation, used to inform or update populations. Such information may focus on particular issues, such as complying with the mine ban legislation, or may be used to raise public support for the mine action programme. Such projects usually include risk reduction messages, but may also be used to reflect national mine action policy.

B.12
Unexploded Ordnance (UXO)
explosive ordnance that has been primed, fuzed, armed or otherwise prepared for use or used. It may have been fired, dropped, launched or projected yet remains unexploded either through malfunction or design or for any other reason.

B.13
United Nations Mine Action Service (UNMAS)
The focal point within the UN system for all mine-related activities.
Note: UNMAS is the office within the UN Secretariat responsible to the international community for the development and maintenance of IMAS.
Note: UNICEF is the focal point for MRE, within the guidelines of UNMAS overall coordination.

Annex C
(Informative)
The staffing process for accreditation

Annex C
(Informative)
The staffing process for accreditation



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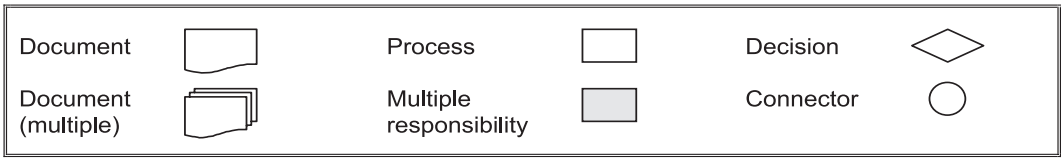


Amendment record

Management of IMAS amendments

The IMAS series of standards are subject to formal review on a three-yearly basis, however this does not preclude amendments being made within these three-year periods for reasons of operational safety and efficiency or for editorial purposes.

As amendments are made to this IMAS they will be given a number, and the date and general details of the amendment shown in the table below. The amendment will also be shown on the cover page of the IMAS by the inclusion under the edition date of the phrase *'incorporating amendment number(s) 1 etc.'*

As the formal reviews of each IMAS are completed new editions may be issued. Amendments up to the date of the new edition will be incorporated into the new edition and the amendment record table cleared. Recording of amendments will then start again until a further review is carried out.

The most recently amended IMAS will be the versions that are posted on the IMAS website at *www.mineactionstandards.org.*

Number	Date	Amendment Details
1	1 Dec 2004	1. Formatting changes. 2. Minor text editing changes. 3. Changes to terms, definitions and abbreviations where necessary to ensure that this IMAS is consistent with IMAS 04.10.4. Substantive changes: a) Clause 5.2.2. Inclusion of new sub clause 'l'. b) Clause 6.5. Text change in first sentence. c) Clause 8.2. Text change to sub clause 'd', and a new sub clause 'e'.
2	23 Jul 2005	1. Clause 4, second paragraph, last sentence, the inclusion of an additional clause concerning the duration of accreditation. 2. Clause 5.2.2, third paragraph concerning operational accreditation, change of a 'shall' to a 'should'. 3. Clause 8.2, inclusion of a new second paragraph that changes two of the responsibilities of a NMAA previously indicated as 'shall', to 'should'. 4. Clause 8.3, inclusion of a new sub clause c). 5. Annex B, change to the definition of 'Mine Risk Education (MRE)' to be consistent with IMAS 04.10.

IMAS 07.41: Monitoring of mine risk education programmes and projects

First Edition, 23 December 2003
Incorporating amendment number(s) 1

Foreword

International standards for humanitarian mine clearance programmes were first proposed by working groups at an international technical conference in Denmark, in July 1996. Criteria were prescribed for all aspects of mine clearance, standards were recommended and a new universal definition of 'clearance' was agreed. In late 1996, the principles proposed in Denmark were developed by a UN-led working group and the International Standards for Humanitarian Mine Clearance Operations were developed. A first edition was issued by the UN Mine Action Service (UNMAS) in March 1997.

The scope of these original standards has since been expanded to include the other components of mine action and to reflect changes to operational procedures, practices and norms. The standards were re-developed and renamed as International Mine Action Standards (IMAS).

The United Nations has a general responsibility for enabling and encouraging the effective management of mine action programmes, including the development and maintenance of standards. UNMAS, therefore, is the office within the United Nations responsible for the development and maintenance of IMAS. IMAS are produced with the assistance of the Geneva International Centre for Humanitarian Demining.

The work of preparing, reviewing and revising IMAS is conducted by technical committees, with the support of international, governmental and non-governmental organisations. The latest version of each standard, together with information on the work of the technical committees, can be found at http://*www.mineactionstandards.org/*. Individual IMAS are reviewed at least every three years to reflect developing mine action norms and practices and to incorporate changes to international regulations and requirements.

Introduction

Monitoring of Mine Risk Education (MRE) is a process of tracking and measuring progress and change.[1] It should not be limited to measuring and reporting on the achievement of set implementation objectives (progress), but should trigger the evaluation and revision process to reflect changing needs of the affected communities and/or local circumstances (change).

Monitoring should be conducted both internally by the MRE implementing organisation and externally by or on behalf of the National Mine Action Authority (NMAA). Monitoring shall involve an assessment of the implementing organisation's capabilities (people, procedures, materials and methods) and how these capabilities are being applied. Monitoring should also involve an assessment of the social and physical environment in which MRE takes places: noting changes in priorities, the nature of the mine/UXO threat, target groups, behaviour and so on. External monitoring should complement the MRE organisation's own internal Quality Management (QM) processes - but it should never replace the organisation's responsibility for ensuring the proper application, suitability and effectiveness of its MRE programme or project.

Monitoring functions are an essential component of any project cycle, and should be carried out continuously by all organisations involved in the implementation of MRE. Monitoring at the operational level ensures that programmes and projects are operating according to established plans and standards and that methods and methodologies are regularly updated.

Most NMAA apply some form of external monitoring of demining organisations but to a lesser extent with MRE organisations and operations. The form and extent of MRE monitoring varies from country to country, but the aim should be similar – to confirm that MRE organisations are implementing projects according to the approved plan and the terms of their accreditation, including the application of approved operational procedures and the provision of agreed outputs. Monitoring essentially involves observation, recording and reporting. Monitoring of MRE is essential for evaluation to take place.

This standard provides an internationally consistent framework for the monitoring of MRE programmes and projects.

1. *International Guidelines for Landmine and Unexploded Ordnance Awareness Education,* UNICEF.

Monitoring of mine risk education programmes and projects

1. Scope

This standard provides guidelines for monitoring Mine Risk Education (MRE) programmes and projects.

2. References

A list of normative references is given in Annex A. Normative references are important documents to which reference is made in this standard and which form part of the provisions of this standard.

3. Terms, definitions and abbreviations

In the IMAS series of standards, the words 'shall', 'should' and 'may' are used to indicate the intended degree of compliance. This use is consistent with the language used in the International Organization for Standardisation's (ISO) standards and guidelines:

a) 'shall' is used to indicate requirements, methods or specifications that are to be applied in order to conform to the standard.

b) 'should' is used to indicate the preferred requirements, methods or specifications.

c) 'may' is used to indicate a possible method or course of action.

The term 'Mine Risk Education' (MRE) refers to activities which seek to reduce the risk of injury from mines/UXO by raising awareness and promoting behavioural change, including public information dissemination, education and training, and community mine action liaison.

The term 'MRE organisation' refers to any organisation, including governmental, non-governmental, civil society organisations (e.g. women's union, youth union, red cross and red crescent societies), commercial entities and military personnel (including peace-keeping forces), which is responsible for implementing MRE projects or tasks. The MRE organisation may be a prime contractor, subcontractor, consultant or agent. The term 'MRE sub-unit' refers to an element of an organisation, however named, that is accredited to conduct one or more prescribed MRE activities such as a public information project, a schools based education project or a community mine action liaison project evaluation.

The term 'National Mine Action Authority (NMAA)' refers to the government department(s), organisation(s) or institution(s) in each mine-affected country charged with the regulation, management and co-ordination of mine action. In most cases the national Mine Action Centre (MAC) or its equivalent will act as, or on behalf of, the NMAA. In certain situations and at certain times it may be necessary and appropriate for the UN, or some other recognised international body, to assume some or all of the responsibilities, and fulfil some or all of the functions, of a NMAA. In such cases the UN should provide appropriate technical support including suitably qualified personnel, experienced in MRE.

The term 'monitoring body' refers to an organisation, normally an element of the NMAA, responsible for the management and implementation of a national monitoring system.

The term 'project' refers to an activity, or series of connected activities, with an agreed objective. A project will normally have a finite duration and a plan of work. The resources needed to successfully accomplish the objective will normally be defined and agreed before the start of the project.[2]

2. In mine action, the method of defining the objective, the means of achieving the objective and the resources needed are usually referred to as a 'project proposal' or 'project document'.

The term 'programme' implies the medium to long-term activities of an organisation in the fulfilment of its vision and strategic objective. A mine action programme consists of a series of related mine action projects. Similarly, an MRE programme consists of a series of related MRE projects.

A list of terms, definitions and abbreviations used in this Guide is given in Annex B. A complete glossary of all the terms, definitions and abbreviations used in the IMAS series of standards is given in IMAS 04.10.

4. Monitoring

Monitoring is defined as the periodic oversight of a process, or the implementation of an activity, which seeks to establish the extent to which input deliveries, work schedules, other required actions and targeted outputs are proceeding according to plan, so that timely action can be taken to correct the deficiencies detected. Monitoring is a process of tracking or measuring what is happening. Monitoring includes the following:

a) Internal monitoring of systems and operational procedures in relation to the implementation plan for the project.

b) External monitoring of organisations to ensure that they are consistent with the terms of accreditation; and

c) Monitoring change in the mine/UXO threat and the environment (i.e. changes to initial assumptions regarding target groups, the mine/UXO threat or the broader country context, such as the security situation).

5. General principles

Monitoring is a 'critical management tool'[3], at all levels, and an essential part of the MRE project cycle. Monitoring systems should be included in the project plan and built to be sustainable. Monitoring is essential for evaluation to take place. Monitoring should take into consideration both the progress made by MRE organisations against stated project objectives; and the change in nature of the environment and the threat from mines and UXO. These are described in more detail below.

5.1. Monitoring progress

Monitoring the progress of MRE projects will ensure that accredited organisations maintain the necessary competency to implement an effective MRE project according to their approved plan and accreditation. Monitoring should be conducted internally by the MRE organisation as part of its internal QM processes and externally by the NMAA, or an organisation acting on its behalf.

5.1.1. Internal monitoring

The MRE organisation should monitor its own project progress, ensuring the application of safe, effective and efficient operational procedures in accordance with the objectives stated in the plan. Monitoring progress involves an examination of the MRE organisation's capability (people, equipment and procedures) and observation on how this capability is being applied.

Likewise, the NMAA should monitor MRE within its own national mine action programme.

5.1.2. External monitoring

External monitoring, together with accreditation, provides the NMAA and donors with the necessary confidence that the MRE activities have been carried out safely and effectively,

3. Source*: UNICEF, Programme Policy and Procedures Manual, 2001.*

using appropriate messages, methodologies and techniques in accordance with the approved project plan and, where applicable, the MRE organisation's contractual obligations.

External monitoring complements the MRE organisation's own internal monitoring. It effectively 'monitors the monitors', verifying that the MRE organisation's internal QM processes are appropriate and are being applied. It should not replace the MRE organisation's responsibility for ensuring the application of safe, effective and efficient operational procedures.

Monitoring should be used, particularly at the beginning of an MRE project as on-site verification, which is part of the accreditation of an MRE organisation. Guidance on accreditation of MRE organisations is given in IMAS 07.31.

5.2. Monitoring change

Most mine action projects are conducted within a changing environment. Some of these changes may be due to external factors, such as an influx of returnee populations or the recurrence of mine-laying in certain areas. Others may be caused by mine action interventions and some changes may be needed to initial planning assumptions following the collection and assessment of more data.

Within this dynamic environment there will be some significant changes in the knowledge, attitude and behaviour of target groups. MRE projects should routinely monitor these changes, and compare them against baseline survey information, such as data obtained from the initial data collection and needs assessment.

Change should be monitored by the NMAA at the national level and by the MRE implementing organisations in their areas of operation.

6. General requirements

6.1. Monitoring systems

The NMAA shall appoint a 'monitoring body',[4] responsible for the management and implementation of a national monitoring system. Equally MRE organisations should ensure the development of appropriate internal monitoring mechanisms and systems. Both the monitoring body and internal monitoring mechanisms are responsible to monitor MRE process and progress against the terms of accreditation and against project work-plans and objectives, as well as changes in the MRE environment (see clause 5.2).

The role and responsibilities of the monitoring body, in regard to external monitoring, should be defined in the contract or other formal agreement between the NMAA and MRE organisations.

6.1.1. Reporting

The NMAA shall develop a reporting system for the reporting of MRE activities and should involve MRE implementing organisations in the process of developing the system.

MRE implementing organisations shall fulfil the requirements of the reporting system and report on MRE activities accordingly.

The NMAA should compile the reports and should ensure that the information collected is shared with relevant stakeholders.

6.1.2. Site visits to Mine Risk Education (MRE) organisations

Site visits should be well prepared. Prior to any visits the monitoring body should have read:

4. In many circumstances the monitoring body may consist of the same personnel as the accreditation body.

a) all relevant documentation including the contract and accreditation agreements;
b) documented management practices and operational procedures;
c) MRE activity reports from previous visit reports by the monitoring body;
d) any other information which may be relevant and assist the monitoring body develop a plan and programme for its site visit.

Prior to the visit, the monitoring body should inform the MRE organisation of the objectives and programme, and any preparation required (such as ensuring the availability of certain documents or key staff). The actual date and timings of site visits may be given in advance or visits may be unannounced. Both have advantages and disadvantages. Unannounced visits tend to observe MRE organisations in their normal working mode, but such visits may be disruptive and key members of staff may be absent. Announced visits tend to be more productive and less disruptive, but some problems may be hidden from the monitoring body. A combination of both may be appropriate.

6.2. External monitoring

6.2.1. General

The NMAA shall monitor the MRE organisation and/or MRE sub-units to confirm that the management systems and operational procedures are consistent with the terms of the accreditation. Such monitoring should be random, non-intrusive and should not interfere with the conduct of planned MRE activities. The frequency of monitoring should be dependent on the task and the previous performance of the MRE organisation; it should be agreed between the NMAA and the MRE organisation during the accreditation process.

On-site monitoring should include:

a) visits to management, logistic and administrative offices;
b) observing staff and volunteer training;
c) visits to MRE workplaces within communities, such as schools, churches, theatres, and residential areas affected by local demining activities;
d) observing MRE activities in progress;
e) observing the level of community involvement within the community liaison function, and assessing its impact on demining activities in progress;
f) recording evidence of behaviour changes;
g) and if appropriate, observing the field testing and evaluation of MRE materials.

6.2.2. Training of MRE staff

Staff and volunteer training should be monitored to ensure that participants are developing an accurate and thorough understanding of the material covered. If needed, appropriate changes should be made to the training.

6.2.3. Workplace safety

IMAS 10.10 provides guidance on Safety and Occupational Health (S&OH) in mine action. It is relevant to all mine actions organisations, including MRE organisations.

Monitoring activities should not expose data collection teams or the community to unnecessary risk. This includes the risks associated with mines and UXO and the risk associated with investigating/ sharing information on sensitive issues. In particular, MRE personnel who are conducting community liaison activities around a demining worksite, shall not enter the worksite area or direct other people to do so.

All monitoring staff shall have landmine safety training before conducting monitoring.

The importance of gathering and using information derived from the local community knowledge about the level of danger in an area should be recognised.

MRE organisations shall consider safety aspects in their internal monitoring of activities.

An individual monitor shall have the responsibility to stop operations at the workplace if individual safety or the safety of the MRE team or other individuals has been placed at risk. The monitor shall record the reasons for doing so, compile any evidence and immediately inform the monitoring body and the MRE organisation headquarters. Operations should only then recommence once all the safety faults have been rectified.

6.2.4. Community liaison

Community liaison is an integral part of the demining process and as such should be assessed by the same body that monitors demining. (See IMAS 07.40)

6.2.5. MRE materials

The monitoring body should continually assess the suitability and effectiveness of MRE materials in accordance with national mine action standards and IMAS. When materials are used by MRE organisations they should be monitored to ensure they are the same as those which were accredited.

6.2.6. MRE activities

When monitoring MRE organisations, the monitoring body should observe MRE activities to ensure that they are consistent with the MRE organisations Standard Operating Procedures (SOPs) and/or project plan, which were submitted as part of the accreditation process. Where specialist methods are being used, such as the use of child to child teaching techniques, the monitoring body shall include staff with the necessary specialist knowledge.

6.3. Reporting

The monitoring body shall provide reports to the NMAA in accordance with the national reporting system and make recommendations as necessary (see clause 6.1.1). Wherever possible, the head of the monitoring body should debrief the head of the organisation or sub-unit being monitored, on site, prior to departure, drawing attention to any major concerns, particularly those involving safety. A monitoring report should be completed at the site, and the MRE organisation should be invited to comment and propose corrective action. Monitoring reports should be submitted within five working days and copied to the monitored MRE organisation.

6.4. Corrective action

If no consensus on corrective action can be found during an external visit, the monitoring body should state this in the monitoring report. Reports should normally be 'in-confidence' at this stage, especially if they criticise the MRE organisation's management and/or operational activities.

Any problems identified by the monitoring body should be addressed by the MRE organisation. If the problems are sufficiently serious, the MRE organisation should be invited to present its corrected management or operational procedures to the NMAA, and demonstrate that it is in full compliance with the stated requirements.

7. Process

Internal and external monitoring and the monitoring of change should be an on-going process. The development of monitoring systems should be guided by the following principles:

a) Monitoring systems should be kept simple to be sustainable;

b) Data collection should be focused on those activities and aspects of the project that may have an impact on achieving the desired end state;

c) In order to be useful, data collection and analysis should feed into decision-making events, such as management meetings, periodic reviews, programme and funding cycles, and national events outside the context of the project.

To ensure that monitoring continues throughout the MRE project cycle, adequate resources should be given for monitoring at the inception of all MRE projects. The monitoring plan should be developed during the planning phase.

Data gathered during the monitoring process should be compared with baseline survey data and MRE project's objectives. This should be achieved by:

a) monitoring all elements of the process (i.e. inputs, outputs and impact) at regular intervals;

b) ensuring indicators are easily measurable and do not incur unnecessary costs.

Monitoring functions should not be limited to measuring the achievement of set objectives, but should trigger evaluation and revision processes when it becomes necessary to reassess such objectives.

Recommendations arising from monitoring activities should be used to revise and plan activities to improve performance in the short term and influence the impact of the project in the longer term.

8. Guiding principles

As explained in the 'Guide for the management of mine risk education' (IMAS 07.11), the series of standards for MRE are based on a set of requirements or principles for MRE, which are considered at each phase of the project cycle and provide a framework for the layout of the standards. Each of these requirements are addressed in turn below to provide guidance for the monitoring of MRE.

8.1. Stakeholder involvement

A broad range of stakeholders, including communities, civil protection, Red Cross and Red Crescent societies, non-governmental organisations, government agencies, institutions and donors, may be involved directly and indirectly in the monitoring process.

8.2. Coordination

Monitoring should take advantage of existing data collection systems as much as possible:

a) Data collection systems should be integrated to include mine action specific systems as well as those from other sectors, such as health, education, social services, and law enforcement;

b) The creation of parallel monitoring systems that duplicate information collection and analysis activities should be avoided. Ad-hoc external parallel information systems may undermine sub-national or national co-ordination. This is particularly relevant in the emergency phase.

8.3. Integration

An ongoing integrated monitoring system shall be established at the national level. Such a system:

a) should ensure that the national mine action programme continues to be responsive to the needs and priorities of the affected population, taking into account changes in mine action activities as well as external changes;

b) may promote the integration of monitoring activities across different sectors (e.g. health, education, public works);

c) shall include QM processes run by the NMAA that not only focuses on the quality of the projects being implemented, but also ensures the integration of other mine action and humanitarian activities with MRE to ensure that risks are reduced to communities through the provision of adequate assistance in terms of clearance, marking or MRE. (Monitoring, for example, that community liaison is taking place before, during and after demining and putting in place an information exchange system at the national level to ensure that information generated through monitoring is captured and shared);

d) should ensure that information on mine incidents/victims deriving from monitoring is linked to mine action and other development activities, either to confirm the presence of dangerous areas or to add to the known database of dangerous areas.

8.4. Community participation and empowerment

The affected communities should be actively involved in monitoring, wherever possible, to provide feedback on the effectiveness of the MRE activity. In order to ensure such involvement:

a) Monitoring tools should be designed in a way that takes into account the community's concerns and experiences;

b) Tools should be put in place for gathering information on MRE initiatives established by the community itself;

c) Monitoring activities, may use community-based reporting systems, as a tool to further empower affected communities and grant them ownership of the MRE project. The development of measurement indicators and collection of data by members of affected communities should enable the objectives and appropriateness of the MRE project to be reviewed at the community level. A supporting system should be established by the monitoring organisation to ensure that community based reporting systems are adequate, reliable and sustainable.

8.5. Information management and exchange

Methods and tools chosen for monitoring should be transparent and should ensure the validity, reliability and objectivity of the results. In this regard:

a) Data collection and other monitoring activities should be limited to those that are directly relevant to project needs, for example in terms of coverage and level of detail;

b) Monitoring should be objective, and the analysis and gathering of data should not be influenced by special interest groups;

c) Ongoing QC of information delivery (by animators, MRE committees, etc.) should be practised and should examine the appropriateness, relevance, effectiveness, and coverage of such activities.

Data analysis should be kept as simple as possible. Analysis for monitoring should generally be descriptive and straightforward. Clear procedures and methods should be established to ensure that data from different sources can be understood by all relevant parties.

Information that is relevant for the national mine action plan should be shared with the coordinating bodies and through established systems, such as national information management systems. The following points should be considered with regard to information management as it pertains to monitoring at the national level:

a) National authorities should establish and manage integrated information management systems for mine action (e.g., IMSMA) that facilitate monitoring processes;

b) Implementing agencies should regularly share information from their monitoring systems;

c) Results from different projects' monitoring efforts should be integrated to provide a national indication of total results;

d) Geographical Information Systems (GIS) systems may be employed to facilitate integration and use of data if the capacity exists;

e) Agencies should have access to the information contained in national databases. Issues of confidentiality and security should be taken into account when disclosing data.

8.6. Appropriate targeting

Monitoring (both at the project and national level) should assess if appropriate targeting is being achieved and maintained. The following should be considered:

a) The target groups identified during the assessment and planning phases should be reviewed (and changed, if necessary) as part of the monitoring process;

b) Careful consideration should be given to which target groups need to be examined during the monitoring process (e.g., during data collection, analysis, and reporting);

c) Data should be disaggregated by gender, age, occupation, geographic region and any other relevant categories;

d) Monitoring should help ensuring that coverage is appropriate, both geographically and in terms of the affected population;

e) Monitoring systems should assess the level of comprehension of MRE messages by the various target groups to ensure it is appropriate;

f) Village demining activities should be monitored at the community level and at the national level by the NMAA to identify trends and needs of the community;

g) Monitoring activities should take into consideration the needs and experiences of mine/UXO survivors;

h) Monitoring should take into account information about victims and mine/UXO incidents. It may be necessary to directly interview survivors, families and communities in order to obtain this data. However, when possible, the monitoring process should draw from existing information in order to avoid subjecting survivors to unnecessary interviews and stress;

i) Where appropriate, monitors should make findings on survivors available to agencies and institutions tracking and providing services to survivors;

j) Monitoring may make recommendations on reviewing and improving messages related to survivors in co-ordination with service providers.

8.7. Education

MRE methodologies, tools, materials and messages should be continuously revised according to the results of monitoring activities to ensure that they remain appropriate and relevant.

8.8. Training

See clause 6.2.2

9. Areas of responsibility

Where specific roles and responsibilities are not identified, the reader should refer to IMAS 07.11: *Guide for the management of mine risk education.*

9.1. United Nations

If requested, United Nations agencies shall support NMAAs in developing standards for monitoring and, where applicable, shall make available information needed for national monitoring systems.

In certain situations and at certain times the UN may assume some or all of the responsibilities, and fulfil some or all of the functions, of a NMAA, including the responsibility for monitoring.

9.2. National Mine Action Authority (NMAA)

The NMAA, or an organisation acting in this capacity, shall monitor the national programme and its own activities and in doing so:

a) shall ensure that the national plan is respected and carried out by all institutional and implementing partners;

b) should ensure that the information deriving from monitoring is acted upon when necessary (e.g. by triggering revision mechanisms / evaluation);

c) shall monitor the changes in the national mine action context and facilitate the exchange of resulting information;

d) shall establish national information systems (e.g. IMSMA or other appropriate database) that can be updated with information from monitoring reports from organisations;

e) shall monitor changes in the general operating environment by collecting, analysing and disseminating information deriving from MRE surveillance systems and from other relevant sectors (e.g. victim assistance);

f) should put in place mechanisms, including the appointment of a 'monitoring body', to monitor the activities of implementing organisations;

   Note: Information to be gathered from such mechanisms may include: where and when the organisations are implementing activities, what kind of projects they are implementing, and what is the level of integration with other mine action activities. This monitoring should include QA assessments of the messages and methodology of organisations.

g) should ensure that all MRE implementing organisations have appropriate monitoring systems in place;

h) shall monitor the integration of mine action activities, to establish, for example, if MRE takes place before, during and after demining within the community liaison function;

i) shall ensure the correct handling of reports and respect both principles of transparency and of confidentiality, and provide feedback on information from monitoring systems;

j) shall release monitoring information in accordance with ethical guidelines.

9.3. MRE organisations

The organisation undertaking MRE:

a) shall develop at the outset of every project, and implement throughout the course of the project, a detailed plan for monitoring (both internal monitoring and monitoring change in the area of its responsibility), which should be in accordance with recognised standards;

b) should allocate sufficient time, human and financial resources when planning and budgeting for a MRE project to ensure that the monitoring plan can be implemented as planned;

c) shall ensure that it undertakes rigorous internal QM of its own activities, and QC of its outputs throughout the monitoring process;

d) should facilitate external monitoring of its operations;

e) shall ensure that the results of monitoring are disseminated as appropriate;

f) should ensure appropriate follow-up action is taken on the monitoring findings;

g) should share information of general interest, which arises from the monitoring, through information systems, databases, and fora in place to co-ordinate MRE and mine action activities;

h) should ensure that relevant stakeholders are involved in the monitoring process;

i) should provide adequate support and training when employing staff for monitoring, to ensure professional results.

9.4. Donor(s)

When funding MRE projects, donors:

a) should ensure that project proposals include sound and detailed monitoring plans;

b) should provide the necessary resources to enable the implementing organisation to conduct comprehensive and effective monitoring;

c) should recognise that monitoring may recommend changes to their funded activities, and should enable such changes to be readily made;

d) may monitor projects and programmes funded directly by them.

Annex A
(Normative)
References

The following normative documents contain provisions, which, through reference in this text, constitute provisions of this part of the standard. For dated references, subsequent amendments to, or revisions of, any of these publications do not apply. However, parties to agreements based on this part of the standard are encouraged to investigate the possibility of applying the most recent editions of the normative documents indicated below. For undated references, the latest edition of the normative document referred to applies. Members of ISO and IEC maintain registers of currently valid ISO or EN:

a) IMAS 01.10 Guide for the application of IMAS;
b) IMAS 04.10 Glossary of mine action terms, definitions and abbreviations;
c) IMAS 07.11 Guide for the management of mine risk education;
d) IMAS 07.31 Accreditation of MRE organisations and operations;
e) IMAS 07.40 Monitoring of demining operations;
f) IMAS 08.10 General mine action assessment;
g) IMAS 08.50 Data collection and needs assessment for mine risk education;
h) IMAS 10.10 Safety and occupational health - General requirements;
i) IMAS 12.10 Planning for mine risk education programmes and projects;
j) IMAS 12.20 Implementation of mine risk education programmes and projects; and
k) IMAS 14.20 Evaluation of mine risk education programmes and projects.

The latest version/edition of these references should be used. GICHD hold copies of all references used in this standard. A register of the latest version/edition of the IMAS standards, guides and references is maintained by GICHD, and can be read on the IMAS website (*www.mineactionstandards.org*). National employers, mine action authorities, and other interested bodies and organisations should obtain copies before commencing mine action programmes.

Annex B
(Informative)
Terms, definitions and abbreviations

B.1.
community liaison
community mine action liaison
liaison with mine/UXO affected communities to exchange information on the presence and impact of mines and UXO, create a reporting link with the mine action programme and develop risk reduction strategies. Community liaison aims to ensure community needs and priorities are central to the planning, implementation and monitoring of mine action operations.

Note: Community liaison is based on an exchange of information and involves communities in the decision making process, (before, during and after demining), in order to establish priorities for mine action. In this way mine action programmes aim to be inclusive, community focused and ensure the maximum involvement of all sections of the community. This involvement includes joint planning, implementation, monitoring and evaluation of projects.

Note: Community liaison also works with communities to develop specific interim safety strategies promoting individual and community behavioural change. This is designed to reduce the impact of mines/UXO on individuals and communities until such time as the threat is removed.

B.2.
demining
humanitarian demining
activities which lead to the removal of mine and UXO hazards, including technical survey, mapping, clearance, marking, post-clearance documentation, community mine action liaison and the handover of cleared land. Demining may be carried out by different types of organizations, such as NGOs, commercial companies, national mine action teams or military units. Demining may be emergency-based or developmental.

Note: in IMAS standards and guides, mine and UXO clearance is considered to be just one part of the demining process.

Note: in IMAS standards and guides, demining is considered to be one component of mine action.

Note: in IMAS standards and guides, the terms demining and humanitarian demining are interchangeable.

B.3.
IMSMA
the Information Management System for Mine Action (IMSMA)

Note: This is the United Nation's preferred information system for the management of critical data in UN-supported field programmes. The Field Module (FM) provides for data collection, information analysis and project management. It is used by the staffs of **MACs** at national and regional level, and by the implementers of mine action projects - such as demining organisations.

B.4.
International Mine Action Standards (IMAS)
documents developed by the UN on behalf of the international community, which aim to improve safety and efficiency in mine action by providing guidance, by establishing principles and, in some cases, by defining international requirements and specifications.

Note: They provide a frame of reference which encourages, and in some cases requires, the sponsors and managers of mine action programmes and projects to achieve and demonstrate agreed levels of effectiveness and safety.

Note: They provide a common language, and recommend the formats and rules for handling data which enable the free exchange of important information; this information exchange benefits other programmes and projects, and assists the mobilisation, prioritisation and management of resources.

B.5.
mine
munition designed to be placed under, on or near the ground or other surface area and to be exploded by the presence, proximity or contact of a person or a vehicle. [MBT]

B.6.
mine action
activities which aim to reduce the social, economic and environmental impact of mines and UXO.

Note: Mine action is not just about demining; it is also about people and societies, and how they are affected by landmine contamination. The objective of mine action is to reduce the risk from landmines to a level where people can live safely; in which economic, social and health development can occur free from the constraints imposed by landmine contamination, and in which the victims' needs can be addressed. Mine action comprises five complementary groups of activities:

a) MRE;

b) humanitarian demining, i.e. mine and UXO survey, mapping, marking and clearance;

c) victim assistance, including rehabilitation and reintegration;

d) stockpile destruction; and

e) advocacy against the use of APM.

Note: A number of other enabling activities are required to support these five components of mine action, including: assessment and planning, the mobilisation and prioritisation of resources, information management, human skills development and management training, QM and the application of effective, appropriate and safe equipment.

B.7.
mine awareness
see Mine Risk Education (MRE).

B.8.
mine risk
the probability and severity of physical injury to people, property or the environment caused by the unintentional detonation of a mine or UXO. [Adapted from ISO Guide 51:1999(E)]

B.9.
Mine Risk Education (MRE)
activities which seek to reduce the risk of injury from mines/UXO by raising awareness and promoting behavioural change; including public information dissemination, education and training, and community mine action liaison.

B.10.
mine risk reduction
those actions which lessen the probability and/or severity of physical injury to people, property or the environment. [Adapted from ISO Guide 51:1999(E)] Mine risk reduction can be achieved by physical measures such as clearance, fencing or marking, or through behavioural changes brought about by MRE.

B.11.
MRE organisation
any organisation, including governmental, non-governmental, civil society organisations (e.g. women's union, youth union, red cross and red crescent societies), commercial entities and military personnel (including peace-keeping forces), which is responsible for implementing MRE projects or tasks. The MRE organisation may be a prime contractor, subcontractor, consultant or agent. The term 'MRE sub-unit' refers to an element of a mine action MRE organisation, however named, that is accredited to conduct one or more prescribed MRE activities such as a public information project, a schools based education project or a community liaison project evaluation.

B.12.
National Mine Action Authority (NMAA)
the government department(s), organisation(s) or institution(s) in each mine-affected country charged with the regulation, management and coordination of mine action.

Note: In most cases the national MAC or its equivalent will act as, or on behalf of, the NMAA.

Note: In certain situations and at certain times it may be necessary and appropriate for the UN, or some other recognised international body, to assume some or all of the responsibilities, and fulfil some or all the functions, of a NMAA.

B.13.
public information dissemination
information concerning the mine and UXO situation, used to inform or update populations. Such information may focus on particular issues, such as complying with the mine ban legislation, or may be used to raise public support for the mine action programme. Such projects usually include risk reduction messages, but may also be used to reflect national mine action policy.

B.14.
risk
combination of the probability of occurrence of harm and the severity of that harm. [ISO Guide 51:1999(E)]

B.15.
survivor (landmine/UXO)
persons either individually or collectively who have suffered physical, emotional and psychological injury, economic loss or substantial impairment of their fundamental rights through acts or omissions related to the use of mines and UXO. Mine survivors or victims include directly impacted individuals, their families, and communities affected by landmines and UXO.

B.16.
Unexploded Ordnance (UXO)
EO that has been primed, fuzed, armed or otherwise prepared for use or used. It may have been fired, dropped, launched or projected yet remains unexploded either through malfunction or design or for any other reason.

B.17.
United Nations Mine Action Service (UNMAS)
The focal point within the UN system for all mine-related activities.

Note: UNMAS is the office within the UN Secretariat responsible to the international community for the development and maintenance of IMAS.

Note: UNICEF is the focal point for MRE, within the guidelines of UNMAS overall coordination.

B.18.
victim
an individual who has suffered harm as a result of a mine or UXO accident.

Note: In the context of victim assistance, the term victim may include dependants of a mine casualty, hence having a broader meaning than survivor.

B.19.
village demining
self-supporting mine and/or UXO clearance and hazardous area marking, normally undertaken by local inhabitants, on their own behalf or the behalf of their immediate community. Often described as a *self-help initiative or spontaneous demining,* village demining usually sits outside or in parallel with formal mine action structures, such as *demining* undertaken by militaries or *humanitarian demining* such as is supported by the UN, international and national non-governmental organisations, private enterprise and governments, among others.

Amendment record

Management of IMAS amendments

The IMAS series of standards are subject to formal review on a three-yearly basis, however this does not preclude amendments being made within these three-year periods for reasons of operational safety and efficiency or for editorial purposes.

As amendments are made to this IMAS they will be given a number, and the date and general details of the amendment shown in the table below. The amendment will also be shown on the cover page of the IMAS by the inclusion under the edition date of the phrase *'incorporating amendment number(s) 1 etc.'*

As the formal reviews of each IMAS are completed new editions may be issued. Amendments up to the date of the new edition will be incorporated into the new edition and the amendment record table cleared. Recording of amendments will then start again until a further review is carried out.

The most recently amended IMAS will be the versions that are posted on the IMAS website at *www.mineactionstandards.org*.

Number	Date	Amendment Details
1	1 Dec 2004	1. Formatting changes. 2. Minor text editing changes. 3. Changes to terms, definitions and abbreviations where necessary to ensure that this IMAS is consistent with IMAS 04.10.
2	23 Jul 2005	1. Annex B, change to the definition of 'Mine Risk Education (MRE)' to be consistent with IMAS 04.10.

IMAS 08.50: Data collection and needs assessment for mine risk education

First Edition
23 December 2003
Incorporating amendment number(s) 1 & 2

Foreword

International standards for humanitarian mine clearance programmes were first proposed by working groups at an international technical conference in Denmark, in July 1996. Criteria were prescribed for all aspects of mine clearance, standards were recommended and a new universal definition of 'clearance' was agreed. In late 1996, the principles proposed in Denmark were developed by a UN-led working group and the International Standards for Humanitarian Mine Clearance Operations were developed. A first edition was issued by the UN Mine Action Service (UNMAS) in March 1997.

The scope of these original standards has since been expanded to include the other components of mine action and to reflect changes to operational procedures, practices and norms. The standards were re-developed and renamed as International Mine Action Standards (IMAS).

The United Nations has a general responsibility for enabling and encouraging the effective management of mine action programmes, including the development and maintenance of standards. UNMAS, therefore, is the office within the United Nations responsible for the development and maintenance of IMAS. IMAS are produced with the assistance of the Geneva International Centre for Humanitarian Demining.

The work of preparing, reviewing and revising IMAS is conducted by technical committees, with the support of international, governmental and non-governmental organisations. The latest version of each standard, together with information on the work of the technical committees, can be found at http://www.mineactionstandards.org/. Individual IMAS are reviewed at least every three years to reflect developing mine action norms and practices and to incorporate changes to international regulations and requirements.

Introduction

An essential part of any Mine Risk Education (MRE) programme or project is the needs assessment and the development of a data collection system, which allows an MRE organisation to plan, implement, monitor and evaluate its activities.

The needs assessment should drive the planning of any MRE programme or project. "It is essentially the process of identifying and understanding a problem and planning a series of actions to deal with that problem."[1] The needs assessment should be built on data collected through wide consultation with many stakeholders, and may build on secondary, as well as primary sources of data, gathered from national authorities to members of the affected communities.

Although the needs assessment should precede the planning and implementation of an MRE programme or project, it is not a one-off activity but an on-going task to review the different needs, vulnerabilities and expectations of the affected community(ies).

It is important to consider the value and use of the information gathered to ensure that the programme or project stays focused on its purpose, i.e. MRE. However, other mine action and humanitarian programmes and projects may benefit from this information, and it should therefore be shared with them to avoid any duplication of effort.

The purpose of this standard is to promote a common and consistent approach to conducting a needs assessment and establishing a data collection system. It provides guidance for those organisations implementing MRE programmes and projects, as well as those who intend to link MRE with the General Mine Action Assessment (GMAA) process for mine action programme planning. This standard should be read in conjunction with IMAS 08.10 General mine action assessment.

1. Burnet Institute, *A Guide to Using Participatory Approaches to Plan, Monitor and Evaluate Mine/UXO Risk Reduction Education,* November 2001.

Data collection and needs assessment for mine risk education

1. Scope

This standard aims to promote a common and consistent approach to conducting a needs assessment and establishing a data collection system.

2. References

A list of normative references is given in Annex A. Normative references are important documents to which reference is made in this standard and which form part of the provisions of this standard.

3. Terms, definitions and abbreviations

In the IMAS series of standards, the words 'shall', 'should' and 'may' are used to indicate the intended degree of compliance. This use is consistent with the language used in the International Organization for Standardisation (ISO)'s standards and guidelines:

a) 'shall' is used to indicate requirements, methods or specifications that are to be applied in order to conform to the standard.

b) 'should' is used to indicate the preferred requirements, methods or specifications.

c) 'may' is used to indicate a possible method or course of action.

The term 'Mine Risk Education' (MRE) refers to activities which seek to reduce the risk of injury from mines and UXO by raising awareness and promoting behavioural change; including public information dissemination, education and training, and community mine action liaison.

The term 'National Mine Action Authority (NMAA)' refers to the government department(s), organisation(s) or institution(s) in each mine-affected country charged with the regulation, management and co-ordination of mine action. In most cases the national Mine Action Centre (MAC) or its equivalent will act as, or on behalf of, the 'NMAA'. In certain situations and at certain times it may be necessary and appropriate for the UN, or some other recognised international body, to assume some or all of the responsibilities, and fulfil some or all of the functions, of a NMAA. In such cases the UN should provide appropriate technical support including suitably qualified personnel, experienced in MRE.

The term 'project' refers to an activity, or series of connected activities, with an agreed objective. A project will normally have a finite duration and a plan of work. The resources needed to successfully accomplish the objective will normally be defined and agreed before the start of the project.[2]

The term 'programme' implies the medium to long-term activities of an organisation in the fulfilment of its vision and strategic objective. A mine action programme consists of a series of related mine action projects. Similarly, an MRE programme consists of a series of related MRE projects.

A list of terms, definitions and abbreviations used in this Guide is given in Annex B. A complete glossary of all the terms, definitions and abbreviations used in the IMAS series of standards is given in IMAS 04.10.

2. In mine action, the method of defining the objective, the means of achieving the objective and the resources needed are usually referred to as a 'project proposal' or 'project document'.

4. Needs assessment

The purpose of a needs assessment in MRE is to identify, analyse and prioritise the local mine and UXO risks, to assess the capacities and vulnerabilities of the communities, and to evaluate the options for conducting MRE. A needs assessment will provide the information necessary to make informed decisions on the objectives, scope and form of the resulting MRE project. It should provide a basis for decisions on priority needs and optimal response as well as a baseline reference for future monitoring and evaluation activities.

The needs assessment should take account of both primary and secondary information. Primary information involves data collected directly at the community level. Secondary information involves data derived from other sources, for example from the mine action database or other institutional and governmental sources. In order to avoid duplication, MRE organisations should recognise the potential of other actors as partners in exchanging information. This is particularly crucial in crisis and unstable contexts when time is limited and resources may be greatly stretched.

5. General principles

A community based and integrated needs assessment will form the basis of all MRE projects, allowing for informed planning, implementation, monitoring and evaluation of the entire MRE programme within the wider mine action programme.

The planning of every needs assessment should take into consideration the information already obtained as part of the GMAA process, such as that obtained by any emergency or landmine impact survey carried out, or other data recorded in the national mine action information management system. Planning should also consider information from other sources such as hospitals, humanitarian organisations and government departments.

The assessment plan should specify:

a) the purpose of gathering the data;
b) what data needs to be collected;
c) how the data is to be collected and from where (e.g. choice of data collection methods, coverage, selection of key informants);
d) who should collect the data and what training they will require;
e) the timeframe in which the data should it be collected; and
f) how the data is to be collated, verified, checked, stored etc.

Data collected should be analysed and interpreted in order to formulate findings and develop a strategy. Results should be shared with all the stakeholders involved in planning and the use of findings should be promoted.

The assessment plan should take into consideration the resources (e.g. human and financial resources) and time available. Opportunities for collaboration and information sharing across different organisations, (e.g. joint assessments) should be considered. Before conducting the needs assessment the MRE project manager should therefore evaluate whether the assessment should take the form, for instance, of a two day desk review or a three month activity including a field survey.

The needs assessment should also provide information that may help to assess to what extent a project will be sustainable. To achieve this, assessments should consider:

a) the level of potential funding; including all resources from donors and international institutions, which should be available to sustain the project in the long term if required;
b) the identification of suitable partners; and the potential for coordinating with other organisations for information sharing;
c) the level of national cooperation; including government political and financial support,

existing level of skills and knowledge and potential for capacity building and the existence or support for the development of national mine action standards; and

d) the differentiation of needs according to the context; i.e. the context in which the project will be operating, such as on-going conflict, post conflict emergency, transition and rehabilitation or development.

6. Data collection

6.1. Ethics of data collection

The following basic principles should apply during data collection:

a) When data is collected from secondary sources, the original source should be fully referenced as the owner of the data;

b) Where information is given in confidence the wishes of the respondent/data provider should be respected;

c) Interviewers should be careful not to raise the expectations of the target communities through their data collection activities by inadvertently implying mine action will commence immediately;

d) Care should be taken not to 'over-survey' communities, i.e. visit communities which have previously been visited by mine action organisations and ask similar questions; and

e) Interviewers should conform to basic ethics for conducting interviews, such as being polite, respectful and non-intrusive.

6.2. Data to be collected

The data collection and needs assessment provides the foundations upon which the plan can be developed. The data collected will allow the following to be determined:

a) *Target groups* (by collecting data on who is injured, who is taking risks, and who is affected by mines and UXO);

b) *Areas of work* (by collecting data on where people are injured, where is the threat, etc);

c) *Messages* (and subsequently the activities) according to target groups (by assessing how people are injured and how they take risks);

d) *Approaches and methodologies* that are likely to induce behavioural change;

e) *Channels of communication* and the way the target groups communicate and learn;

f) *Institutional arrangement and partnerships* for providing MRE messages and an emergency response;

g) *Resources available and their allocation;* and

h) *Timeframe for the project* (by collecting data on the nature and size of the mine/UXO problem, and estimated timeframe for removing the impact).

Assessment should be objective and free of bias. The process of data collection and analysis should be transparent. To achieve this, a needs assessment shall:

a) identify the priority problem by looking at the following issues:

(1) Prevalence - is the mine/UXO problem widely spread or contained to certain geographical areas or types of land? Which areas are contaminated?

(2) Severity - how serious is the problem? How does it impact on the people (physically, psychologically and economically)? Does it impact on everyone in their daily life or mainly on infrastructure, roads and transport for example?

(3) Selectivity - does the mine/UXO problem affect particular groups more severely than others e.g. women, the poor, children, farmers, returnee populations etc. What is the status of mine/UXO survivors?

(4) Mine action response - what level of response is required? Complete clearance, selective clearance, marking, MRE, survivor assistance or another (non-mine action) humanitarian intervention?

(5) Community self help - is there a level of self-help by the community in terms of sharing of warnings and safety messages, marking or village demining?

b) analyse the problem in terms of the following factors:

(1) Environmental factors - physical characteristics that expose people to risk, seasonal changes that increase risk, security changes that block access to areas or force people to risk areas.

(2) Mine action factors - are mine action services able to respond adequately to the expressed needs of the community, is MRE sensitive to the needs of the target groups and accepted by them?

(3) Self-help factors - to what extent does the community conduct 'self-help' practices, such as marking or village demining, and are they willing to share any information about or arising from this practice?

(4) Social factors - social norms and practices, levels of support from relatives and wider social networks, interaction between different groups in the community, dominant role models in the community.

(5) Medical factors - do the villagers have access to medical care, such as first aid and rehabilitation care? What are their emergency rescue procedures and do they have transportation to medical facilities?

(6) Cultural factors - collectively held values (from religious convictions or other shared beliefs), which influence a society's response to its environment, determining for example what is good practice and behaviour.

(7) Individual factors - levels of knowledge of safe behaviour around mines/UXO, individual behaviour, attitudes and beliefs, levels of literacy and education.

(8) Economic factors - economic or livelihood pressures, access to economic resources.

(9) Political and legal factors - what opportunity does the community have to participate in decision-making, access to the legal system, and existence of supportive laws, regulations and policies.[3]

7. Guiding principles

As explained in the 'Guide for the management of mine risk education' (IMAS 07.11), the series of standards for MRE are based on a set of principles for MRE which are considered at each phase of the project cycle and provide a framework for the layout of the standards. Each of these principles are addressed in turn below to provide guidance for data collection and needs assessment for MRE programmes and projects.

7.1. Stakeholder involvement

The purpose of collecting data and assessing needs should be established in agreement with all relevant stakeholders, and results shared with them. This is particularly applicable for data collected from the affected communities themselves.

3. Burnett Institute, *A guide to Using Participatory Approaches to Plan, Monitor and Evaluate Mine/UXO Risk Reduction Education,* November 2001.

7.2. Coordination

In establishing the conditions that enable the effective management of mine action, a key responsibility of the NMAA or body acting on its behalf is to facilitate coordination. The GMAA process should provide a general framework to guide the activities (including needs assessment activities) of the organisations active in mine action. In addition, coordinated or joint data collection and needs assessments, specifically demining and victim assistance, should be encouraged.

In order to increase the potential for coordination, the NMAA should provide an inventory of all the organisations working in mine action and their specific activities.

Organisations conducting MRE projects should be committed to coordination, when collecting and analysing data for needs assessment. In particular, they:

a) should use information from existing assessments, when available, to avoid unnecessary duplication. If using secondary data, it should be validated for currency and accuracy.

b) should share the results of their own assessments. In particular, they should provide information~~,~~ feedback to the NMAA.

c) may consider joint needs assessments.

In order to facilitate coordination project managers or persons responsible for the implementation of MRE should identify potential partners and discuss potential solutions with them. In doing so they should identify gaps and opportunities for partnerships and define the duration and purpose of partnerships. In this context the organisation should also consider the relevance of the chosen partner in the short, medium and long term (emergency, transition and rehabilitation and development contexts).

7.3. Integration

In order to ensure integration of MRE with other mine action activities, as well as those of other relevant sectors:

a) A needs assessment should gather information not only from MRE and mine action organisations but also from other relevant organisations and authorities (e.g., police, health, social welfare and agriculture sectors, civil society organisations, hospitals and rehabilitation centres).

b) Data on mine victims gathered through assessments should be reported according to a national standard (where one applies). Conversely, general data on mine victims, when needed, should be available at the NMAA, or other national institutions.

c) Details of suspected mine/UXO contaminated areas gathered from assessment should be forwarded to the NMAA, which should make it available to all mine action organisations. Data forwarded to the NMAA about suspected areas should be as accurate and current as possible. Training (for example in map reading and giving grid references) may be required for the staff of MRE organisations to accurately record and understand the locations of suspected areas.

d) Data collected by mine action organisations should be shared by the NMAA, where existing, or by implementing organisations directly, to relevant organisations from other sectors (such as health, social welfare, education, agriculture, transport, information) so they are aware and informed of UXO and mine hazards. This will assist in their forward planning for humanitarian assistance and socio-economic development.

7.4. Community participation and empowerment

Where possible, the process of needs assessment should actively involve the at-risk community. Methods to ensure community involvement and participation (in the assessment itself as well as in the proposed projects) should be a concern in planning a needs assessment.

Participatory approaches should be employed, where possible to assist in generating interest and ownership at the community level from the beginning of the MRE project. In order to ensure this:

a) The target community, which may include local authorities, should be the focal point of the assessment.

b) The assessment should be done with full participation of the community (although in an emergency context this may have to be done in a limited manner).

c) The capacities of the communities and their interest and likely involvement in the foreseen project should be taken into consideration to determine the sustainability of the project.

d) The community should be involved in establishing the objectives of the assessment.

7.5. Information management and exchange

Organisations conducting MRE needs assessments:

a) should draw on existing information already obtained from the GMAA process, such as that obtained by any emergency or landmine impact survey, technical survey or clearance records from the national mine action database, mine victim profiles and other studies assessing the capacities and vulnerabilities of the target communities.

b) should use terminology and categorisation that is consistent with the national mine action information system and where applicable may use nationally designed data collection forms.

c) should enter, or provide to the NMAA to be entered, all data collected in a national mine action information system, such as IMSMA, to facilitate information exchange.

d) should make use of all appropriate informants, such as the village committee, village elders, ex-combatants, women's groups, village deminers, teachers, out of school children and religious groups.

7.6. Appropriate targeting

The needs assessment should address the different needs, vulnerabilities and expectations of various groups and should be sensitive to culture, gender, age etc.

A review of existing community social networks, key community opinion leaders, local development committees, should be included in the needs assessment.

7.7. Education

The identification of local needs and capacities connected with education and message delivery should be considered when undertaking a needs assessment. Needs assessments should gather information relating to the existing skills, knowledge, attitudes, structures and practices that may be relevant for the intended projects (consider for example the different focus of public information or peer education projects). Information may be collected on:

a) Formal and non-formal education systems.

b) Existing local training/educational capacity.

c) Community learning strengths and weaknesses.

d) Capacity for learner centred activities within the community.

The needs assessment should also collect the necessary information to understand what messages, curriculum and techniques may be more appropriate. In particular:

a) Community input should be sought in assessing local safety strategies. This particularly relates to villages and beneficiaries involved in designing safer village strategies as a part of projects conducting community mine action liaison.

b) There should be an assessment of established first aid locations, available medical facilities and casualty evacuation procedures at the community level to assist in development of MRE messages.

c) Established local ways of communicating should be assessed to ensure that the communications techniques are the most appropriate to ensure the message is understood.

The design of safety messages, and where applicable the curriculum, should be based on information collected during the needs assessment to enable the teaching of valid behaviours known to reduce mine/UXO risks. During the data collection process, the target groups have been identified and interviewed about their perception of the danger, vulnerability, needs, etc and messages will be elaborated based on this data. Through that process, target groups will have contributed to the elaboration of messages for themselves.

7.8. Training

The training provided to staff conducting needs assessment should ensure that members of staff:

a) understand the reason for collecting the data and how it will be analysed;

b) are aware of the safety standards that shall be applied when conducting assessments and are not put at unnecessary risk;

c) are provided with comprehensive and on-going training, particularly in relation to norms and ethical standards for collecting data and conducting a needs assessment.

8. Areas of responsibility

Where specific roles and responsibilities are not identified, the reader should refer to IMAS 07.11, Guide for the management of MRE.

8.1. United Nations

The United Nations:

a) shall ensure MRE needs are assessed, and appropriate MRE provided in all new and existing UN mine action programmes;[4]

b) should support the NMAA or mine action organisations operating in the absence of a NMAA to assess MRE needs;

c) shall support the NMAA, or mine action organisations operating in the absence of a NMAA, with the establishment of a mine action information management system, such as IMSMA.

4. Goal 1.1 of the UNICEF Mine Action Strategy 2002/2005, p 9.

8.2. National Mine Action Authority (NMAA)

The NMAA, or an organisation acting on its behalf:

a) shall ensure MRE needs are assessed, by facilitating and where applicable coordinating and monitoring the data collection and needs assessment in accordance with national or international standards;

b) shall establish a database as part of the national mine action information system for the management of data collected for the MRE needs assessment and for the data from subsequent coordination and monitoring of MRE activities. It should also ensure that this information is provided to all relevant stakeholders (at a minimum to mine action organisations);

c) should share data collected by mine action organisations to relevant organisations from other sectors (such as health, social welfare, education, agriculture, transport, information) so they are aware and informed of UXO and mine hazards;

d) shall ensure that all parties have access to assessment reports;

e) shall facilitate donor funding of needs assessments, where applicable;

f) should ensure that any national MRE needs assessment includes information on the planned activities and strategies of other organisations (both mine action and from other humanitarian and development sectors), as appropriate;

g) should provide guidelines on needs assessments; and

h) should publish and circulate assessment findings to other relevant organisations.

8.3. Mine Risk Education (MRE) organisation

The organisation undertaking MRE:

a) should share data collected with the NMAA, where possible;

b) should conduct its assessment in accordance with IMAS and/or national standards as applicable;

c) should involve primary stakeholders (i.e. individuals and authorities within the at-risk community) in the assessment and should share relevant assessment information with them; and

d) should disseminate information to other interested stakeholders (e.g. other key organisations and authorities).

8.4. Donors

Donor organisations:

a) should incorporate funding for data collection and needs assessment in agreements with MRE organisations;

b) should specify that the data collection and needs assessment is to be conducted in accordance with IMAS and/or national standards, where applicable in funding agreements with MRE organisations;

c) should coordinate with other donors to avoid duplication;

d) may participate in assessments.

Annex A
(Normative)
References

The following normative documents contain provisions, which, through reference in this text, constitute provisions of this part of the standard. For dated references, subsequent amendments to, or revisions of, any of these publications do not apply. However, parties to agreements based on this part of the standard are encouraged to investigate the possibility of applying the most recent editions of the normative documents indicated below. For undated references, the latest edition of the normative document referred to applies. Members of ISO and IEC maintain registers of currently valid ISO or EN:

a) IMAS 01.10 Guide for the application of IMAS;
b) IMAS 04.10 Glossary of mine action terms, definitions and abbreviations;
c) IMAS 07.11 Guide for the management of mine risk education;
d) IMAS 07.31 Accreditation of mine risk education organisations and operations;
e) IMAS 07.41 Monitoring of mine risk education programmes and projects;
f) IMAS 08.10 General mine action assessment;
g) IMAS 12.10 Planning for mine risk education programmes and projects;
h) IMAS 12.20 Implementation of mine risk education programmes and projects; and
i) IMAS 14.20 Evaluation of mine risk education programmes and projects.

The latest version/edition of these references should be used. GICHD hold copies of all references used in this standard. A register of the latest version/edition of the IMAS standards, guides and references is maintained by GICHD, and can be read on the IMAS website (*www.mineactionstandards.org*). National employers, mine action authorities, and other interested bodies and organisations should obtain copies before commencing mine action programmes.

Annex B
(Informative)
Terms, definitions and abbreviations

B.1.
community liaison
community mine action liaison
liaison with mine/UXO affected communities to exchange information on the presence and impact of mines and UXO, create a reporting link with the mine action programme and develop risk reduction strategies. Community mine action liaison aims to ensure community needs and priorities are central to the planning, implementation and monitoring of mine action operations.

Note: Community liaison is based on an exchange of information and involves communities in the decision making process, (before, during and after demining), in order to establish priorities for mine action. In this way mine action programmes aim to be inclusive, community focused and ensure the maximum involvement of all sections of the community. This involvement includes joint planning, implementation, monitoring and evaluation of projects.

Note: Community liaison also works with communities to develop specific interim safety strategies promoting individual and community behavioural change. This is designed to reduce the impact of mines/UXO on individuals and communities until such time as the threat is removed.

B.2.
demining
humanitarian demining
activities which lead to the removal of mine and UXO hazards, including technical survey, mapping, clearance, marking, post-clearance documentation, community mine action liaison and the handover of cleared land. Demining may be carried out by different types of organizations, such as NGOs, commercial companies, national mine action teams or military units. Demining may be emergency-based or developmental.

Note: in IMAS standards and guides, mine and UXO clearance is considered to be just one part of the demining process.

Note: in IMAS standards and guides, demining is considered to be one component of mine action.

Note: in IMAS standards and guides, the terms demining and humanitarian demining are interchangeable.

B.3.
education
the imparting and acquiring over time of knowledge (awareness or possession of facts, ideas, truths or principles), attitude and practices through teaching and learning. [Oxford Concise English Dictionary]

B.4.
guide
an IMAS guide provides general rules, principles, advice and information.

B.5.
IMSMA
the Information Management System for Mine Action (IMSMA).

Note: This is the United Nation's preferred information system for the management of critical data in UN-supported field programmes. The Field Module (FM) provides for data collection, information analysis and project management. It is used by the staffs of MACs at national and regional level, and by the implementers of mine action projects - such as demining organisations.

B.6.
International Mine Action Standards (IMAS)
documents developed by the UN on behalf of the international community, which aim to improve safety and efficiency in mine action by providing guidance, by establishing principles and, in some cases, by defining international requirements and specifications.

Note: They provide a frame of reference which encourages, and in some cases requires, the sponsors and managers of mine action programmes and projects to achieve and demonstrate agreed levels of effectiveness and safety.

Note: They provide a common language, and recommend the formats and rules for handling data which enable the free exchange of important information; this information exchange benefits other programmes and projects, and assists the mobilisation, prioritisation and management of resources.

B.7.
Landmine Impact Survey (LIS)
impact survey
an assessment of the socio-economic impact caused by the actual or perceived presence of mines and UXO, in order to assist the planning and prioritisation of mine action programmes and projects.

B.8.
mine
munition designed to be placed under, on or near the ground or other surface area and to be exploded by the presence, proximity or contact of a person or a vehicle. [MBT]

B.9.
mine action
activities which aim to reduce the social, economic and environmental impact of mines and UXO.

Note: Mine action is not just about demining; it is also about people and societies, and how they are affected by landmine contamination. The objective of mine action is to reduce the risk from landmines to a level where people can live safely; in which economic, social and health development can occur free from the constraints imposed by landmine contamination, and in which the victims' needs can be addressed. Mine action comprises five complementary groups of activities:

a) MRE;

b) humanitarian demining, i.e. mine and UXO survey, mapping, marking and clearance;

c) victim assistance, including rehabilitation and reintegration;

d) stockpile destruction; and

e) advocacy against the use of APM.

Note: A number of other enabling activities are required to support these five components of mine action, including: assessment and planning, the mobilisation and prioritisation of resources, information management, human skills development and management training, QM and the application of effective, appropriate and safe equipment.

B.10.
mine awareness
see Mine Risk Education (MRE).

B.11.
Mine Risk Education (MRE)
activities which seek to reduce the risk of injury from mines/UXO by raising awareness and promoting behavioural change; including public information dissemination, education and training, and community mine action liaison.

B.12.
MRE organisation
any organisation, including governmental, non-governmental, civil society organisations (e.g. women's union, youth union, red cross and red crescent societies), commercial entities and military personnel (including peace-keeping forces), which is responsible for implementing MRE projects or tasks. The MRE organisation may be a prime contractor, subcontractor, consultant or agent. The term 'MRE sub-unit' refers to an element of an organisation, however named, that is accredited to conduct one or more prescribed MRE activities such as a public information project, a schools based education project or a community mine action liaison project evaluation.

B.13.
National Mine Action Authority (NMAA)
the government department(s), organisation(s) or institution(s) in each mine-affected country charged with the regulation, management and coordination of mine action.

Note: In most cases the national MAC or its equivalent will act as, or on behalf of, the NMAA.

Note: In certain situations and at certain times it may be necessary and appropriate for the UN, or some other recognised international body, to assume some or all of the responsibilities, and fulfil some or all the functions, of a NMAA.

B.14.
public information dissemination
information concerning the mine and UXO situation, used to inform or update populations. Such information may focus on particular issues, such as complying with the mine ban legislation, or may be used to raise public support for the mine action programme. Such projects usually include risk reduction messages, but may also be used to reflect national mine action policy.

B.15.
risk
combination of the probability of occurrence of **harm** and the severity of that **harm** [ISO Guide 51:1999]

B.16.
survivors (landmine/UXO)
persons either individually or collectively who have suffered physical, emotional and psychological injury, economic loss or substantial impairment of their fundamental rights through acts or omissions related to the use of mines and UXO. Mine survivors or victims include directly impacted individuals, their families, and communities affected by landmines and UXO.

B.17.
Unexploded Ordnance (UXO)
EO that has been primed, fuzed, armed or otherwise prepared for use or used. It may have been fired, dropped, launched or projected yet remains unexploded either through malfunction or design or for any other reason.

B.18.
United Nations Mine Action Service (UNMAS)
The focal point within the UN system for all mine-related activities.

Note: UNMAS is the office within the UN Secretariat responsible to the international community for the development and maintenance of IMAS.

Note: UNICEF is the focal point for MRE, within the guidelines of UNMAS overall coordination.

B.19.
victim
an individual who has suffered harm as a result of a mine or UXO accident.

Note: In the context of victim assistance, the term victim may include dependants of a mine casualty, hence having a broader meaning than survivor.

B.20.
village demining
self-supporting mine and/or UXO clearance and hazardous area marking, normally undertaken by local inhabitants, on their own behalf or the behalf of their immediate community. Often described as a *self-help initiative or spontaneous demining,* village demining usually sits outside or in parallel with formal mine action structures, such as *demining* undertaken by militaries or *humanitarian demining* such as is supported by the UN, international and national non-governmental organisations, private enterprise and governments, among others.

Amendment record

Management of IMAS amendments

The IMAS series of standards are subject to formal review on a three-yearly basis, however this does not preclude amendments being made within these three-year periods for reasons of operational safety and efficiency or for editorial purposes.

As amendments are made to this IMAS they will be given a number, and the date and general details of the amendment shown in the table below. The amendment will also be shown on the cover page of the IMAS by the inclusion under the edition date of the phrase *'incorporating amendment number(s) 1 etc.'*

As the formal reviews of each IMAS are completed new editions may be issued. Amendments up to the date of the new edition will be incorporated into the new edition and the amendment record table cleared. Recording of amendments will then start again until a further review is carried out.

The most recently amended IMAS will be the versions that are posted on the IMAS website at *www.mineactionstandards.org.*

Number	Date	Amendment Details
1	1 Dec 2004	1. Formatting changes. 2. Minor text editing changes. 3. Changes to terms, definitions and abbreviations where necessary to ensure that this IMAS is consistent with IMAS 04.10.
2	23 Jul 2005	1. Annex B, change to the definition of 'Mine Risk Education (MRE)' to be consistent with IMAS 04.10.

IMAS 12.10: Planning for mine risk education programmes and projects

First Edition
23 December 2003
Incorporating amendment number(s) 1 & 2

Foreword

International standards for humanitarian mine clearance programmes were first proposed by working groups at an international technical conference in Denmark, in July 1996. Criteria were prescribed for all aspects of mine clearance, standards were recommended and a new universal definition of 'clearance' was agreed. In late 1996, the principles proposed in Denmark were developed by a UN-led working group and the International Standards for Humanitarian Mine Clearance Operations were developed. A first edition was issued by the UN Mine Action Service (UNMAS) in March 1997.

The scope of these original standards has since been expanded to include the other components of mine action and to reflect changes to operational procedures, practices and norms. The standards were re-developed and renamed as International Mine Action Standards (IMAS).

The United Nations has a general responsibility for enabling and encouraging the effective management of mine action programmes, including the development and maintenance of standards. UNMAS, therefore, is the office within the United Nations responsible for the development and maintenance of IMAS. IMAS are produced with the assistance of the Geneva International Centre for Humanitarian Demining.

The work of preparing, reviewing and revising IMAS is conducted by technical committees, with the support of international, governmental and non-governmental organisations. The latest version of each standard, together with information on the work of the technical committees, can be found at http://*www.mineactionstandards.org/.* Individual IMAS are reviewed at least every three years to reflect developing mine action norms and practices and to incorporate changes to international regulations and requirements.

Introduction

Planning is the way in which organisations wishing to conduct Mine Risk Education (MRE) programmes and projects identify the most effective way to reduce the risk of injury from mines and UXO of target populations through raising awareness and by promoting behavioural change.

Planning is essential to effective implementation and should be based upon careful and on-going assessment of the needs of the affected communities. Planning should determine how monitoring and evaluation of the programme or project will be conducted.

Planning for MRE should be carried out in support of the national mine action programme and annual plan(s), or be linked to its development where a programme and plans have yet to be developed. Planning should also be linked to community development initiatives.

The organisational accreditation of an MRE organisation will usually be dependent upon its demonstrated ability to plan and manage effectively.

Planning for mine risk education programmes and projects

1. Scope

This standard provides guidance for the planning of Mine Risk Education (MRE) programmes and projects. It does not designate what should be in a plan in specific detail; rather it provides a broad range of options which should be considered during the planning phase.

2. References

A list of normative references is given in Annex A. Normative references are important documents to which reference is made in this standard and which form part of the provisions of this standard.

3. Terms, definitions and abbreviations

In IMAS, the words 'shall', 'should' and 'may' are used to convey the intended degree of compliance. This use is consistent with the language used in ISO standards and guides:

a) 'shall' is used to indicate requirements, methods or specifications that are to be applied in order to conform to the standard. It is used sparingly in the IMAS standards.

b) 'should' is used to indicate the preferred requirements, methods or specifications.

c) 'may' is used to indicate a possible method or course of action.

The term 'Mine Risk Education' (MRE) refers to activities which seek to reduce the risk of injury from mines/UXO by raising awareness and promoting behavioural change; including public information dissemination, education and training, and community mine action liaison.

The term 'MRE organisation' refers to any organisation, including governmental, non-governmental, civil society organisations (e.g. women's union, youth union, red cross and red crescent societies), commercial entities and military personnel (including peace-keeping forces), which is responsible for implementing MRE projects or tasks. The MRE organisation may be a prime contractor, subcontractor, consultant or agent. The term 'MRE sub-unit' refers to an element of an organisation, however named, that is accredited to conduct one or more prescribed MRE activities such as a public information project, a schools based education project or a community mine action liaison project evaluation.

The term 'National Mine Action Authority (NMAA)' refers to the government department(s), organisation(s) or institution(s) in each mine-affected country charged with the regulation, management and co-ordination of mine action. In most cases the national Mine Action Centre (MAC) or its equivalent will act as, or on behalf of, the NMAA. In certain situations and at certain times it may be necessary and appropriate for the UN, or some other recognised international body, to assume some or all of the responsibilities, and fulfil some or all of the functions, of a NMAA. In such cases the UN should provide appropriate technical support including suitably qualified personnel, experienced in MRE.

The term 'project' refers to an activity, or series of connected activities, with an agreed objective. A project will normally have a finite duration and a plan of work. The resources needed to successfully accomplish the objective will normally be defined and agreed before the start of the project.[1]

1. In mine action, the method of defining the objective, the means of achieving the objective and the resources needed are usually referred to as a 'project proposal' or 'project document'.

The term 'programme' implies the medium to long-term activities of an organisation in the fulfilment of its vision and strategic objective. A mine action programme consists of a series of related mine action projects. Similarly, an MRE programme consists of a series of related MRE projects.

A list of terms, definitions and abbreviations used in this standard is given in Annex B. A complete glossary of all the terms, definitions and abbreviations used in the IMAS series of standards is given in IMAS 04.10.

4. Planning

The purpose of project planning for MRE is to define the project goals and objectives, and establish a *plan of action* to meet the goals and objectives. Informed planning should enable the organisation to implement MRE activities efficiently and effectively according to the needs of targeted groups.

As far as possible all stakeholders should be involved in the planning process. The goals, objectives and activities of the programme should reflect their participation in the assessment and planning stages.

Project planning should be informed by, and conducted in accordance with, the national mine action plan, where it exists. It is a process which requires managers to agree to the specific objectives of their project, to identify and evaluate the alternative ways of achieving these objectives, and to select the most appropriate way forward.

Planning is conducted prior to implementation. However, the plan needs to be reviewed regularly in order to adapt the project to the reality of implementation. This is conducted through monitoring and evaluation as part of the MRE project cycle and is shown diagrammatically in Annex C.

The monitoring and evaluation system needs to be defined and relevant indicators should be determined at the planning stage.

5. General requirements

Any planning process involves setting the overall objective of the programme or project, and then setting a series of enabling objectives and activities to achieve them. Each activity should contribute to achieving a specific objective; and for each activity planned, it should be clearly stated what inputs (resources) are required and the expected outputs. Measurable indicators and sources for verification should be established for assessing the achievement of each enabling objective.

Planning projects in such a logical way enables organisations to carefully consider the reason for conducting every activity, and to determine the inputs required to achieve each output. The activities, inputs and outputs can be checked by both internal and external monitoring procedures. The stated objectives and indicators for measuring performance and achievement of those objectives should form the basis of the evaluation.

One way of conducting such a logical planning approach is through the use of logical framework analysis. This approach allows the presentation of planned activities to be clearly presented (in a framework format) to relevant stakeholders.

6. Planning for various Mine Risk Education (MRE) activities

The MRE plan should:

d) be integrated into the national mine action strategy and the overall national humanitarian and development strategies;

e) reflect the priorities of the organisations and people involved (such as government, donors, communities, women, children, minorities, village deminers, and persons with disabilities);

f) reflect the nature of the threat to populations, whether it is predominantly a mine or a UXO threat, or both;

g) take into account the risk of any negative side effects generated by the activities;

h) be culturally appropriate;

i) be based on appropriate means of communication;

j) where possible, involve the intended beneficiaries in programme, design, implementation and monitoring;

k) draw on lessons learned through other MRE programmes;

l) offset urban and gender biases and other biases;

m) establish clear procedures and structures for reporting to donors;

n) be sustainable, that is, cover capacity building and training;

o) be flexible and adaptable;

p) identify indicators to gauge the progress and the impact of the programme;

q) identify appropriate monitoring and evaluation systems;

r) be realistic and take into account programme inputs, such as local and external management capacities and the availability of staff, skills and resources; and

s) assure adequate funding and logistical support.

Whilst the general requirements apply to planning any MRE programme or project, there may be specific planning requirements for particular activities. These are given in more detail below.

6.1. Planning for public information dissemination activities

Public information dissemination involves the use of mass media to convey messages to the general public. It is an effective tool for MRE, conveying relevant information in a cost effective and timely manner to raise awareness of the mine and UXO threat, and to promote behavioural change among affected populations. The level of media usage and type of media predominantly used will vary both between and within countries, however the plan should consider the target audience and the selection of the most appropriate media to reach that audience. To do this, the audience viewing or listening figures of different TV and radio stations, newspaper or magazine circulation figures should be known and, where possible broken down geographically and demographically. The timing, frequency and intensity of the messages should also be considered in order to have maximum impact without producing the counter effect (i.e. de-sensitising the target groups to the threat of mines/UXO) through saturation or overload.

Where appropriate, for example if planning a national level media campaign that competes for media coverage, it may be more effective for an MRE organisation to work with a professional marketing agency to plan a media campaign strategy. When working with local media, media space is usually less competitive and a media campaign may usually be planned effectively with the local media as a partner.

6.2. Planning for education and training activities

There are two categories of education and training activities:

a) direct education and training by the MRE organisation; and

b) Training of Trainers (TOT).

Some organisations will use their own staff to train the affected communities; this is often in the case of emergencies. Others will work with partners and train others to conduct the

training. Examples of this TOT approach may be the training of teachers for the implementation of MRE within the school curriculum, the training of community volunteers to educate members of their own communities or the training of children to conduct child to child education.

Note: The two approaches are not mutually exclusive and often organisations will start off conducting direct training and progress towards TOT.

An important part of planning is to consider whether the training will be conducted directly or through partners, and if so to select the most appropriate partners to communicate the message effectively to the target groups. It must then consider the time and resources required to train and provide support to the trainers.

Note: The term 'training' is used here to include formal training and informal sharing of knowledge. For example, the training of volunteers or of teachers may be very structured but in other cases it may not involve any structured or formal training at all but a series of discussions to facilitate the development of safety messages. This may be the case, for example when religious leaders or community leaders are chosen as MRE partners.

6.3. Planning for community mine action liaison

Community mine action liaison refers to the system and processes used to exchange information between national authorities, mine action organisations and communities on the presence of mines and UXO, and of their potential risk. It enables communities to be informed when a demining activity is planned to take place, the nature and duration of the task, and the exact locations of areas that have been marked or cleared.

Furthermore it enables communities to inform local authorities and mine action organisations on the location, extent and impact of contaminated areas. This information can greatly assist the planning of follow on mine action activities such as technical survey, marking and clearance, and if necessary the provision of assistance to landmine survivors. Community mine action liaison creates a vital reporting link to the programme planning staff, and enables the development of appropriate and localised risk reduction strategies. Community mine action liaison aims to ensure that mine action projects address community needs and priorities.

Community mine action liaison should be carried out by all organisations conducting mine action operations. These may be MRE-specific organisations, or MRE individuals and/or 'sub-units' within a mine action organisation.

Community mine action liaison with the affected populations may start far in advance of demining activities and may help the development of a capacity at the community level to assess the risk, manage the information and develop local risk reduction strategies. This may assist communities gather the necessary information to lobby the relevant stakeholders and advocate for mine action and other assistance intervention.

The requirement for community mine action liaison to be conducted prior to any demining operation, means that MRE and demining organisations working in a similar geographical area, should coordinate fully with each other to enable joint planning of community mine action liaison to occur.

7. Guiding principles

As explained in the 'Guide for the management of mine risk education' (IMAS 07.11), the series of standards for MRE are based on a set of requirements or principles for MRE to be considered at each phase of the project cycle and provide a framework for the layout of the standards. Each of these requirements are addressed in turn below to provide guidance for project planning for MRE.

7.1. Stakeholder involvement

Mine affected communities are the primary stakeholders in mine action. Other stakeholders are mine action organisations, governments and public institutions, aid agencies, and community groups. Stakeholder participation is necessary at each stage of the project cycle, to ensure that:

a) The needs of mine-affected communities and groups are addressed;

b) National and local economic and development priorities are taken into account; and

c) Mine action supports and enables humanitarian and development activities.

The planning process may involve the stakeholders but does not necessarily require their participation if they were fully involved in the needs assessment (see IMAS 08.50 Data collection and needs assessment for mine risk education).

7.2. Coordination

MRE should be well coordinated, both between and within projects. Effective coordination will enable consistency of pedagogical content, optimise the use of resources, and minimise any duplication of effort. Effective planning requires effective coordination.

7.3. Integration

MRE activities should be fully integrated with the other mine action, humanitarian and development activities to achieve a synergistic effect.

At the national level, the NMAA should encourage the integration of national mine action planning with all relevant sectors and organisations working in mine / UXO impacted areas. In planning such integrated activities, the NMAA should provide an integration plan and update the plan regularly.

NMAA should encourage organisations to widen the scope of their mine action interventions. For example, a mine action agency conducting MRE education and training activities may need to examine whether it should also become involved in public information dissemination or community liaison activities, or even non-MRE activities such as marking and fencing, Explosive Ordnance Disposal (EOD), or victim assistance.

7.4. Community participation and empowerment

The primary stakeholders in MRE are the members of the affected communities and the concept of empowering communities through participation should shape MRE projects throughout the project cycle.

A community mine action plan should be developed, based on the expressed needs of the affected community and these needs should be incorporated into the higher level of mine action planning.

Note: Community 'needs' often incorporate economic needs (i.e. the need for income) and though this cannot be resolved through mine action alone, planning of MRE may acknowledge this and involve other partners who can provide assistance and support income generation activities.

Members of the affected community may participate in the planning process or in an assessment of the plan. Representatives of different groups within the community may take leadership roles (according to their capacity) in the planning process.

Community involvement during the data collection and needs assessment phase should encourage and enable the creation of MRE materials by the affected communities themselves. Provision for this in the planning phase may positively impact on the sustainability of the project.

The planning process should address community ownership of the project and its sustainability.

7.5. Information management and exchange

The effective planning of MRE programmes and projects requires accurate, appropriate and timely information. There are many sources of information at local, national and international level and the resulting collated information is needed by a wide range of individuals involved in the planning, implementation, monitoring and evaluation of MRE projects.

NMAA and MRE organisations should establish and maintain effective management information systems. The UN's system for mine action information management, the Information Management System for Mine Action (IMSMA), has been developed to provide the facility to collect, collate and distribute relevant information at field and headquarters levels in a timely manner. IMSMA is available to all mine action programmes.

Guidance on information needs, information management and the application of information systems to mine action programmes, including MRE projects, is given in IMAS 05.10.

Information should also be collected on the practice of 'village demining'[2] in communities, as such groups are often more informed about the nature of the threat facing the community and practically express certain priorities due to their work.

Note: Any data on mine victims is sensitive and care should be taken to protect the names and personal details of survivors and the families of victims.

7.6. Appropriate targeting

Mine action programmes should be context specific and respect the different needs and priorities, and the different local cultural values and norms of the affected communities.

Project planning should ensure that members of the community that are at risk are adequately protected, giving special attention to the most vulnerable members. Project planning should understand and serve the needs, and promote the rights, of different groups. It should not be prejudiced on the basis of gender, age, ethnicity, etc.

Appropriate targeting for the programme or project should be informed by the data collected and the assessment. In doing so, planning shall consider the cultural implications which arise from the needs assessment and should show that any particular power-influence relationships, which exist within and between different groups, have been considered. This may assist in reaching vulnerable groups even whilst targeting another group, for example accessing children through their mothers.

In order to ensure that MRE activities adequately respond to the needs of the different target groups:

a) The plan shall include approaches, methodologies, materials and messages, which are based on the results of the needs assessment and adjusted to the target groups. For example, MRE materials may be gender-specific where appropriate.

b) Planning should ensure that projects are culturally sensitive, i.e. that they are in accordance with the cultural values and norms of the affected population. However, it may not be appropriate to adhere to such cultural values and norms when they violate the dignity and rights of some individuals. For example, if discrimination based on gender is part of the dominant culture, planning may still maintain a desire for gender equality.

c) The plan should include a process of pre-testing any messages, methodologies, and materials based on the needs and participation of the target audience.

2. See *Annex B* for a definition of 'village demining'.

d) There are many lessons to be learned from previous experiences, including from other country programmes and projects. Experiences and results from monitoring and evaluating such projects may be incorporated into the planning process.

The plan should make provisions to use the most competent staff to work with the target groups. In particular:

a) it should include sufficient time and resources for appropriate staff development and training in, for example, the implementation of interactive methodologies;

b) different age, gender and interest groups should be addressed by trainers or facilitators of the appropriate age, gender and interest group, where possible; and

c) organisations should plan for a balance of social groups (including gender, ethnic background, etc.) within staff teams, where possible.

The plan should consider having a policy towards mine victims, and in particular consider:

a) including a component of disability awareness to be integrated in the project;

b) establishing mechanisms for effective co-ordination with organisations providing services for mine victims (i.e. for disability);

c) being informed by and, if possible feeding information to, the national database on mine victims, where appropriate;

d) involving victims where possible to assess the appropriateness, clarity and value of the MRE messages to be used;

e) encouraging a policy of employing victims;

f) providing support (financial, logistic) to competent organisations assisting mine victims, as appropriate;

g) assisting the establishment of connections between victims and the local community at the project, national and global levels; and

h) evacuating casualties to appropriate medical services.

The plan should consider any 'village demining' activities that may be occurring in the target location. In particular:

a) assessing the general motivations and work practices of village deminers;

b) analysing their priorities of work;

c) gathering information on the location of contaminated areas that village deminers have been working on, or plan to work, and the types and numbers of devices they may have removed, destroyed or otherwise disposed of; and

d) gaining feedback from other local inhabitants on the work of village deminers.

7.7. Education

The development of educational methodologies and appropriate content in planning should derive from the needs assessment:

a) Safety messages should reflect the needs assessment and should be confirmed through the NMAA, where possible. The messages and information conveyed through should be adapted to the local situation and to local target groups according to the results of the needs assessment, and they should be field tested prior to dissemination. Materials which are developed in education and training programmes should be simple, clear, readable, in appropriate languages, relevant, realistic, attractive, accurate, culturally and religiously sensitive, sustainable and durable. Messages and materials should reflect the nature of the threat facing populations, whether mine, UXO, both or other types of threat such as booby-traps.

b) Emergency rescue techniques (including both actions upon perceiving a mine/UXO danger and actions on finding a casualty in a mine field and the required response)

should be included as a part of the safety messages. The requirement for this should be based on the needs assessment and the capacities of the infrastructure (medical facilities, transport etc) surrounding the target audience (community). Such messages should be endorsed by the NMAA.

c) The occurrence of village demining should be considered and addressed in the planning and development of safety messages and those messages should be endorsed by the NMAA where possible.

d) Safety messages should include a request for community support of demining activities, (e.g. not trespassing or removing marking materials) to ensure that no one is put at risk during survey or clearance activities.

7.8. Training

The training requirements for those involved in implementing, monitoring and evaluating the project should be considered at the project planning stage. This includes consideration of who will conduct the training, who will be trained, what will be covered in the training and how the training will be conducted. There should also be a consideration of the budget implications of such training requirements.

The training course and curriculum should be built on the results of the needs assessment. The plan should include a methodology and approach to the training plan. A time frame should be specified by activity within the training plan. The involvement of related organisations is an important step in the planning process. Such involvement may be present at many different levels and therefore should be very flexible.

Provision should be made for the briefing of MRE staff on the nature of survivor assistance and demining operations and staff of such programmes should likewise be briefed on MRE activities to promote better understanding of the complementary risk reduction approaches.

Consideration should be made, where applicable, for the training of deminers to conduct MRE (primarily community liaison) whilst conducting clearance or survey activities in remote areas.

The safety of staff should be a part of the overall planning of a MRE project. This includes planning for landmine and UXO safety training for staff[3], and general Safety and Occupational Health (S&OH) training (see IMAS 10.10)[4].

8. Areas of responsibility

Where specific roles and responsibilities are not identified, the reader should refer to IMAS 07.11, Guide for the management of MRE.

8.1. United Nations

United Nations agencies should support the NMAA in developing and adhering to the standards for planning of MRE programmes and projects. In certain situations and at certain times the UN may assume some or all of the responsibilities, and fulfil some or all of the functions, of a NMAA, including the responsibility for national planning of MRE.

8.2. National Mine Action Authority (NMAA)

The NMAA, or an organisation acting on its behalf:

a) shall prepare the national plan for MRE as part of the national mine action plan.

3. See UNMAS Landmine and UXO Safety Handbook.
4. See National S&OH standards where applicable.

b) shall co-ordinate with MRE and other mine action organisations in the preparation of the national plan, to avoid duplication of effort and waste of resources.

c) should provide resources (specifically information) where appropriate to assist with planning.

d) should coordinate with organisations from other sectors (e.g. Education, Information, etc.) in mine action (including MRE) planning.

e) should assist the national government where necessary, especially with regard to other related sectors such as health and social affairs (victim assistance) or education (involving MRE in the formal school curriculum).

f) should approve the plan as a part of the process of accrediting MRE operations.

8.3. MRE organisation

MRE organisations:

a) shall make plans for projects, co-ordinated through the NMAA.

b) should ensure inclusion of the target community and local authorities during the planning phase.

c) should co-ordinate with other relevant organisations (e.g., MRE and mine action organisations and other humanitarian and development organisations), as well as national and local government authorities (e.g. Ministries of Education, Health, Planning, Social Welfare) in the development of project plans.

8.4. Donors

The donors:

a) Should only fund projects that have plans in accordance with the national mine action plan.

b) Should coordinate with the NMAA and other donors at the planning stage to avoid duplication of activities.

c) May participate in priority setting, project planning and design and beneficiary identification.

d) Should ensure adequate resources are allocated for the planning stages of programmes.

Annex A
(Normative)
References

The following normative documents contain provisions, which, through reference in this text, constitute provisions of this part of the standard. For dated references, subsequent amendments to, or revisions of, any of these publications do not apply. However, parties to agreements based on this part of the standard are encouraged to investigate the possibility of applying the most recent editions of the normative documents indicated below. For undated references, the latest edition of the normative document referred to applies. Members of ISO and IEC maintain registers of currently valid ISO or EN:

a) IMAS 01.10 Guide for the application of IMAS;

b) IMAS 04.10 Glossary of mine action terms, definitions and abbreviations;

c) IMAS 07.11 Guide for the management of mine risk education;

d) IMAS 07.31 Accreditation of MRE organisations and operations;

e) IMAS 07.42 Monitoring of mine risk education programmes and projects;

f) IMAS 08.10 General mine action assessment;

g) IMAS 08.50 Data collection and needs assessment for mine risk education;

h) IMAS 10.10 Safety and occupational health - General requirements;

i) IMAS 12.20 Implementation of mine risk education programmes and projects; and

j) IMAS 14.20 Evaluation of mine risk education programmes and projects.

The latest version/edition of these references should be used. GICHD hold copies of all references used in this standard. A register of the latest version/edition of the IMAS standards, guides and references is maintained by GICHD, and can be read on the IMAS website (*www.mineactionstandards.org*). National employers, mine action authorities, and other interested bodies and organisations should obtain copies before commencing mine action programmes.

Annex B
(Informative)
Terms, definitions and abbreviations

B.1.
community liaison
community mine action liaison
liaison with mine/UXO affected communities to exchange information on the presence and impact of mines and UXO, create a reporting link with the mine action programme and develop risk reduction strategies. Community liaison aims to ensure community needs and priorities are central to the planning, implementation and monitoring of mine action operations.

Note: Community liaison is based on an exchange of information and involves communities in the decision making process, (before, during and after **demining**), in order to establish priorities for mine action. In this way mine action programmes aim to be inclusive, community focused and ensure the maximum involvement of all sections of the community. This involvement includes joint planning, implementation, monitoring and **evaluation** of projects.

Note: Community liaison also works with communities to develop specific interim safety strategies promoting individual and community behavioural change. This is designed to reduce the impact of mines/UXO on individuals and communities until such time as the **threat** is removed.

B.2.
demining
humanitarian demining
activities which lead to the removal of mine and UXO hazards, including technical survey, mapping, clearance, marking, post-clearance documentation, community mine action liaison and the handover of cleared land. Demining may be carried out by different types of organizations, such as NGOs, commercial companies, national mine action teams or military units. Demining may be emergency-based or developmental.

Note: in IMAS standards and guides, mine and UXO clearance is considered to be just one part of the demining process.

Note: in IMAS standards and guides, demining is considered to be one component of mine action.

Note: in IMAS standards and guides, the terms demining and humanitarian demining are interchangeable.

B.3.
education
the imparting and acquiring over time of knowledge (awareness or possession of facts, ideas, truths or principles), attitude and practices through teaching and learning. [Oxford Concise English Dictionary]

B.4.
IMSMA
the Information Management System for Mine Action (IMSMA)

Note: This is the United Nation's preferred information system for the management of critical data in UN-supported field programmes. The Field Module (FM) provides for data collection, information analysis and project management. It is used by the staffs of MACs at national and regional level, and by the implementers of mine action projects - such as demining organisations.

B.5.
International Mine Action Standards (IMAS)
documents developed by the UN on behalf of the international community, which aim to improve safety and efficiency in mine action by providing guidance, by establishing principles and, in some cases, by defining international requirements and specifications.

Note: They provide a frame of reference which encourages, and in some cases requires, the sponsors and managers of mine action programmes and projects to achieve and demonstrate agreed levels of effectiveness and safety.

Note: They provide a common language, and recommend the formats and rules for handling data which enable the free exchange of important information; this information exchange benefits other programmes and projects, and assists the mobilisation, prioritisation and management of resources.

B.6.
mine
munition designed to be placed under, on or near the ground or other surface area and to be exploded by the presence, proximity or contact of a person or a vehicle. [MBT]

B.7.
mine action
activities which aim to reduce the social, economic and environmental impact of mines and UXO.

Note: Mine action is not just about demining; it is also about people and societies, and how they are affected by landmine contamination. The objective of mine action is to reduce the risk from landmines to a level where people can live safely; in which economic, social and health development can occur free from the constraints imposed by landmine contamination, and in which the victims' needs can be addressed. Mine action comprises five complementary groups of activities:

a) MRE;

b) humanitarian demining, i.e. mine and UXO survey, mapping, marking and clearance;

c) victim assistance, including rehabilitation and reintegration;

d) stockpile destruction; and

e) advocacy against the use of APM.

Note: A number of other enabling activities are required to support these five components of mine action, including: assessment and planning, the mobilisation and prioritisation of resources, information management, human skills development and management training, QM and the application of effective, appropriate and safe equipment.

B.8.
mine awareness
see Mine Risk Education (MRE).

B.9.
Mine Risk Education (MRE)
activities which seek to reduce the risk of injury from mines/UXO by raising awareness and promoting behavioural change; including public information dissemination, education and training, and community mine action liaison.

B.10.
mine risk reduction
those actions which lessen the probability and/or severity of physical injury to people, property or the environment. [Adapted from ISO Guide 51:1999(E)] Mine risk reduction can be

achieved by physical measures such as clearance, fencing or marking, or through behavioural changes brought about by MRE.

B.11.
MRE organisation
any organisation, including governmental, non-governmental, civil society organisations (e.g. women's union, youth union, red cross and red crescent societies), commercial entities and military personnel (including peace-keeping forces), which is responsible for implementing MRE projects or tasks. The MRE organisation may be a prime contractor, subcontractor, consultant or agent. The term 'MRE sub-unit' refers to an element of an organisation, however named, that is accredited to conduct one or more prescribed MRE activities such as a public information project, a schools based education project or a community mine action liaison project evaluation.

B.12.
MRE partner
an institution or agent within the mine-affected community who is able to work with an MRE organisation to facilitate, establish and implement an MRE project.

B.13.
National Mine Action Authority (NMAA)
the government department(s), organisation(s) or institution(s) in each mine-affected country charged with the regulation, management and coordination of mine action.

Note: In most cases the national MAC or its equivalent will act as, or on behalf of, the NMAA.

Note: In certain situations and at certain times it may be necessary and appropriate for the UN, or some other recognised international body, to assume some or all of the responsibilities, and fulfil some or all the functions, of a NMAA.

B.14.
public information dissemination
information concerning the mine and UXO situation, used to inform or update populations. Such information may focus on particular issues, such as complying with the mine ban legislation, or may be used to raise public support for the mine action programme. Such projects usually include risk reduction messages, but may also be used to reflect national mine action policy.

B.15.
risk
combination of the probability of occurrence of harm and the severity of that harm [ISO Guide 51:1999(E)]

B.16.
survivors (landmine/UXO)
persons either individually or collectively who have suffered physical, emotional and psychological injury, economic loss or substantial impairment of their fundamental rights through acts or omissions related to the use of mines and UXO. Mine survivors or victims include directly impacted individuals, their families, and communities affected by landmines and UXO.

B.17.
Unexploded Ordnance (UXO)
EO that has been primed, fuzed, armed or otherwise prepared for use or used. It may have been fired, dropped, launched or projected yet remains unexploded either through malfunction or design or for any other reason.

B.18.
United Nations Mine Action Service (UNMAS)
The focal point within the UN system for all mine-related activities.

Note: UNMAS is the office within the UN Secretariat responsible to the international community for the development and maintenance of IMAS.

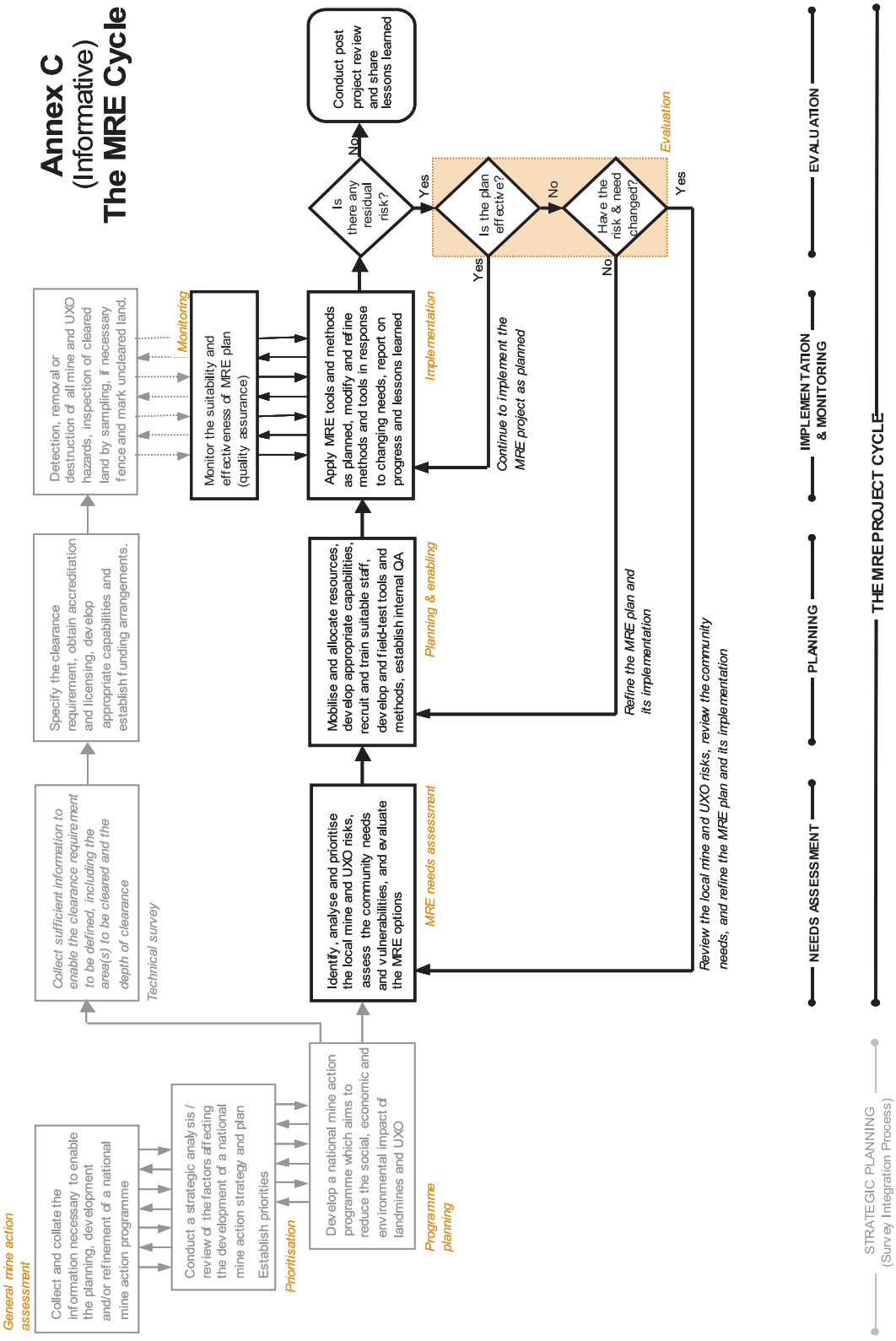
Note: UNICEF is the focal point for MRE, within the guidelines of UNMAS overall coordination.

B.19.
victim
an individual who has suffered harm as a result of a mine or UXO accident.

Note: In the context of victim assistance, the term victim may include dependants of a mine casualty, hence having a broader meaning than survivor.

B.20.
village demining
Self-supporting mine and/or UXO clearance and hazardous area marking, normally undertaken by local inhabitants, on their own behalf or the behalf of their immediate community. Often described as a *self-help initiative or spontaneous demining,* village demining usually sits outside or in parallel with formal mine action structures, such as *demining* undertaken by militaries or *humanitarian mine action* such as is supported by the UN, international and national non-governmental organisations, private enterprise and governments, among others.

Annex C
(Informative)
The MRE Cycle



Amendment record

Management of IMAS amendments

The IMAS series of standards are subject to formal review on a three-yearly basis, however this does not preclude amendments being made within these three-year periods for reasons of operational safety and efficiency or for editorial purposes.

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Number	Date	Amendment Details
1	1 Dec 2004	1. Formatting changes. 2. Minor text editing changes. 3. Changes to terms, definitions and abbreviations where necessary to ensure that this IMAS is consistent with IMAS 04.10.
2	23 Jul 2005	1. Annex B, change to the definition of 'Mine Risk Education (MRE)' to be consistent with IMAS 04.10.

IMAS 12.20: Implementation of mine risk education programmes and projects

First Edition
23 December 2003
Incorporating amendment number(s) 1 & 2

Foreword

International standards for humanitarian mine clearance programmes were first proposed by working groups at an international technical conference in Denmark, in July 1996. Criteria were prescribed for all aspects of mine clearance, standards were recommended and a new universal definition of 'clearance' was agreed. In late 1996, the principles proposed in Denmark were developed by a UN-led working group and the International Standards for Humanitarian Mine Clearance Operations were developed. A first edition was issued by the UN Mine Action Service (UNMAS) in March 1997.

The scope of these original standards has since been expanded to include the other components of mine action and to reflect changes to operational procedures, practices and norms. The standards were re-developed and renamed as International Mine Action Standards (IMAS).

The United Nations has a general responsibility for enabling and encouraging the effective management of mine action programmes, including the development and maintenance of standards. UNMAS, therefore, is the office within the United Nations responsible for the development and maintenance of IMAS. IMAS are produced with the assistance of the Geneva International Centre for Humanitarian Demining.

The work of preparing, reviewing and revising IMAS is conducted by technical committees, with the support of international, governmental and non-governmental organisations. The latest version of each standard, together with information on the work of the technical committees, can be found at http://*www.mineactionstandards.org/*. Individual IMAS are reviewed at least every three years to reflect developing mine action norms and practices and to incorporate changes to international regulations and requirements.

Introduction

The effective implementation of a Mine Risk Education (MRE) programme or project should be guided by the standards for data collection and needs assessment (IMAS 08.50) and planning (IMAS 12.10), and should be responsive to the feedback from monitoring and evaluation. Of all the phases in a project the implementation phase is the one that reflects most strongly the mixture of guidance and flexibility that is inherent in the IMAS – implementing what is planned at both the national and the organisational level, yet flexible enough to react quickly to changes in circumstances. Effective implementation should work with existing community structures and local authorities; accessing influential members of communities to facilitate project implementation. One of the key factors to ensure effective implementation is the establishment of a coordination framework with other key stakeholders.

Implementation of mine risk education programmes and projects

1. Scope

This standard provides guidance for implementing Mine Risk Education (MRE) programmes and projects, including the implementation of community mine action liaison activities to be conducted by demining projects.

2. References

A list of normative references is given in Annex A. Normative references are important documents to which reference is made in this standard and which form part of the provisions of this standard.

3. Terms, definitions and abbreviations

In IMAS, the words 'shall', 'should' and 'may' are used to convey the intended degree of compliance. This use is consistent with the language used in ISO standards and guides:

a) 'shall' is used to indicate requirements, methods or specifications that are to be applied in order to conform to the standard. It is used sparingly in the IMAS standards.

b) 'should' is used to indicate the preferred requirements, methods or specifications.

c) 'may' is used to indicate a possible method or course of action.

The term 'Mine Risk Education' (MRE) refers to activities which seek to reduce the risk of injury from mines/UXO by raising awareness and promoting behavioural change; including public information dissemination, education and training, and community mine action liaison.

The term 'MRE organisation' refers to any organisation, including governmental, non-governmental, civil society organisations (e.g. women's union, youth union, red cross and red crescent societies), commercial entities and military personnel (including peace-keeping forces), which is responsible for implementing MRE projects or tasks. The MRE organisation may be a prime contractor, subcontractor, consultant or agent. The term 'MRE sub-unit' refers to an element of an organisation, however named, that is accredited to conduct one or more prescribed MRE activities such as a public information project, a schools based education project or a community mine action liaison project evaluation.

The term 'National Mine Action Authority (NMAA)' refers to the government department(s), organisation(s) or institution(s) in each mine-affected country charged with the regulation, management and co-ordination of mine action. In most cases the national Mine Action Centre (MAC) or its equivalent will act as, or on behalf of, the NMAA. In certain situations and at certain times it may be necessary and appropriate for the UN, or some other recognised international body, to assume some or all of the responsibilities, and fulfil some or all of the functions, of a NMAA. In such cases the UN should provide appropriate technical support including suitably qualified personnel, experienced in MRE.

The term 'project' refers to an activity, or series of connected activities, with an agreed objective. A project will normally have a finite duration and a plan of work. The resources needed to successfully accomplish the objective will normally be defined and agreed before the start of the project.[1]

1. In mine action, the method of defining the objective, the means of achieving the objective and the resources needed are usually referred to as a 'project proposal' or 'project document'.

The term 'programme' implies the medium to long-term activities of an organisation in the fulfilment of its vision and strategic objective. A mine action programme consists of a series of related mine action projects. Similarly, an MRE programme consists of a series of related MRE projects.

A list of terms, definitions and abbreviations used in this standard is given in Annex B. A complete glossary of all the terms, definitions and abbreviations used in the IMAS series of standards is given in IMAS 04.10.

4. Project implementation

The successful implementation of an MRE project depends on the proper application of MRE tools and methods, revised as necessary to reflect changing needs, and based on feedback from the monitoring and evaluation of MRE projects.

The implementation of MRE should be conducted in close cooperation with the implementation of other mine action activities, and mine action organisations working in close proximity should establish liaison and share information on their activities. This is in addition to the normal information collection and dissemination coordinated by the NMAA.

MRE activities, messages and methodologies should be piloted or pre-tested with a representative group among the target population prior to full scale project implementation.

5. Implementation of various Mine Risk Education (MRE) activities

The methods adopted to implement MRE will vary according to the type of activity. Some specific requirements for the three main components of MRE are discussed below.

5.1. Public information dissemination

Public information dissemination as part of MRE refers primarily to public information activities, which seek to reduce the risk of injury from mines and UXO by raising awareness of the risk to individuals and communities, and by promoting behavioural change. It is primarily a one-way form of communication transmitted through mass media, which may provide relevant information and advice in a cost-effective and timely manner.

Public information dissemination projects may be 'stand alone' MRE projects that are implemented independently, and often in advance of other mine action activities. In an emergency post-conflict situation, due to time constraints and lack of accurate data, public information dissemination is often the most practical means of communicating safety information to reduce risk. Equally they may form part of a more comprehensive risk reduction strategy within a mine action programme, supporting community based MRE, demining or advocacy activities.

The needs assessment and planning phases should have identified access to mass media and patterns of radio listening, TV viewing and reading behaviour of the target groups. These may vary significantly between various groups and geographical areas, and the implementation of public information activities should recognise these differences. In addition to using the mass media, public information may also be disseminated via 'small media', such as posters and leaflets. Such media may be disseminated to areas with reduced access to mass media or as a support to mass media approaches. Posters and leaflets have limited value alone and should always be used in support of a wider MRE project.

5.2. Education and training

The term 'education and training' in MRE refers to all educational and training activities

which seek to reduce the risk of injury from mines and/or UXO, by raising awareness of the mine and UXO threat to individuals and communities, and promoting behavioural change. Education and training is a two-way process, which involves the imparting and acquiring of knowledge, attitude and practice through teaching and learning.

Education and training activities may be conducted in formal and non-formal environments. For example, this may include teacher to child education in schools, parent to children and children to parent education in the home, child to child education, peer to peer education in work and recreational environments, landmine safety training for humanitarian aid workers[2] and the incorporation of landmine safety messages in regular Safety and Occupational Health (S&OH) practices.

The implementation of education and training activities will differ according to the type of activity planned. Some organisations will conduct the training directly to affected communities, and others will work with implementing partners to conduct the education and training to the target groups. The implementation of a Training of Trainers (TOT) programme will require more time to be spent on working with partners, training, supporting and monitoring activities.

TOT programmes will vary according to their nature, the implementing partner and the target group. TOT programmes may include:

a) Schools curriculum based education;
b) Landmine safety training;
c) Child to child training;
d) Non-formal peer education; and
e) As part of other on-going education initiatives, such as:
   (1) public health;
   (2) safety in the home / injury prevention;
   (3) workplace S&OH training.

Child to child training, as an example, may not be standard practice in many countries and MRE organisations implementing such a project should work closely with affected communities and implementing partners to develop culturally appropriate methodologies which are in accordance with recognised child to child training guidelines.

5.3. Community mine action liaison

Community mine action liaison refers to the system and processes used to exchange information between national authorities, mine action organisations and communities on the presence of mines and UXO, and of their potential risk. It enables communities to be informed when a demining activity is planned to take place, the nature and duration of the task, and the exact locations of areas that have been marked or cleared.

Furthermore it enables communities to inform local authorities and mine action organisations on the location, extent and impact of contaminated areas. This information can greatly assist the planning of follow on mine action activities such as technical survey, marking and clearance, and if necessary the provision of assistance to landmine survivors. Community mine action liaison creates a vital reporting link to the programme planning staff, and enables the development of appropriate and localised risk reduction strategies. Community mine action liaison aims to ensure that mine action projects address community needs and priorities.

Community mine action liaison should be carried out by all organisations conducting mine action operations. These may be MRE-specific organisations, or MRE individuals and/or 'sub-units' within a mine action organisation.

2. Landmine Safety Project, UNMAS.

Community mine action liaison with the affected populations may start far in advance of demining activities and may help the development of a capacity at the community level to assess the risk, manage the information and develop local risk reduction strategies. This may assist communities gather the necessary information to lobby the relevant stakeholders and advocate for mine action and other assistance intervention.

6. Implementation context

For MRE projects of limited scope and duration, the implementation phase may be relatively short. However, for larger projects with several stages of varying duration, the implementation phase may be complex and difficult to manage. It may involve transferring management responsibilities from international staff to local employees, funding arrangements may change, and the operating environment may change from one of open conflict or humanitarian emergency to a more stable environment focused on development, requiring a change of the MRE tools and methods used to communicate with at-risk populations.

7. Guiding principles

As explained in the 'Guide for the management of mine risk education' (IMAS 07.11), the series of standards for MRE are based on a set of requirements or principles for MRE which are considered at each phase of the project cycle and provide a framework for the layout of the standards. Each of these requirements are addressed in turn below to provide guidance for implementing MRE projects.

7.1. Stakeholder involvement

Stakeholders and activities involving stakeholders that were identified in the planning phase should be a part of the implementation phase. Indeed, if the community has taken ownership of the project then they are the implementers. The extent to which they are involved in implementation will impact on how monitoring and evaluation activities are conducted.

7.2. Coordination

Coordination activities at national, regional and organisational level are important during implementation to ensure that there is consistency of educational content, coverage of all effected areas, effective use of resources, sharing of lessons learned, and assuring that activities are not unnecessarily duplicated.

NMAA should establish systems and procedures for the national and/or regional coordination of MRE, which should ensure the participation of all MRE organisations.

7.3. Integration

National authorities shall ensure that MRE and demining activities are integrated at both the national and the organisational level through Quality Management (QM) systems, which regulate such integration. See for example IMAS 7.40 and 7.41.

7.4. Community participation and empowerment

To facilitate community participation and empowerment:

a) Organisations should work in partnership with existing capacities, e.g. landmine survivors, farmer's groups, women's groups, schools, community groups, government, village deminers and so on.

b) Community ownership should be encouraged from the beginning of the project, and

in particular, there should be community involvement in the implementation phase of the project.

c) The target community should participate in the design and field-testing of the MRE materials.

7.5. Information management and exchange

During the implementation phase, it is important that the MRE project continues to provide information to the NMAA to be formally recorded in the national mine action information management system. The NMAA or its representative should ensure full information exchange between mine action organisations and other relevant stakeholders. The NMAA should ensure that community liaison takes place in affected communities, before, during and after clearance.

7.6. Appropriate targeting

Implementation should focus on the target groups identified in the needs assessment and planning phases, and targeted groups should be included as active participants rather than passive recipients within the project.

7.7. Education

The NMAA should be required to set and monitor national standards for a core MRE curriculum. The MRE curriculum should be consistent with national core curriculum standards, so that MRE messages are consistent across organisations.

Implementation of MRE through the formal education system (i.e. the school curriculum) will have specific challenges regarding meeting accreditation requirements, the ongoing monitoring of teachers and the development of materials. This will need to be carefully implemented by the NMAA or its representative, i.e. Ministry of Education.

The substance of the curriculum and messages should be agreed and used consistently by all organisations involved in MRE. The range and type of methodology employed in the delivery of the messages and curriculum should be suitable to the target audience requirements and capabilities. Principles for the use and development of messages include:

a) Messages should be based on the needs assessment and adapted as necessary following monitoring and evaluation;

b) Messages should be based on an analysis of mine accidents, the consequences of incidents and the nature of incidents;

c) Messages should be targeted at populations most at risk;

d) Messages should be field tested prior to use;

e) Messages should be as positive as possible and not give the impression that it is impossible to live safely in mine contaminated environments;

f) Messages should explain the reasons for recommended actions; and

g) Local systems for the development of appropriate messages, which reflect local culture and religion, should be accessed and used whenever possible, although there is a need to avoid being influenced by inappropriate biases.

A more detailed discussion of methodologies and selection of such is the subject of further TNMA.

7.8. Training

MRE projects should aim to educate target populations on the nature of the mine risk and promote the adoption of safer behaviours by everyone at risk, including aid workers and other persons working in mine affected regions or communities. Organisations should provide appropriate safety training, including landmine safety training for their own MRE personnel and ancillary staff such as guards and drivers, and if appropriate to other members of the development sector.

Basic MRE and safety training should be standardised among implementing organisations, and training activities should be documented and subject to monitoring and evaluation.

8. Areas of responsibility

Where specific roles and responsibilities are not identified, the reader should refer to IMAS 07.11 *(Guide for the management of MRE).*

8.1. United Nations

United Nations agencies shall support the NMAA in developing and adhering to the standards for the implementation of MRE projects.

In certain situations and at certain times the UN may assume some or all of the responsibilities, and fulfil some or all of the functions, of a NMAA, including coordinating and monitoring the implementation of MRE.

8.2. National Mine Action Authority (NMAA)

The NMAA, or an organisation acting on its behalf:

a) should ensure that the MRE project implementation is consistent with the needs and priorities identified in the assessment and planning phases;

b) shall regularly update the national mine action programme based on feedback from the monitoring and evaluation of MRE projects and other related activities;

c) shall ensure that monitoring mechanisms are in place and are working to ensure the effective implementation of MRE projects at the national level;

d) should monitor access to affected communities and target groups;

e) should provide technical assistance where appropriate;

f) should mobilise resources, internal and external (staff, media, technical assistance) to support implementation activities; and

g) should facilitate access to schools and other venues where target populations can be accessed.

The implementation of MRE projects should be coordinated by the NMAA or an organisation acting in its capacity. Where applicable the NMAA:

a) shall support organisations in their coordination efforts with other government agencies and sectors;

b) shall coordinate, while facilitating participation in planning by implementing partners both national and international;

c) shall ensure that MRE is part of operational planning of the national mine action programme at the national, regional and organisational levels; and

d) should ensure full information exchange between mine action organisations and other relevant stakeholders.

8.3. MRE organisation

The organisation undertaking MRE:

a) should inform and seek stakeholder agreement on implementation changes (i.e. partner organisations, other involved agencies, communities);

b) should keep the implementation of MRE projects flexible;

c) should implement MRE projects in accordance with the principles and priorities set out in the national mine action programme.

8.4. Donors

The donor organisation:

a) should allow project flexibility by recognising that implementation of a project may in some instances be different to what was originally planned;

b) should conduct a level of monitoring during implementation as outlined in funding agreements. Monitoring at this stage may consider the level of adherence by organisations to IMAS and national plans and standards and the appropriate coordination and integration within mine action, and with other humanitarian and development agencies; and

c) should facilitate implementation of the national mine action programme by providing appropriate funding and support.

Annex A
(Normative)
References

The following normative documents contain provisions, which, through reference in this text, constitute provisions of this part of the standard. For dated references, subsequent amendments to, or revisions of, any of these publications do not apply. However, parties to agreements based on this part of the standard are encouraged to investigate the possibility of applying the most recent editions of the normative documents indicated below. For undated references, the latest edition of the normative document referred to applies. Members of ISO and IEC maintain registers of currently valid ISO or EN:

a) IMAS 01.10 Guide for the application of IMAS;

b) IMAS 04.10 Glossary of mine action terms, definitions and abbreviations;

c) IMAS 07.11 Guide for the management of mine risk education;

d) IMAS 07.31 Accreditation of mine risk education organisations and operations;

e) IMAS 07.41 Monitoring of mine risk education programmes and projects;

f) IMAS 08.10 General mine action assessment;

g) IMAS 08.50 Data collection and needs assessment for mine risk education;

h) IMAS 12.10 Planning for mine risk education programmes and projects; and

i) IMAS 14.20 Evaluation of MRE programmes and projects.

The latest version/edition of these references should be used. GICHD hold copies of all references used in this standard. A register of the latest version/edition of the IMAS standards, guides and references is maintained by GICHD, and can be read on the IMAS website (*www.mineactionstandards.org*). National employers, mine action authorities, and other interested bodies and organisations should obtain copies before commencing mine action programmes.

Annex B
(Informative)
Terms, definitions and abbreviations

B.1.
community liaison
community mine action liaison
liaison with mine/UXO affected communities to exchange information on the presence and impact of mines and UXO, create a reporting link with the mine action programme and develop risk reduction strategies. Community liaison aims to ensure community needs and priorities are central to the planning, implementation and monitoring of mine action operations.

Note: Community liaison is based on an exchange of information and involves communities in the decision making process, (before, during and after demining), in order to establish priorities for mine action. In this way mine action programmes aim to be inclusive, community focused and ensure the maximum involvement of all sections of the community. This involvement includes joint planning, implementation, monitoring and evaluation of projects.

Note: Community liaison also works with communities to develop specific interim safety strategies promoting individual and community behavioural change. This is designed to reduce the impact of mines/UXO on individuals and communities until such time as the threat is removed.

B.2.
demining
humanitarian demining
activities which lead to the removal of mine and UXO hazards, including technical survey, mapping, clearance, marking, post-clearance documentation, community mine action liaison and the handover of cleared land. Demining may be carried out by different types of organizations, such as NGOs, commercial companies, national mine action teams or military units. Demining may be emergency-based or developmental.

Note: in IMAS standards and guides, mine and UXO clearance is considered to be just one part of the demining process.

Note: in IMAS standards and guides, demining is considered to be one component of mine action.

Note: in IMAS standards and guides, the terms demining and humanitarian demining are interchangeable.

B.3.
education
the imparting and acquiring over time of knowledge (awareness or possession of facts, ideas, truths or principles), attitude and practices through teaching and learning. [Oxford Concise English Dictionary]

B.4.
guide
an IMAS guide provides general rules, principles, advice and information.

B.5.
International Mine Action Standards (IMAS)
documents developed by the UN on behalf of the international community, which aim to improve safety and efficiency in mine action by providing guidance, by establishing principles and, in some cases, by defining international requirements and specifications.

Note: They provide a frame of reference which encourages, and in some cases requires, the sponsors and managers of mine action programmes and projects to achieve and demonstrate agreed levels of effectiveness and safety.

Note: They provide a common language, and recommend the formats and rules for handling data which enable the free exchange of important information; this information exchange benefits other programmes and projects, and assists the mobilisation, prioritisation and management of resources.

B.6.
mine
munition designed to be placed under, on or near the ground or other surface area and to be exploded by the presence, proximity or contact of a person or a vehicle. [MBT]

B.7.
mine accident
an accident away from the demining workplace involving a mine or UXO hazard (c.f. demining accident).

B.8.
mine action
activities which aim to reduce the social, economic and environmental impact of mines and UXO.

Note: Mine action is not just about demining; it is also about people and societies, and how they are affected by landmine contamination. The objective of mine action is to reduce the risk from landmines to a level where people can live safely; in which economic, social and health development can occur free from the constraints imposed by landmine contamination, and in which the victims' needs can be addressed. Mine action comprises five complementary groups of activities:
a) MRE;
b) humanitarian demining, i.e. mine and UXO survey, mapping, marking and clearance;
c) victim assistance, including rehabilitation and reintegration;
d) stockpile destruction; and
e) advocacy against the use of APM.

Note: A number of other enabling activities are required to support these five components of mine action, including: assessment and planning, the mobilisation and prioritisation of resources, information management, human skills development and management training, QM and the application of effective, appropriate and safe equipment.

B.9.
mine awareness
see Mine Risk Education (MRE).

B.10.
mine risk
the probability and severity of physical injury to people, property or the environment caused by the unintentional detonation of a mine or UXO. [Adapted from ISO Guide 51:1999(E)]

B.11.
Mine Risk Education (MRE)
activities which seek to reduce the risk of injury from mines/UXO by raising awareness and promoting behavioural change; including public information dissemination, education and training, and community mine action liaison.

B.12.
mine risk reduction
those actions which lessen the probability and/or severity of physical injury to people, property or the environment. [Adapted from ISO Guide 51:1999(E)] Mine risk reduction can be achieved by physical measures such as clearance, fencing or marking, or through behavioural changes brought about by MRE.

B.13.
MRE organisation
any organisation, including governmental, non-governmental, civil society organisations (e.g. women's union, youth union, red cross and red crescent societies), commercial entities and military personnel (including peace-keeping forces), which is responsible for implementing MRE projects or tasks. The MRE organisation may be a prime contractor, subcontractor, consultant or agent. The term 'MRE sub-unit' refers to an element of an organisation, however named, that is accredited to conduct one or more prescribed MRE activities such as a public information project, a schools based education project or a community mine action liaison project evaluation.

B.14.
MRE partner
an institution or agent within the mine-affected community who is able to work with an MRE organisation to facilitate, establish and implement an MRE project.

B.15.
National Mine Action Authority (NMAA)
the government department(s), organisation(s) or institution(s) in each mine-affected country charged with the regulation, management and coordination of mine action.

Note: In most cases the national MAC or its equivalent will act as, or on behalf of, the NMAA.

Note: In certain situations and at certain times it may be necessary and appropriate for the UN, or some other recognised international body, to assume some or all of the responsibilities, and fulfil some or all the functions, of a NMAA.

B.16.
public information dissemination
information concerning the mine and UXO situation, used to inform or update populations. Such information may focus on particular issues, such as complying with the mine ban legislation, or may be used to raise public support for the mine action programme. Such programmes usually include risk reduction messages, but may also be used to reflect national mine action policy.

B.17.
risk
combination of the probability of occurrence of harm and the severity of that harm [ISO Guide 51:1999(E)]

B.18.
survivors (landmine/UXO)
persons either individually or collectively who have suffered physical, emotional and psychological injury, economic loss or substantial impairment of their fundamental rights through acts or omissions related to the use of mines and UXO. Mine survivors or victims include directly impacted individuals, their families, and communities affected by landmines and UXO.

B.19.
Unexploded Ordnance (UXO)
EO that has been primed, fuzed, armed or otherwise prepared for use or used. It may have been fired, dropped, launched or projected yet remains unexploded either through malfunction or design or for any other reason.

B.20.
United Nations Mine Action Service (UNMAS)
The focal point within the UN system for all mine-related activities.

Note: UNMAS is the office within the UN Secretariat responsible to the international community for the development and maintenance of IMAS.

Note: UNICEF is the focal point for MRE, within the guidelines of UNMAS overall coordination.

B.21.
victim (landmine/UXO)
an individual who has suffered harm as a result of a mine or UXO accident.

Note: In the context of victim assistance, the term victim may include dependants of a mine casualty, hence having a broader meaning than survivor.

B.22.
village demining
self-supporting mine and/or UXO clearance and hazardous area marking, normally undertaken by local inhabitants, on their own behalf or the behalf of their immediate community. Often described as a *self-help initiative or spontaneous demining,* village demining usually sits outside or in parallel with formal mine action structures, such as *demining* undertaken by militaries or *humanitarian demining* such as is supported by the UN, international and national non-governmental organisations, private enterprise and governments, among others.

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IMAS 14.20: Evaluation of mine risk education programmes and projects

First Edition
23 December 2003
Incorporating amendment number(s) 1 & 2

Foreword

International standards for humanitarian mine clearance programmes were first proposed by working groups at an international technical conference in Denmark, in July 1996. Criteria were prescribed for all aspects of mine clearance, standards were recommended and a new universal definition of 'clearance' was agreed. In late 1996, the principles proposed in Denmark were developed by a UN-led working group and the International Standards for Humanitarian Mine Clearance Operations were developed. A first edition was issued by the UN Mine Action Service (UNMAS) in March 1997.

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Introduction

The purpose of evaluations is to assess the value of Mine Risk Education (MRE) programmes, and to confirm whether MRE projects have been conducted as planned. Evaluations provide feedback and information on programme strategies and project outputs, and confirm whether they have satisfied the needs and priorities of the affected populations. Evaluations provide important recommendations which may be used to improve future MRE programmes and projects.

Evaluation usually takes place at the end of an MRE project or on completion of a significant phase of the project; monitoring is an ongoing activity conducted throughout the project. Evaluation and monitoring are complementary activities, closely linked but with separate and distinct functions. Monitoring is the process by which the MRE activities and the outputs of the project are quality assured in accordance with the plan, whereas evaluation focuses on the achievement of objectives, the impact of the project, accountability and lessons learned.

Evaluations may be carried out by MRE organisations themselves, or they may be carried out by an external body or agency.

Evaluation of mine risk education programmes and projects

1. Scope

This standard establishes principles and provides guidance on the evaluation of Mine Risk Education (MRE) programmes and projects.

2. References

A list of normative references is given in Annex A. Normative references are important documents to which reference is made in this standard and which form part of the provisions of this standard.

3. Terms, definitions and abbreviations

In IMAS, the words 'shall', 'should' and 'may' are used to convey the intended degree of compliance. This use is consistent with the language used in ISO standards and guides:

a) 'shall' is used to indicate requirements, methods or specifications that are to be applied in order to conform to the standard. It is used sparingly in the IMAS standards.

b) 'should' is used to indicate the preferred requirements, methods or specifications.

c) 'may' is used to indicate a possible method or course of action.

The term 'Mine Risk Education' (MRE) refers to activities which seek to reduce the risk of injury from mines and UXO by raising awareness and promoting behavioural change; including public information dissemination, education and training, and community mine action liaison.

The term 'MRE organisation' refers to any organisation, including governmental, non-governmental, civil society organisations (e.g. women's union, youth union, red cross and red crescent societies), commercial entities and military personnel (including peace-keeping forces), which is responsible for implementing MRE projects or tasks. The MRE organisation may be a prime contractor, subcontractor, consultant or agent. The term 'MRE sub-unit' refers to an element of an organisation, however named, that is accredited to conduct one or more prescribed MRE activities such as a public information project, a schools based education project or a community mine action liaison project evaluation.

The term 'National Mine Action Authority (NMAA)' refers to the government department(s), organisation(s) or institution(s) in each mine-affected country charged with the regulation, management and co-ordination of mine action. In most cases the national Mine Action Centre (MAC) or its equivalent will act as, or on behalf of, the NMAA. In certain situations and at certain times it may be necessary and appropriate for the UN, or some other recognised international body, to assume some or all of the responsibilities, and fulfil some or all of the functions, of a NMAA. In such cases the UN should provide appropriate technical support including suitably qualified personnel, experienced in MRE.

The term 'project' refers to an activity, or series of connected activities, with an agreed objective. A project will normally have a finite duration and a plan of work. The resources needed to successfully accomplish the objective will normally be defined and agreed before the start of the project.[1]

1. In mine action, the method of defining the objective, the means of achieving the objective and the resources needed are usually referred to as a 'project proposal' or 'project document'.

The term 'programme' implies the medium to long-term activities of an organisation in the fulfilment of its vision and strategic objective. A mine action programme consists of a series of related mine action projects. Similarly, an MRE programme consists of a series of related MRE projects.

A list of terms, definitions and abbreviations used in this Guide is given in Annex B. A complete glossary of all the terms, definitions and abbreviations used in the IMAS series of standards is given in IMAS 04.10.

4. The purpose of evaluation

Evaluation is "…. a process that tries to determine as systematically and objectively as possible the worth or significance of an intervention or policy. The appraisal of worth or significance is guided by reference to defined criteria such as relevance, efficiency, effectiveness, impact and sustainability. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process of programme partners and donors. Note, the word 'objectively' is used to indicate the need to achieve a balanced analysis, recognising bias and reconciling perspectives of different stakeholders (all those interested in and affected by programmes, including beneficiaries as primary stakeholders) by using different sources and methods."[2]

The purpose of evaluation may include:

a) improvement of the programme or project being evaluated;

b) generating knowledge and learning for wider application (lessons learned and missed opportunities); and

c) making project results transparent and accountable.

More specifically, in the case of MRE, evaluation should be measured against the objectives stated in the original MRE project document, and may include:

a) reflecting on the rate of accidents;

b) measuring the acquisition of knowledge, attitudes, practices, behavioural change, reduction in *risk* and reduction of accidents in the target communities which have resulted from MRE activities;

c) assessing the impact of using specific MRE methods and tools; and

d) identifying the extent to which the target communities' MRE needs and expectations have been addressed by the project.

Five specific evaluation criteria should be used: (a) relevance, (b) effectiveness, (c) efficiency, (d) impact, and (5) sustainability:

a) Is the project *relevant* - the extent to which the MRE project is suited to the particular needs, expectations and priorities of the target group, NMAA, implementing organisation and, where applicable the donor.

b) Is the project *effective* - the extent to which the project achieves its objectives and goals.

c) Is the project *efficient* - the extent to which the project outputs (qualitative and quantitative) are achieved in relation to the inputs, in particular resources and costs.

d) What is the *impact* - the benefits and costs of the MRE project, whether directly or indirectly, intended or unintended. Political, socio-economic, environmental and cultural issues should be addressed.

e) Is the activity s*ustainable* - the probability that the benefits achieved by the MRE project will continue after donor funding and/or specialist assistance (such as international technical advisors) has been withdrawn. Projects should be financially and technically sustainable.

2. *UNICEF, Programme Policy and Procedures Manual, 2001.*

5. The evaluation process

Evaluation forms an important part of the five stages of the MRE project cycle: (1) data collection and needs assessment, (2) planning, (3) implementation, (4) monitoring and (5) evaluation.

Evaluation will normally: review and revisit the needs and information gathered during the data collection and needs assessment phase; review the objectives and indicators defined in the planning phase, and assess the MRE outputs confirmed through monitoring. Understanding this linkage with previous stages of the MRE project cycle is fundamental to the success of effective evaluation. Evaluation is not merely an 'add-on activity'.

The timing of an evaluation will depend on its stated purpose and how its recommendations will be used. Evaluations may be conducted at a pre-determined point during the project, at the end of the project or some time after project completion.[3]

" Evaluations may be *formative* or *summative*. A formative evaluation is a type of process evaluation undertaken during implementation of a project to provide information that should be a guide to improve the project. A formative evaluation takes place in the early stage of the project and collects information on operations or processes so that needed changes or modifications can be made to the project. Formative evaluations are used to provide feedback to programme managers and other personnel about the programme components that are working and those that need to be changed."[4] A summative evaluation is an evaluation that assesses the results of a project and measures the outcome and impact of activities against stated objectives.[5]

6. Guiding principles

As explained in the 'Guide for the management of mine risk education' (IMAS 07.11), the series of standards for MRE are based on a set of requirements or principles for MRE which are considered at each phase of the project cycle and provide a framework for the layout of the standards. Each of these requirements are addressed in turn below to provide guidance for the evaluation of MRE.

6.1. Stakeholder involvement

Mine affected communities are the primary stakeholders in mine action. Other stakeholders are mine action organisations, governments and public institutions, aid agencies, and community groups. Stakeholder participation is necessary at each stage of the project cycle, to ensure that:

a) The needs of mine-affected communities and groups are addressed;

b) National and local economic and development priorities are taken into account; and

c) Mine action supports and enables humanitarian and development activities.

Evaluation should assess the degree to which the stakeholders were engaged at each stage of the MRE project cycle.

3. Sometimes evaluations are conducted at the start of the project and these are normally referred to as assessments or base line studies and are dealt with as part of data collection and needs assessment in IMAS 08.50.

4. Source: UNFPA United Nations Population Fund, Office of Oversight and Evaluation. *Glossary of Monitoring and Evaluation Terms*, available at: www.unfpa.org/ooe/toolkit/glossary.pdf

5. ibid.

6.2. Coordination

MRE should be well coordinated, both between and within projects. Effective coordination will enable consistency of pedagogical content, optimise the use of resources, and minimise any duplication of effort. Evaluation should assess the degree to which the MRE project was coordinated.

The presentation and outreach of the findings and recommendations of the project evaluation should be well coordinated.

6.3. Integration

MRE activities should be fully integrated with the other mine action, humanitarian and development activities to achieve a synergistic effect. Evaluation should assess the degree to which the MRE project was integrated with other activities.

6.4. Community participation and empowerment

The affected communities should be actively involved in the evaluation:

a) Evaluation should assess the level of involvement of affected communities in the MRE project;

b) Members of affected communities should normally be consulted in the evaluation process; and

c) Communities that have been involved in the evaluation process should be given feedback on the results of the evaluation. It may also be appropriate to use communities to present the evaluation findings and recommendations to relevant audiences (e.g. regional authorities and governing bodies, community leadership/ authorities and general members).

6.5. Information management and exchange

Evaluation should assess the quality of the information gathered, the way it has been analysed and its use and appropriateness for project planning and impact measurement in different phases of the project.

Evaluation should assess whether the exchange of information between affected communities and mine action organisations has been efficient and effective in the community mine action liaison process. For example, the time taken to transfer information from communities to demining organisations, the quality of that information and how that information has been utilised.

6.6. Appropriate targeting

Evaluation should assess whether appropriate targeting has been achieved and maintained by the MRE project, and it should assess the impact of the project on the target groups. In particular:

a) Evaluation should include the views and recommendations of the target groups;

b) The different groups within any target community should be represented in the sample used for evaluation, regardless of the methodology used; and

c) Evaluation should assess the selection of target groups and the process of selection.

Equity amongst different groups should be examined as part of the evaluation, with any distinctions based on gender, ethnic, linguistic or political affiliations noted. Any bias practice (both in the project and/or in the evaluation itself) that may exist for deliberate reasons should be justified and explained.

6.7. Education

Where applicable, the evaluation should consider the quality of educational methodology and materials. This may include examining messages, training and curricula components. Particularly, there should be an evaluation of the accuracy, quality, appropriateness and consistency of safety messages.

6.8. Training

Evaluation staff who are likely to be exposed to mine and UXO hazards shall undergo landmine safety training.

The competency of MRE staff and the effectiveness of the staff training programme may be assessed as part of the evaluation. This will include an evaluation of the training objectives, defined at the planning stage.

7. Areas of responsibility

Where specific roles and responsibilities are not identified, the reader should refer to IMAS 07.11, Guide for the management of MRE.

7.1. United Nations

The UN and international organisations have a significant role to play in both facilitating and endorsing evaluations. By endorsing an evaluation, the UN places importance on the findings and recommendations of the evaluation.

The UN may assist in the evaluation of MRE projects and may disseminate the results.

7.2. National Mine Action Authority (NMAA)

The NMAA, or an organisation acting on its behalf:

a) should encourage the evaluation of MRE projects and ensure that MRE organisations have made provision for project evaluation;

b) should evaluate the national MRE programme and its own activities as part of the national mine action plan;

c) should facilitate the exchange of information, issuing evaluation reports and lessons learned between other MRE organisations and other relevant stakeholders, such as the national government and donors, ensuring no breach of confidentiality occurs. It may compile results and disseminate as 'lessons learned' and

d) should encourage that findings of evaluations are acted upon.

7.3. Mine Risk Education (MRE) organisation

The organisations undertaking MRE:

a) should make an evaluation of their own progress in achieving project objectives and should evaluate the impact of their intervention. This implies a need to adequately plan for evaluation and make available the necessary resources required;

b) should ensure that relevant stakeholders are involved in the evaluation process. In particular it should ensure community participation and encourage the use of the evaluation as an educational process for building the capacity of community members and the staff of MRE organisations;

c) should ensure that evaluators (including external consultants) are properly briefed

and supported and behave in a professional and impartial way, in accordance with IMAS and/or national standards for evaluation;

d) shall ensure that results of the evaluation are disseminated: that reports should be transparent and made available (with the agreement of the stakeholders, where necessary) and that general lessons learned from the evaluation should be shared through the NMAA or other MRE coordination mechanisms; and

e) should ensure that results of the evaluation are applied. Evaluation should be linked back to the needs assessment and project planning stages to ensure appropriate follow-up action is taken.

7.4. Donors

Donor organisations:

a) should ensure that projects have an evaluation component and the necessary resources to undertake them; and

b) should evaluate the projects they have funded and should take into account evaluation findings and recommendations for future funding of mine action programmes.

Annex A
(Normative)
References

The following normative documents contain provisions, which, through reference in this text, constitute provisions of this part of the standard. For dated references, subsequent amendments to, or revisions of, any of these publications do not apply. However, parties to agreements based on this part of the standard are encouraged to investigate the possibility of applying the most recent editions of the normative documents indicated below. For undated references, the latest edition of the normative document referred to applies. Members of ISO and IEC maintain registers of currently valid ISO or EN:

a) IMAS 01.10 Guide for the application of IMAS;
b) IMAS 04.10 Glossary of mine action terms, definitions and abbreviations;
c) IMAS 07.11 Guide for the management of mine risk education;
d) IMAS 07.31 Accreditation of mine risk education organisations and operations;
e) IMAS 07.41 Monitoring of mine risk education programmes and projects;
f) IMAS 08.10 General mine action assessment;
g) IMAS 08.50 Data collection and needs assessment for mine risk education;
h) IMAS 12.10 Planning for mine risk education programmes and projects; and
i) IMAS 12.20 Implementation of mine risk education programmes and projects.

The latest version/edition of these references should be used. GICHD hold copies of all references used in this standard. A register of the latest version/edition of the IMAS standards, guides and references is maintained by GICHD, and can be read on the IMAS website (*www.mineactionstandards.org*). National employers, mine action authorities, and other interested bodies and organisations should obtain copies before commencing mine action programmes.

Annex B
(Informative)
Terms, definitions and abbreviations

B.1.
community liaison
community mine action liaison
liaison with mine/UXO affected communities to exchange information on the presence and impact of mines and UXO, create a reporting link with the mine action programme and develop risk reduction strategies. Community liaison aims to ensure community needs and priorities are central to the planning, implementation and monitoring of mine action operations.

Note: Community liaison is based on an exchange of information and involves communities in the decision making process, (before, during and after demining), in order to establish priorities for mine action. In this way mine action programmes aim to be inclusive, community focused and ensure the maximum involvement of all sections of the community. This involvement includes joint planning, implementation, monitoring and evaluation of projects.

Note: Community liaison also works with communities to develop specific interim safety strategies promoting individual and community behavioural change. This is designed to reduce the impact of mines/UXO on individuals and communities until such time as the threat is removed.

B.2.
demining
humanitarian demining
activities which lead to the removal of mine and UXO hazards, including technical survey, mapping, clearance, marking, post-clearance documentation, community mine action liaison and the handover of cleared land. Demining may be carried out by different types of organizations, such as NGOs, commercial companies, national mine action teams or military units. Demining may be emergency-based or developmental.

Note: in IMAS standards and guides, mine and UXO clearance is considered to be just one part of the demining process.

Note: in IMAS standards and guides, demining is considered to be one component of mine action.

Note: in IMAS standards and guides, the terms demining and humanitarian demining are interchangeable.

B.3.
education
the imparting and acquiring over time of knowledge (awareness or possession of facts, ideas, truths or principles), attitude and practices through teaching and learning. [Oxford Concise English Dictionary]

B.4.
evaluation
a process that attempts to determine as systematically and objectively as possible the merit or value of an intervention.

Note: The word ‘objectively’ indicates the need to achieve a balanced analysis, recognising bias and reconciling perspectives of different stakeholders (all those interested in, and affected by programmes, including beneficiaries as primary stakeholders) through use of different sources and methods.

Note: Evaluation is considered to be a strategic exercise.

Note: Definition when used in relation to programmes. (*UNICEF Policy and Programming Manual*)

the analysis of a result or a series of results to establish the quantitative and qualitative effectiveness and worth of software, a component, equipment or system, within the environment in which it will operate.

Note: Definition when used in context of equipment test and evaluation.

B.5.
guide
an IMAS guide provides general rules, principles, advice and information.

B.6.
International Mine Action Standards (IMAS)
documents developed by the UN on behalf of the international community, which aim to improve safety and efficiency in mine action by providing guidance, by establishing principles and, in some cases, by defining international requirements and specifications.

Note: They provide a frame of reference which encourages, and in some cases requires, the sponsors and managers of mine action programmes and projects to achieve and demonstrate agreed levels of effectiveness and safety.

Note: They provide a common language, and recommend the formats and rules for handling data which enable the free exchange of important information; this information exchange benefits other programmes and projects, and assists the mobilisation, prioritisation and management of resources.

B.7.
mine
munition designed to be placed under, on or near the ground or other surface area and to be exploded by the presence, proximity or contact of a person or a vehicle. [MBT]

B.8.
mine action
activities which aim to reduce the social, economic and environmental impact of mines and UXO.

Note: Mine action is not just about demining; it is also about people and societies, and how they are affected by landmine contamination. The objective of mine action is to reduce the risk from landmines to a level where people can live safely; in which economic, social and health development can occur free from the constraints imposed by landmine contamination, and in which the victims' needs can be addressed. Mine action comprises five complementary groups of activities:
a) MRE;
b) humanitarian demining, i.e. mine and UXO survey, mapping, marking and clearance;
c) victim assistance, including rehabilitation and reintegration;
d) stockpile destruction; and
e) advocacy against the use of APM.

Note: A number of other enabling activities are required to support these five components of mine action, including: assessment and planning, the mobilisation and prioritisation of resources, information management, human skills development and management training, QM and the application of effective, appropriate and safe equipment.

B.9.
mine awareness
see Mine Risk Education (MRE).

B.10.
Mine Risk Education (MRE)
activities which seek to reduce the risk of injury from mines/UXO by raising awareness and promoting behavioural change; including public information dissemination, education and training, and community mine action liaison.

B.11.
monitoring
in the context of mine action, the term refers to ….. the authorised observation, inspection or assessment by qualified personnel of worksites, facilities, equipment, activities, processes, procedures and documentation without taking responsibility for what is being monitored. Monitoring is usually carried out to check conformity with undertakings, procedures or standard practice and often includes recording and reporting elements.
in the context of MRE, the term refers to … the process of measuring or tracking what is happening. This includes:

a) measuring progress in relation to an implementation plan for an intervention – programmes/projects/activities, strategies, policies and specific objectives.

b) measuring change in a condition or set of conditions or lack thereof (e.g., changes in the situation of children and women or changes in the broader country context).

c) definition from UNICEF Policy and Programming Manual.

B.12.
MRE organisation
any organisation, including governmental, non-governmental, civil society organisations (e.g. women's union, youth union, red cross and red crescent societies), commercial entities and military personnel (including peace-keeping forces), which is responsible for implementing MRE projects or tasks. The MRE organisation may be a prime contractor, subcontractor, consultant or agent. The term 'MRE sub-unit' refers to an element of an organisation, however named, that is accredited to conduct one or more prescribed MRE activities such as a public information project, a schools based education project or a community mine action liaison project evaluation.

B.13.
National Mine Action Authority (NMAA)
the government department(s), organisation(s) or institution(s) in each mine-affected country charged with the regulation, management and coordination of mine action.

Note: In most cases the national MAC or its equivalent will act as, or on behalf of, the NMAA.

Note: In certain situations and at certain times it may be necessary and appropriate for the UN, or some other recognised international body, to assume some or all of the responsibilities, and fulfil some or all the functions, of a NMAA.

B.14.
public information dissemination
information concerning the mine and UXO situation, used to inform or update populations. Such information may focus on particular issues, such as complying with the mine ban legislation, or may be used to raise public support for the mine action programme. Such projects usually include risk reduction messages, but may also be used to reflect national mine action policy.

B.15.
Unexploded Ordnance (UXO)
EO that has been primed, fuzed, armed or otherwise prepared for use or used. It may have been fired, dropped, launched or projected yet remains unexploded either through malfunction or design or for any other reason.

B.16.
United Nations Mine Action Service (UNMAS)
the focal point within the UN system for all mine-related activities.

Note: UNMAS is the office within the UN Secretariat responsible to the international community for the development and maintenance of IMAS.

Note: UNICEF is the focal point for MRE, within the guidelines of UNMAS overall coordination.

B.17.
village demining
self-supporting mine and/or UXO clearance and hazardous area marking, normally undertaken by local inhabitants, on their own behalf or the behalf of their immediate community. Often described as a *self-help initiative or spontaneous demining,* village demining usually sits outside or in parallel with formal mine action structures, such as *demining* undertaken by militaries or *humanitarian demining* such as is supported by the UN, international and national non-governmental organisations, private enterprise and governments, among others.

Amendment record

Management of IMAS amendments

The IMAS series of standards are subject to formal review on a three-yearly basis, however this does not preclude amendments being made within these three-year periods for reasons of operational safety and efficiency or for editorial purposes.

As amendments are made to this IMAS they will be given a number, and the date and general details of the amendment shown in the table below. The amendment will also be shown on the cover page of the IMAS by the inclusion under the edition date of the phrase *'incorporating amendment number(s) 1 etc.'*

As the formal reviews of each IMAS are completed new editions may be issued. Amendments up to the date of the new edition will be incorporated into the new edition and the amendment record table cleared. Recording of amendments will then start again until a further review is carried out.

The most recently amended IMAS will be the versions that are posted on the IMAS website at *www.mineactionstandards.org*.

Number	Date	Amendment Details
1	1 Dec 2004	1. Formatting changes .2. Minor text editing changes. 3. Changes to terms, definitions and abbreviations where necessary to ensure that this IMAS is consistent with IMAS 04.10.
2	23 Jul 2005	1. Annex B, change to the definition of 'Mine Risk Education (MRE)' to be consistent with IMAS 04.10.

Annex
IMAS 04.10: Glossary of mine action terms and abbreviations

Foreword

International standards for humanitarian mine clearance programmes were first proposed by working groups at an international technical conference in Denmark, in July 1996. Criteria were prescribed for all aspects of mine clearance, standards were recommended and a new universal definition of 'clearance' was agreed. In late 1996, the principles proposed in Denmark were developed by a UN-led working group and the *International Standards for Humanitarian Mine Clearance Operations* were developed. A first edition was issued by the UN Mine Action Service (UNMAS) in March 1997.

The scope of these original standards has since been expanded to include the other components of mine action and to reflect changes to operational procedures, practices and norms. The standards were re-developed and renamed as *International Mine Action Standards* (IMAS).

The United Nations has a general responsibility for enabling and encouraging the effective management of mine action programmes, including the development and maintenance of standards. UNMAS, therefore, is the office within the United Nations responsible for the development and maintenance of IMAS. IMAS are produced with the assistance of the Geneva International Centre for Humanitarian Demining.

The work of preparing, reviewing and revising IMAS is conducted by technical committees, with the support of international, governmental and non-governmental organisations. The latest version of each standard, together with information on the work of the technical committees, can be found at *http://www.mineactionstandards.org/*. Individual IMAS are reviewed at least every three years to reflect developing mine action norms and practices and to incorporate changes to international regulations and requirements.

Glossary of mine action terms, definitions and abbreviations

1. Scope

This Glossary provides a summary of the mine action terms, definitions and abbreviations used in mine action. If two or more alternative definitions are in common use, then both are given in this glossary.

2. References

The following normative documents contain provisions, which, through reference in this text, constitute provisions of this part of the standard. For dated references, subsequent amendments to, or revisions of, any of these publications do not apply. However, parties to agreements based on this part of the standard are encouraged to investigate the possibility of applying the most recent editions of the normative documents indicated below. For undated references, the latest edition of the normative document referred to applies. Members of ISO and IEC maintain registers of currently valid ISO or EN:

a) ISO 3166, Codes for the representation of names of countries.

b) ISO 9000:2000, Quality management systems – Fundamentals and vocabulary.

c) ISO 10241, International terminology standards - Preparation and layout.

d) ISO Guide 51, Safety aspects - Guidelines for their inclusion in standards.

e) ISO/IEC Guide 2, Standardization and related activities - General vocabulary.

f) ISO/IEC Directives Part 2, Methodology for the development of International Standards.

g) ISO/IEC Directives Part 3, Rules for the structure and drafting of International Standards.

h) ISO Standards Handbook, Quantities and units.

i) OHSAS 18001:1999, Occupational health and safety management systems – Specifications.

j) OHSAS 18002:2000, Occupational health and safety management systems – Guidelines for the implementation of OHSAS 18001.

k) ILO R164 - Occupational safety and health recommendation 1981.

l) ILO C155 - Occupational safety and health convention 1981.

m) AAP-6(V), NATO glossary of terms and definitions.

n) Convention on Certain Conventional Weapons (CCW), amended protocol II and protocol V.

3. Terms, definitions and abbreviations

3.1.
Abandoned Explosive Ordnance (AXO)
explosive ordnance that has not been used during an armed conflict, that has been left behind or dumped by a party to an armed conflict, and which is no longer under control of the party that left it behind or dumped it. Abandoned explosive ordnance may or may not have been primed, fuzed, armed or otherwise prepared for use. (CCW protocol V)

3.2.
acceptance
the formal acknowledgement by the **sponsor**, or the sponsor's nominated representative that the **equipment** meets the stated requirements and is suitable for use in **mine action** programmes. An acceptance may be given with outstanding caveats.

3.3.
access lane
a marked passage leading through a **mined area** that has been cleared to provide **safe** movement to a required point or area.

3.4.
accident
an undesired event which results in **harm**.

Note: Modified from definition in OHSAS 18001:1999.

3.5.
accreditation
the procedure by which a **demining organisati**on is formally recognised as competent and able to plan, manage and operationally conduct mine action activities safely, effectively and efficiently.

Note: For most mine action programmes, the **NMAA** will be the body which provides accreditation. International organisations such as the United Nations or regional bodies may also introduce accreditation schemes.

Note: ISO 9000 usage is that an '**Accreditation' body** accredits the 'Certification or Registration' bodies that award ISO 9000 certificates to organisations. The usage in IMAS is completely different to this, and is based on the main definition above, which is well understood in the mine action community.

3.6.
accreditation body
an organisation, normally an element of the **NMAA**, responsible for the management and implementation of the national **accreditation** system.

3.7.
advocacy
*in the context of **mine action**, the term refers to ….* public support, recommendation or positive publicity with the aim of removing, or at least reducing, the **threat** from, and the **impact** of, **mines** and **UXO**.

3.8.
agreement
an alternative term for a contract. An agreement includes all the crucial elements of a contract.

Note: Definition when used in a legal sense.

3.9.
alienation
*in the context of **mine action**, the term refers to ….* the transfer of ownership or property rights following the handover of **cleared land**.

3.10.
Amended Protocol II (APII)
Amended Protocol II (APII) to the Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons which May be Deemed to be Excessively Injurious or to have Indiscriminate Effects (CCW).

Note: It prohibits the use of all undetectable **anti-personnel mines** and regulates the use of wider categories of **mines**, **booby-traps** and other devices. For the purposes of the IMAS, Article 5 lays down requirements for the **marking** and **monitoring** of **mined areas**. Article 9 provides for the recording and use of information on **minefields** and mined areas. The Technical Annex provides guidelines on, inter alia, the recording of information and international signs for minefields and mined areas.

3.11.
ammunition
see **munition**

3.12.
anti-handling device
a device intended to protect a **mine** and which is part of, linked to, attached or placed under the mine and which activates when an attempt is made to tamper with or otherwise intentionally disturb the mine. [MBT]

3.13.
Anti-Personnel Mine Ban Convention (APMBC)
Ottawa Convention
Mine Ban Treaty (MBT)

Note: Provides for a complete ban on the use, stockpiling, production and transfer of anti-personnel mines (**APMs**) and on their destruction. For the purposes of **IMAS** documents, Article 5 of the APMBC lays down requirements for the destruction of APMs in mined areas. Article 6 details transparency measures required under the Treaty including information on the location of mined or suspected **mined areas** and measures taken to warn the local population.

3.14.
Anti-Personnel Mines (APM)
a **mine** designed to be exploded by the presence, proximity or contact of a person and that will incapacitate, injure or kill one or more persons.

Note: Mines designed to be detonated by the presence, proximity or contact of a vehicle as opposed to a person that are equipped with anti-handling devices, are not considered APM as a result of being so equipped. [MBT]

3.15.
applied research
research focused at clearly defined problems and market opportunities.

Note: Its principal purpose is to establish the feasibility of applying technology to solve a clearly defined problem, within defined parameters such as cost, time and **risk**.

3.16.
area reduction
the process through which the initial area indicated as contaminated (during any information gathering activities or surveys which form part of the **GMAA** process) is reduced to a smaller area.

Note: Area reduction may involve some limited **clearance**, such as the opening of access routes and the **destruction** of **mines** and **UXO** which represent an immediate and unacceptable **risk**, but it will mainly be as a consequence of collecting more reliable information on the extent of the **hazardous area**. Usually it will be appropriate to mark the remaining hazardous area(s) with **permanent** or **temporary marking systems**.

Note: Likewise, area reduction is sometimes done as part of the clearance operation.

3.17.
audit
a timely process or system inspection to ensure that specifications conform to documented quality standards. An audit highlights discrepancies between the documented standards

and the standards followed and might also show how well or how badly the documented standards support the processes currently followed.

3.18.
Battle Area Clearance (BAC)
the systematic and controlled clearance of hazardous areas where the **threat** is known not to contain **mines**.

3.19.
benchmark
in the context of ***humanitarian demining****, the term refers to …* a fixed point of reference used to locate a marked and recorded **hazard** or **hazardous area**. It should normally be located a short distance outside the hazardous area.

Note: A benchmark may not be necessary if the **reference point** is sufficiently close to the perimeter of the **hazardous area**.

3.20.
Bomb Live Unit (BLU)
part of the nomenclature of a type of submunition e.g. BLU 26 or BLU 97.

3.21.
bomblet
see **submunition**.

3.22.
booby trap
an **explosive** or non-explosive device, or other material, deliberately placed to cause casualties when an apparently harmless object is disturbed or a normally safe act is performed. [AAP-6]

3.23.
boundary lane
a **cleared lane** around the perimeter of a **hazardous area**.

3.24.
box
a squared area that is developed for the purpose of being searched by **MDDs**.

Note: A box normally measures 10m x 10m, but other sizes may be preferred.

3.25.
briefing area
in the context of ***humanitarian demining*** *….* a clearly identifiable **control point** intended to be the first point of entry to a **demining worksite**.

Note: The briefing area contains a plan of the **minefield** and its current level of clearance, at a scale large enough for briefing purposes, showing the location of control points (car park, first aid point, explosive storage areas, the areas where **mine clearance** work is progressing and distances), and where safety equipment is issued to **visitors**.

3.26.
burning site
an area authorised for the destruction of **munitions** and **explosives** by burning.

3.27.
cancelled area
an area previously recorded as a **hazardous area** which subsequently is considered, as a result of actions other than **clearance**, not to represent a **risk** from **mines** and **UXO**.

Note: This change in status will be the result of more accurate and reliable information, for example from technical survey, and will normally only be authorised by the **NMAA**, in accordance with national **policy**. The documentation of all **cancelled areas** shall be retained together with a detailed explanation of the reasons for the change in status.

3.28.
CEN (Committee European Normalisation)
CEN is the European Committee for Standardisation.

Note: The mission of CEN is to promote voluntary technical harmonisation in Europe in conjunction with worldwide bodies and its European partners. European standards (referred to as EN (Europe Normalisation)) form a collection which ensures its own continuity for the benefit of users.

3.29.
CEN Workshop Agreement (CWA)
an endorsed and adopted standard voluntarily applied by participants.

3.30.
certification committee
a committee appointed by UNMAS to regularly review compliance of the **impact** component of the **GMAA** process with the UN certification guidelines based on the reports of the UN **quality assurance** monitor from the field.

Note: Acceptance of the findings of the impact component of the GMAA of a specific country by the international community is dependent on its certification by the UN certification committee.

3.31.
clearance
(Explosive Ordnance Clearance (EOC))
tasks or actions to reduce or eliminate the **Explosive Ordnance (EO)** hazards from a **specified area.** [NATO Study 2187]

3.32.
cleared area
cleared land
an area that has been physically and systematically processed by a **demining organisation** to ensure the removal and/or **destruction** of all **mine** and **UXO hazards** to a **specified depth**.

Note: IMAS 09.10 specifies the **quality system** (i.e. the organisation, procedures and responsibilities) necessary to determine that land has been cleared by the demining organisation in accordance with its contractual obligations.

Note: Cleared areas may include land cleared during the **technical survey** process, including **boundary lanes** and **cleared lanes**.

3.33.
cleared lane
safety lane
the generic term for any lane, other than a **boundary lane**, cleared by a survey or clearance team to the international standard for **cleared land**. This may include **access lanes** outside the **hazardous area** or cross/verification lanes inside a hazardous area.

3.34.
Cluster Bomb Unit (CBU)
an expendable aircraft store composed of a dispenser and **sub-munitions**. [AAP-6]
a bomb containing and dispensing sub-munitions which may be **mines** (anti-personnel or anti-tank), penetration (runway cratering) bomblets, fragmentation bomblets etc.

3.35.
collaboration
*in the context of **mine action** equipment **procurement**, the term refers to ….* an activity which applies solely to the procurement of common **equipment** by two or more organisations.

3.36.
Commercial off the Shelf (COTS)
in the context of ***mine action*** *equipment* ***procurement****, the term refers to ….* an **equipment** that is available direct from the manufacturer and requires no further development prior to introduction into service apart from minor modifications.

3.37.
commonality
in the context of ***mine action*** *equipment* ***procurement****, the term refers to ….* a state achieved when groups of individuals or organisations use common procedures and/or **equipment**.

3.38.
community liaison
community mine action liaison
liaison with **mine/UXO** affected communities to exchange information on the presence and **impact** of mines and UXO, create a reporting link with the **mine action** programme and develop **risk reduction** strategies. Community mine action liaison aims to ensure community needs and priorities are central to the planning, implementation and **monitoring** of mine action operations.

Note: Community liaison is based on an exchange of information and involves communities in the decision making process (before, during and after **demining**), in order to establish priorities for mine action. In this way mine action programmes aim to be inclusive, community focused and ensure the maximum involvement of all sections of the community. This involvement includes joint planning, implementation, monitoring and **evaluation** of projects.

Note: Community liaison also works with communities to develop specific interim safety strategies promoting individual and community behavioural change. This is designed to reduce the impact of mines/UXO on individuals and communities until such time as the **threat** is removed.

3.39.
compatibility
in the context of ***mine action*** *equipment* ***procurement****, the term refers to ….* the capability of two or more components or sub-components of **equipment** or material to exist or function in the same environment without mutual interference.

3.40.
concept formulation
the first stage in the **procurement** process, and covers the period of the emergence of the idea to the initial SON.

3.41.
contract
a formal agreement with specific terms between two or more entities in which there is a promise to do something in return for a valuable benefit known as a consideration.

3.42.
contractor
any organisation (governmental, non-government or commercial entity) contracted to undertake a mine action activity. The organisation responsible for the conduct of the overall contract is referred to as the 'prime contractor'. Other organisations or parties the prime contractor engages to undertake components of the larger contract are referred to as 'sub-contractors'. Sub-contractors are responsible to the prime contractor and not to the principal.

3.43.
control area or point
all points or areas used to control the movements of visitors and staff on a **demining worksite**.

3.44.
cost-effectiveness
an assessment of the balance between a system's performance and its whole life costs.

3.45.
cost-plus contract
a contract in which the contractor is reimbursed all costs incurred in undertaking a specific scope of work and is paid an additional lump sum or fixed percentage of the reimbursable costs.

3.46.
critical non-conformity
the failure of a 1.0m^2 unit of land during **inspection** to meet the stated **clearance** requirements. IMAS identifies two types of critical non-conformities:

a) the discovery of a mine or UXO; and

b) other critical non conformities as defined by NMAAs.

3.47.
decontamination
a process of removing undesired contamination from test items, tools and accessories that are used when preparing a field test. (Definition for **MDD** use only).

3.48.
deflagration
the conversion of **explosives** into gaseous products by chemical reactions at or near the surface of the explosive (c.f. **detonation**).

3.49.
demilitarisation
the process that renders **munitions** unfit for their originally intended purpose.

Note: Definition from NATO Maintenance and Supply Agency (NAMSA), Peter Courtney-Green, May 2000.

3.50.
deminer
a person qualified and employed to undertake **demining** activities on a **demining worksite**.

3.51.
demining
humanitarian demining
activities which lead to the removal of **mine and UXO hazards**, including **technical survey**, mapping, **clearance**, **marking**, post-clearance documentation, **community mine action liaison** and the **handover** of **cleared land**. Demining may be carried out by different types of organisations, such as NGOs, commercial companies, national **mine action** teams or military units. Demining may be emergency-based or developmental.

Note: in **IMAS** standards and guides, **mine** and **UXO clearance** is considered to be just one part of the demining process.

Note: in IMAS standards and guides, demining is considered to be one component of mine action.

Note: in IMAS standards and guides, the terms demining and humanitarian demining are interchangeable.

3.52.
demining accident
an **accident** at a **demining workplace** involving a **mine** or **UXO hazard** (c.f. **mine accident**).

3.53.
demining accident response plan
a documented plan developed for each **demining workplace** which details the procedures to be applied to move **victims** from a **demining accident** site to an appropriate treatment or surgical care facility.

3.54.
demining incident
an incident at a **demining workplace** involving a **mine** or **UXO hazard** (c.f. **mine incident**).

3.55.
demining organisation
refers to any organisation (government, NGO, military or commercial entity) responsible for implementing demining projects or tasks. The demining organisation may be a prime contractor, subcontractor, consultant or agent.

3.56.
demining sub-unit
an element of a **demining organisation**, however named, which is operationally accredited to conduct one or more prescribed **demining** activities, such as **technical surveys**, manual **clearance**, **EOD** or the use of **MDD** teams.

3.57.
demining worker
all employees who work at a **demining worksite**.

3.58.
demining worksite
any workplace where **demining** activities are being undertaken.

Note: Demining worksites include workplaces where survey, **clearance** and **EOD** activities are undertaken including centralised disposal sites used for the destruction of mines and UXO identified and removed during clearance operations.

Note: Survey, in relation to a demining worksite includes general survey undertaken to identify mine and UXO hazards and hazardous areas.

3.59.
demolition (dml)
destruction of structures, facilities or material by use of fire, water, **explosives**, mechanical or other means.

3.60.
demolition ground
an area authorised for the **destruction** of **munitions** and **explosives** by **detonation**.

3.61.
destroy (destruction) in situ
blow in situ.
the **destruction** of any item of ordnance by **explosives** without moving the item from where it was found, normally by placing an **explosive** charge alongside.
3.62.
destruction
the process of final conversion of **munitions** and **explosives** into an **inert** state whereby they can no longer function as designed.

3.63.
destruction organisation
refers to any organisation (government, military or commercial entity) responsible for implementing **stockpile destruction** projects or tasks. The destruction organisation may be a prime contractor, subcontractor, consultant or agent.

3.64.
detection
in the context of ***humanitarian demining****, the term refers to ….* the discovery by any means of the presence of **mines** or **UXO**.

3.65.
detonation
the rapid conversion of **explosives** into gaseous products by means of a shock wave passing through the explosive (c.f. deflagration**).** Typically, the velocity of such a shock wave is more than two orders of magnitude higher than a fast deflagration.

3.66.
detonator
a device containing a sensitive **explosive** intended to produce a **detonation** wave. [AAP-6]

3.67.
development
the stage of the project (and its associated costs) prior to production concerned with developing a design sufficiently for production to begin.

3.68.
disarm

the act of making a **mine** safe by removing the **fuze** or igniter. The procedure normally removes one or more links from the firing chain.

3.69.
disposal site
an area authorised for the destruction of **munitions** and **explosives** by **detonation** and burning.

3.70.
DNT (Dinitrotolulene)
a residual product of **TNT** manufacture, and a breakdown product of TNT decay. Is normally present in varying amounts in any explosive device containing TNT. The vapour pressure of DNT is much higher than that of TNT, and under some conditions it may be easier to detect DNT than TNT.

3.71.
donor
all sources of funding, including the government of mine affected states.

3.72.
drill munition
an **inert** replica of a **munition** specifically manufactured for drill, display or instructional purposes.

3.73.
durability
the ability of an item or material to continue to perform its required function under stated conditions as time progresses. Durability is a function of reliability with time.

Note: Durability involves resistance to degradation, corrosion, cracking, de-lamination, thermal shock, wear and the effects of foreign object damage.

3.74.
education
the imparting and acquiring over time of knowledge (awareness or possession of facts, ideas, truths or principles), attitude and practices through teaching and learning. [Oxford Concise English Dictionary]

3.75.
ensemble
the group of protective clothing designed to be worn as a protective measure.

3.76.
environmental factors
factors relating to the environment and that influence the transportation of odour from the **mine**, the **detection** of the target odour or the ability of people and dogs to work safety and effectively. (i.e. Wind, rain, temperature, humidity, altitude, sun and vegetation). (Definition for **MDD** use only).

3.77.
equipment
a physical, mechanical, electrical and/or electronic system which is used to enhance human activities, procedures and practices.

3.78.
European Normalisation (EN)
See **CEN (Committee European Normalisation)**

3.79.
evaluation
the analysis of a result or a series of results to establish the quantitative and qualitative effectiveness and worth of software, a component, **equipment** or system, within the environment in which it will operate.

Note: Definition when used in context of equipment test and evaluation.

a process that attempts to determine as systematically and objectively as possible the merit or value of an intervention.

Note: The word 'objectively' indicates the need to achieve a balanced analysis, recognising bias and reconciling perspectives of different stakeholders (all those interested in, and affected by programmes, including beneficiaries as primary stakeholders) through use of different sources and methods.

Note: Evaluation is considered to be a strategic exercise.

Note: Definition when used in relation to programmes. (*UNICEF Policy and Programming Manual*)

3.80.
explosive materials
components or ancillary items used by **demining organisations** which contain some **explosives**, or behave in an explosive manner, such as **detonators** and **primers**.

3.81.
Explosive Ordnance (EO)
all munitions containing **explosives**, nuclear fission or fusion materials and biological and chemical agents. This includes bombs and warheads; guided and ballistic missiles; artillery, mortar, rocket and small arms **ammunition**; all **mines**, torpedoes and depth charges; pyrotechnics; clusters and dispensers; cartridge and propellant actuated devices; electro-explosive devices; clandestine and improvised explosive devices; and all similar or related items or components explosive in nature. [AAP-6]

3.82.
Explosive Ordnance Disposal (EOD)
the **detection**, identification, evaluation, **render safe**, recovery and **disposal** of EO. EOD may be undertaken:

a) as a routine part of **mine clearance** operations, upon discovery of the **UXO**.

b) to dispose of **UXO** discovered outside **mined areas**, (this may be a single **UXO**, or a larger number inside a specific area).

c) to dispose of **EO** which has become **hazardous** by deterioration, damage or attempted **destruction**.

3.83.
Explosive Remnants of War (ERW)
Unexploded Ordnance (UXO) and Abandoned Explosive Ordnance (AXO). (CCW protocol V).

3.84.
explosives
a substance or mixture of substances which, under external influences, is capable of rapidly releasing energy in the form of gases and heat. [AAP-6]

3.85.
failure
an event in which any system, **equipment**, components or sub-components does not perform as previously specified.

Note: Failures may be classified as to cause, degree, relevance, dependence and responsibility.

3.86.
Feasibility Study (FS)
a study to establish the feasibility of the **STO** in terms of technology, costs and time.

3.87.
field editor
an individual whose main responsibility is to ensure accuracy, consistency, readability and clarity of the information gathered by enumerators in the field.

Note: The field editor must work closely with the survey teams in order to ensure that the review process is done shortly after the survey has been completed and while the teams are in the same general vicinity as the community being reviewed.

3.88.
fixed price contract
a contract in which a **contractor** is paid a fixed price to undertake a specific scope of work or to provide a specific number of assets (demining teams, **MDD** teams or mechanical equipment) over an agreed time-frame. The fixed price covers the whole of the works, supplies and services to be provided by the contractor.

3.89.
force majeure
unforeseeable circumstances that prevent a party from completing a task required by a contract.

3.90.
fragmentation hazard zone
for a given **explosive** item, explosive storage or **mine**/**UXO** contaminated area, the area that could be reached by fragmentation in the case of **detonation.**

Note: Several factors should be considered when determining this zone; the amount of explosive, body construction, type of material, ground conditions etc. See also [**secondary fragmentation**].

3.91.
Full Development (FD)
the procedure containing all of the engineering processes, **trials** and **tests** necessary to establish the final detailed design to enable full production to commence.

3.92.
fuze
a device which initiates an **explosive** train. [AAP-6]

3.93.
General Mine Action Assessment (GMAA)
the continuous process by which a comprehensive inventory can be obtained of all reported and/or suspected locations of **mine** or **UXO** contamination, the quantities and types of **explosive hazards**, and information on local soil characteristics, vegetation and climate; and assessment of the scale and **impact** of the landmine problem on the individual, community and country.

3.94.
generic requirement
the performance and environmental characteristics which will be common to all planned uses of the proposed **equipment**.

3.95.
georeferencing
a process whereby graphic coordinates or other indirect referencing codes are added to tabular data in order to allow simple comparison, compilation and analysis of disparate datasets based on common locations.

3.96.
GIS
Geographical (or Geospatial) Information System
an organised collection of computer hardware, software, geographic data, and personnel designed to efficiently capture, store, update, manipulate, analyse, and display all forms of geographically referenced information.

Note: GIS allows a user to graphically view multiple layers of data based on their geographic distribution and association. GIS incorporates powerful tools to analyse the relationships between various layers of information.

3.97.
ground preparation
preparing of ground in a **minefield** or **hazardous area** by mechanical means by removing or reducing obstacles to clearance e.g. tripwires, vegetation, hard soil and metal contamination to make subsequent **clearance** operations quicker and safer.

3.98.
ground processing
the practice of applying a mechanical tool or system to a **minefield** or **hazardous area** with the aim of clearing all of the **mines** or **UXO** within the mechanical tool or system's capabilities.

3.99.
group interview
the conduct of a formal interview with a group of **key informants** in an impacted community on what to survey within that community.

3.100.
guide
an IMAS guide provides general rules, principles, advice and information.

3.101.
handover
the process by which the beneficiary (for example, the **NMAA** on behalf of the local community or land user) accepts responsibility for the **cleared area**. The term '**alienation**' is sometimes used to describe a change of ownership of the land which accompanies the handover of a cleared area.

3.102.
handover certificate
documentation used to record the **handover** of **cleared land**.

3.103.
hardware
equipment with physical size and mass; as opposed to **software.**

3.104.
harm
physical injury or damage to the **health** of people, or damage to property or the environment. [ISO Guide 51:1999(E)]

3.105.
harmful event
occurrence in which a **hazardous situation** results in **harm**. [ISO Guide 51:1999(E)].

3.106.
hazard
potential source of **harm.** [ISO Guide 51:1999(E)]

3.107.
hazard (ous) area
contaminated area
a generic term for an area not in productive use due to the perceived or actual presence of **mines**, **UXO** or other **explosive** devices.

3.108.
hazard marker
object(s), other than **hazard signs**, used to identify the limits of a **mine** and **UXO hazard area**. Hazard markers shall conform to the specification established by the **NMAA.**

3.109.
hazard marking system
a combination of measures (signs and barriers) designed to provide the public with warning and protection from **mine** and **UXO hazards**. The system may include the use of signs or markers, or the erection of physical barriers.

3.110.
hazard sign
a permanent, manufactured sign which, when placed as part of a marking system, is designed to provide warning to the public of the presence of **mines**.

3.111.
hazardous situation
circumstance in which people, property or the environment are exposed to one or more **hazards**. [ISO Guide 51:1999(E)].

3.112.
health
in relation to work, indicates not merely the absence of disease or infirmity, it also includes the physical and mental elements affecting health, which are directly related to safety and hygiene at work. [ILO C155]

3.113.
humanitarian demining
see **demining.** (In IMAS standards and guides, the terms demining and humanitarian demining are interchangeable.)

3.114.
impact
the level of social and economic suffering experienced by the community resulting from the **harm** or **risk** of harm caused by **mine** and **UXO hazards** and **hazardous areas**.

Note: **Impact** is a product of:
a) the presence of mine/UXO hazards in the community;
b) **intolerable risk** associated with the use of infrastructure such as roads, markets etc;
c) intolerable risk associated with livelihood activities such as use of agricultural land, water sources etc; and
d) number of victims of **mine** and **UXO incidents** within the last two years.

3.115.
impact free
a term applied to countries that may still have **mines** but where the **mined areas** are not having a negative socio – economic **impact** on communities, e.g. the mines may be in remote, marked and unpopulated areas.

3.116.
impact survey
see **Landmine Impact Survey (LIS)**

3.117.
IMSMA
the Information Management System for Mine Action (IMSMA)

Note: This is the United Nation's preferred information system for the management of critical data in UN-supported field programmes. The Field Module (FM) provides for data collection, information analysis and project management. It is used by the staffs of **MACs** at national and regional level, and by the implementers of **mine action** projects - such as **demining organisations**.

3.118.
incident
an event that gives rise to an **accident** or has the potential to lead to an accident.

3.119.
inert
a munition that contains no **explosive**, pyrotechnic, **lachrymatory**, radioactive, chemical, biological or other toxic components or substances.

Note: An **inert munition** differs from a **drill** munition in that it has not necessarily been specifically manufactured for instructional purposes. The inert state of the munition may have resulted from a **render safe procedure** or other process to remove all **hazardous** components and substances. It also refers to the state of the munition during manufacture prior to the filling or fitting of explosive or hazardous components and substances.

3.120.
inspection
the observation, measurement, examination, testing, **evaluation** or gauging of one or more components of a product or service and comparing these with specified requirements to determine conformity.

3.121.
inspection body
an organisation which conducts post-clearance **QC** on behalf of the **NMAA** by applying random **sampling** procedures, or other appropriate and agreed methods of **inspection**.

3.122.
insurance
an arrangement for compensation in the event of damage to or loss of (property, life of a person).

Note: Insurance should include appropriate medical, death and disability coverage for all personnel as well as third party liability coverage.

Note: Such insurance need not necessarily have to be arranged through an insurance broker or company, unless otherwise required by contractual arrangements. Self insurance (under-writing) schemes, provided they are formally constituted on accepted actuarial principles and provide adequate cover, may be an acceptable alternative.

3.123.
intended use (land)
use of land following **demining** operations.

Note: Intended use: use of a product, process or service in accordance with information provided by the supplier. [ISO Guide 51:1999(E)

Note: Intended land use should be included in the **clearance** task specification and clearance task **handover** documentation.

3.124.
interchangeability
*in the context of **mine action** equipment **procurement**, the term refers to ….* a condition which exists when two or more items of **equipment** possess such functional and physical characteristics as to be equivalent in performance and durability, and are capable of being exchanged for one another without alteration of the items themselves, or of adjoining items, except for adjustment, and without selection for fit and performance.

3.125.
intermediate point
survey markers used between **turning points** that are more than 50m apart.

3.126.
International Mine Action Standards (IMAS)
documents developed by the UN on behalf of the international community, which aim to improve safety and efficiency in **mine action** by providing guidance, by establishing principles and, in some cases, by defining international requirements and specifications.

Note: They provide a frame of reference which encourages, and in some cases requires, the sponsors and managers of mine action programmes and projects to achieve and demonstrate agreed levels of effectiveness and **safety**.

Note: They provide a common language, and recommend the formats and rules for handling data which enable the free exchange of important information; this information exchange benefits other programmes and projects, and assists the mobilisation, prioritisation and management of resources.

3.127.
International Organisation for Standardization (ISO)

Note: A worldwide federation of national bodies from over 130 countries. Its work results in international agreements which are published as ISO **standards** and **guides**. ISO is a NGO and the standards it develops are voluntary, although some (mainly those concerned with **health**, **safety** and environmental aspects) have been adopted by many countries as part of their regulatory framework. ISO deals with the full spectrum of human activities and many of the tasks and processes which contribute to **mine action** have a relevant standard. A list of ISO standards and guides is given in the ISO Catalogue [www.iso.ch/infoe/catinfo/html].

Note: The revised mine action standards have been developed to be compatible with ISO standards and guides. Adopting the ISO format and language provides some significant advantages including consistency of layout, use of internationally recognised terminology, and a greater acceptance by international, national and regional organisations who are accustomed to the ISO series of standards and guides.

3.128.
investment appraisal
the process of defining the objectives of expenditure, identifying the alternative ways of achieving those objectives and assessing which way is likely to give best value for money.

3.129.
key informants
individuals who have relatively good knowledge on the **hazardous areas** in and around their community.

Note: Key informants may include, but are not limited to, community leaders, mine-affected individuals, schoolteachers, religious leaders etc.

3.130.
lachrymatory ammunition
lachrymatory **ammunition** contains chemical compounds that are designed to incapacitate by causing short-term tears or inflammation of the eyes.

3.131.
Landmine Impact Survey (LIS)
impact survey
an assessment of the socio-economic **impact** caused by the actual or perceived presence of **mines** and **UXO**, in order to assist the planning and prioritisation of **mine action** programmes and projects.

3.132.
letter of agreement
a simpler form of **contract** that states the essentials of the agreement without including all the detail. It may be used as a precursor to a formal contract or, in some cases, may be used in place of a more formal contract.

3.133.
level 2 survey
the term previously used for a **technical survey**.

3.134.
licence
*in the context of **mine action**, the term refers to …..* a certificate issued by a **NMAA** in relation to the capacity or capability of a facility, for example a demolition site may be licensed for certain explosive limits and explosive storage areas may be licensed for certain types and quantities of munitions. **Demining organisations** receive organisational or operational **accreditation** from an accreditation body authorised by a NMAA.

3.135.
local requirement
the performance and characteristics of the proposed **equipment** which reflect local environmental conditions, operating procedures and operational requirements.

3.136.
logistic disposal
*in the context of **mine action**, the term refers to …..* the removal of **munitions** and **explosives** from a **stockpile** utilising a variety of methods, (that may not necessarily involve **destruction**). Logistic disposal may or may not require the use of **RSP**.

3.137.
lot size
*in the context of **humanitarian demining**, the term refers to …..* an area (comprising a number of 1.0m^2 units of **cleared land**) offered for **inspection**.

3.138.
magazine
*in the context of **mine action**, the term refers to …..* any building, structure or container approved for the storage of **explosive** materials.

3.139.
maintainability
the ability of an **equipment**, component or sub-component under stated conditions of use, to be retained or restored to a specific condition, when maintenance is performed by personnel having specific skill levels, under stated conditions and using prescribed procedures and resources.

3.140.
marking
emplacement of a measure or combination of measures to identify the position of a **hazard** or the boundary of a **hazardous area**. This may include the use of signs, paint marks etc, or the erection of physical barriers.

3.141.
marking system
an agreed convention for the **marking** of **hazards** or **hazardous areas**.

3.142.
mechanical application
the generic term to describe the use of machines in the conduct of **mine clearance** operations.

3.143.
medical support staff
employees of **demining organisations** designated, trained and equipped to provide first aid and further medical treatment of **demining** employees injured as a result of a**n accident**.

3.144.
Memorandum of Understanding (MOU)
a document used to facilitate a situation or operation when it is not the intention to create formal rights and obligations in international law but to express commitments of importance in a non-binding form.

3.145.
mine
munition designed to be placed under, on or near the ground or other surface area and to be exploded by the presence, proximity or contact of a person or a vehicle. [MBT]

3.146.
mine accident
an accident away from the **demining workplace** involving a **mine** or **UXO** hazard (c.f. **demining accident**).

3.147.
mine action
activities which aim to reduce the social, economic and environmental **impact** of **mines** and **UXO**.

Note: Mine action is not just about demining; it is also about people and societies, and how they are affected by landmine contamination. The objective of mine action is to reduce the risk from landmines to a level where people can live safely; in which economic, social and health development can occur free from the constraints imposed by landmine contamination, and in which the victims' needs can be addressed. Mine action comprises five complementary groups of activities:
a) MRE;
b) humanitarian demining, i.e. mine and UXO survey, mapping, marking and clearance;
c) victim assistance, including rehabilitation and reintegration;

d)stockpile destruction; and
e)advocacy against the use of APM.

Note: A number of other enabling activities are required to support these five components of mine action, including: assessment and planning, the mobilisation and prioritisation of resources, information management, human skills development and management training, **QM** and the application of effective, appropriate and safe equipment.

3.148.
Mine Action Centre (MAC)
Mine Action Coordination Centre (MACC)
an organisation that carries out **MRE** training, conducts reconnaissance of **mined areas**, collection and centralisation of mine data and coordinates local (**mine action**) plans with the activities of external agencies, of (mine action) NGOs and of local **deminers**. [UN Terminology Bulletin No. 349] For national mine action programmes, the MAC/MACC usually acts as the operational office of the **NMAA**.

3.149.
Mine Action Coordination Centre (MACC)
see **Mine Action Centre (MAC)**

3.150.
mine action organisation
refers to any organisation (government, NGO, military or commercial entity) responsible for implementing mine action projects or tasks. The mine action organisation may be a prime **contractor**, subcontractor, consultant or agent.

3.151.
mine awareness
see **Mine Risk Education (MRE).**

3.152.
mine clearance
the clearance of **mines** and **UXO** from a **specified area** to a predefined standard.

3.153.
Mine Detection Dog(s) (MDD)
a dog trained and employed to detect **mines**, **UXO** and other **explosive** devices.

3.154.
mine free
a term applied to an area that has been certified as clear of mines to a specified depth. Also applied to a country or an area that has not had a mine contamination problem.

3.155.
mine incident
an incident away from the demining workplace involving a **mine** or **UXO** hazard (c.f. **demining incident**).

3.156.
mine risk
the probability and severity of physical injury to people, property or the environment caused by the unintentional **detonation** of a mine or UXO. [Adapted from ISO Guide 51:1999(E)]

3.157.
Mine Risk Education (MRE)
activities which seek to reduce the risk of injury from mines/UXO by raising awareness and promoting behavioural change including **public information dissemination**, **education** and training, and **community mine action liaison**.

3.158.
mine risk reduction
those actions which lessen the probability and/or severity of physical injury to people, property or the environment. [Adapted from ISO Guide 51:1999(E)] Mine risk reduction can be achieved by physical measures such as **clearance**, fencing or marking, or through behavioural changes brought about by **MRE**.

3.159.
mine sign
a sign which, when placed as part of a **marking syst**em, is designed to provide warning to the public of the presence of **mines**.

3.160.
mine threat
mine and UXO threat
an indication of the potential **harm** from the number, nature, disposition and detectability of **mines** and **UXO** in a given area.

3.161.
mined area
an area which is dangerous due to the presence or suspected presence of **mines**. [MBT]

3.162.
minefield
an area of ground containing **mines** laid with or without a pattern. [AAP-6]

3.163.
monitoring
*in the context of **mine action**, the term refers to …..* the authorised observation, inspection or assessment by qualified personnel of worksites, facilities, equipment, activities, processes, procedures and documentation without taking responsibility for what is being monitored. Monitoring is usually carried out to check conformity with undertakings, procedures or standard practice and often includes recording and reporting elements.
*in the context of **MRE**, the term refers to …*the process of measuring or tracking what is happening. This includes:

a) measuring progress in relation to an implementation plan for an intervention – programmes/projects/activities, strategies, policies and specific objectives.

b) measuring change in a condition or set of conditions or lack thereof (e.g., changes in the situation of children and women or changes in the broader country context).

c) definition from UNICEF Policy and Programming Manual.

3.164.
monitoring body
an organisation, normally an element of the **NMAA**, responsible for management and implementation of the national monitoring system.

3.165.
MRE organisation
any organisation, including governmental, non-governmental, civil society organisations (e.g. women's union, youth union, red cross and red crescent societies), commercial entities and military personnel (including peace-keeping forces), which is responsible for implementing MRE projects or tasks. The MRE organisation may be a prime contractor, subcontractor, consultant or agent. The term 'MRE sub-unit' refers to an element of an organisation, however named, that is accredited to conduct one or more prescribed MRE activities such as a public information project, a schools based education project or a community mine action liaison project evaluation.

3.166.
MRE partner
an institution or agent within the mine-affected community who is able to work with an MRE organisation to facilitate, establish and implement an MRE project.

3.167.
munition
a complete device charged with **explosives**, propellants, pyrotechnics, initiating composition, or nuclear, biological or chemical material for use in military operations, including **demolitions**. [AAP6]

Note: In common usage, 'munitions' (plural) can be military weapons, ammunition and equipment.

3.168.
national authority
in the context of ***stockpile destruction*** *the term refers to ….* the government department(s), organisation(s) or institution(s) in each country charged with the regulation, management and coordination of stockpile destruction.

3.169.
National Mine Action Authority (NMAA)
the government department(s), **organisation(s)** or institution(s) in each mine-affected country charged with the regulation, management and coordination of **mine action**.

Note: In most cases the national **MAC** or its equivalent will act as, or on behalf of, the NMAA.

Note: In certain situations and at certain times it may be necessary and appropriate for the UN, or some other recognised international body, to assume some or all of the responsibilities, and fulfil some or all the functions, of a NMAA.

3.170.
neutralise
the act of replacing safety devices such as pins or rods into an **explosive** item to prevent the **fuze** or igniter from functioning.

Note: It does not make an item completely safe as removal of the safety devices will immediately make the item active again (c.f. **disarm**).

Note: A **mine** is said to be neutralised when it has been rendered, by external means, incapable of firing on passage of a target, although it may remain dangerous to handle. [AAP-6]

3.171.
non-sparking material
material that will not produce a spark when struck with tools, rocks, or when the material itself strikes hard surfaces.

3.172.
Operational Analysis (OA)
operational research
a field of research that applies scientifically based quantitative and qualitative analysis to assist management decisions.

3.173.
operational research
see **Operational Analysis (OA)**

3.174.
particle board
a composition board made of small pieces of wood, bonded together.

3.175.
permanent marking system
a **marking system** having an indefinite period of use, usually requiring maintenance (c.f. **temporary marking system**).

3.176.
Personal Protective Equipment (PPE)
all equipment and clothing designed to provide protection, which is intended to be worn or held by an employee at work and which protects him/her against one or more **risks** to his/her **safety** or **health**.

3.177.
pilot test
a process ahead of the commencement of wide range data collection to ensure that all survey project elements, such as team deployment, data collection, reporting and administration, are functioning as planned.

3.178.
policy
defines the purpose and goals of an organisation, and it articulates the rules, standards and principles of action which govern the way in which the organisation aims to achieve these goals.

Note: Policy evolves in response to strategic direction and field experience. In turn, it influences the way in which plans are developed, and how resources are mobilised and applied. Policy is prescriptive and compliance is assumed, or at least is encouraged.

3.179.
post clearance inspection
*in the context of **humanitarian demining,** the term refers to …*the process of measuring, examining, testing or otherwise comparing a sample of **cleared land** against the **clearance** requirements.

3.180.
Post Design Services (PDS)
further services such as ongoing development and modification of **equipment**, subsequent to the **acceptance** of the equipment.

Note: PDS may be used after the initial contract in order to update the equipment in response to changing circumstances and requirements.

3.181.
Preliminary Development (PD)
the planning, design and engineering work necessary to explore areas of technical uncertainty and to provide detailed estimates of duration and cost before the decision to proceed to **full development** is made.

Note: During PD a relatively flexible relationship should exist between the technical specification and the operational requirements.

3.182.
preliminary study
a study to give an indication of the practicability of the idea in terms of technological possibilities and cost.

3.183.
pre-test
a process at the start of a survey to validate clarity and appropriateness of the selected survey instrument.

3.184.
primer
a self-contained **munition** which is fitted into a cartridge case or firing mechanism and provides the means of igniting the propellant charge.

3.185.
principal
the entity that contracts another entity to undertake the required **mine action** activity. The principal may be a donor, a **NMAA**, an organisation acting on behalf of the NMAA, a commercial organisation or any entity that desires mine action to be conducted and engages a mine action organisation to do so.

3.186.
procurement
the process of research, development and production or purchase which leads to an **equipment** being accepted as suitable for use, and continues with the provision of spares and **Post Design Services** (PDS) throughout the life of the equipment.

3.187.
prodding
a procedure employed in the process of **demining** whereby ground is probed to detect the presence of sub-surface **mines** and/or **UXO** (c.f. **sapping**).

3.188.
programme
a group of projects or activities which are managed in a co-ordinated way, to deliver benefits that would not be possible were the projects and/or contracts managed independently.

3.189.
project
an endeavour in which human, material and financial resources are organised to undertake a unique scope of work, of given specification, within constraints of cost and time, so as to achieve beneficial change defined by quantitative and qualitative objectives.

3.190.
project management
the process by which a project is brought to a successful conclusion.

3.191.
proposal
an offer for consideration or acceptance by another entity.

3.192.
protective measure
means used to reduce **risk.** [ISO Guide 51:1999(E)]

3.193.
prototype
an **equipment**, component or sub-component built as nearly as possible to the final design and build standard.

Note: Prototypes are used to aid development of the final production standard and/or to demonstrate performance or specification compliance.

3.194.
proximity verification
an activity to observe **mine/UXO hazard areas** reported during the community interview.

Note: Observation must be done from a safe area and in accordance with the relevant protocols.

3.195.
public education
the process aimed at raising general awareness of the **mine** and **UXO** threat; through public information, formal and non-formal education systems.

Note: Public education is a mass mobilisation approach that delivers information on the mine/UXO threat. It may take the form of formal or non-formal education and may use mass media techniques.

Note: In an emergency situation, due to time constraints and the lack of available data, it is the most practical means of communicating safety information. In other situations it can support **community liaison.**

3.196.
public information dissemination
information concerning the **mine** and **UXO** situation, used to inform or update populations. Such information may focus on particular issues, such as complying with mine ban legislation, or may be used to raise public support for the mine action programme. Such projects usually include risk reduction messages, but may also be used to reflect national mine action policy.

3.197.
pure research
research activities not linked to any specific application. The outcome of pure research may eventually lead to a product, but its immediate aim is to establish generic principles.

3.198.
quality
degree to which a set of inherent characteristics fulfils requirements. [ISO 9000:2000]

3.199.
Quality Assurance (QA)
part of **QM** focused on providing confidence that quality requirements will be fulfilled. [ISO 9000:2000]

Note: The purpose of QA in **humanitarian demining** is to confirm that management practices and operational procedures for demining are appropriate, are being applied, and will achieve the stated requirement in a safe, effective and efficient manner. Internal QA will be conducted by **demining organisations** themselves, but external inspections by an external **monitoring body** should also be conducted.

3.200.
Quality Control (QC)
part of QM focused on fulfilling quality requirements. [ISO 9000:2000]

Note: QC relates to the *inspection* of a finished product. In the case of **humanitarian demining**, the 'product' is **safe cleared land**.

3.201.
Quality Management (QM)
coordinated activities to direct and control an organisation with regard to **quality**. [ISO 9000:2000]

3.202.
random sampling
selection of **samples** by a process involving equal chances of selection of each item. Used as an objective or impartial means of selecting areas for **test** purposes.

3.203.
raster data
the use of an imaginary grid of cells to represent the landscape. Point features are stored as individual column/row entries in a grid; lines are identified as a set of connected cells; and areas are distinguished as all of the cells comprising a feature.

3.204.
RDX (1, 3, 5-triazacyclohexane)
RDX is another military explosive which is used extensively as an **explosive** in many **munitions** formulations. RDX is relatively insensitive; it has a high chemical stability, although lower than that of **TNT**. RDX is never handled pure and dry because of the danger of accidental **explosion**. It is used as a component in explosive mixtures, especially plastic explosives.

3.205.
reasonably foreseeable misuse
use of a product, process or service in a way not intended by the supplier, but which may result from readily predictable human behaviour. [ISO Guide 51:1999(E)]

3.206.
recognition piece
A metal piece, which is placed under test items to make them recognisable with a metal detector.

3.207.
reduced area
see **area reduction**
the area of **hazardous** land remaining after the process of area reduction. It is still referred to as a **hazardous area**.

3.208.
reference point
landmark
a fixed point of reference some distance outside the **hazard(ous) area**. It should be an easily recognised feature (such as a cross-roads or a bridge) which can be used to assist in navigating to one or more **benchmarks**.

Note: Internationally these are often also referred to as Geodetic Points when they refer to a pre-surveyed location such as a trig point.

3.209.
Relational Database Management System (RDMS)
as opposed to a single table with numerous fields for each record entered, a RDMS uses identification codes to link multiple tables of data. The codes used establish the relationship between data tables. RDMS are very effective in managing large amounts of data and permitting detailed queries to determine the relationship among data compiled against different records.

3.210.
reliability
the ability of an **equipment,** component or sub-component to perform a required function under stated conditions for a stated period of time.

3.211.
reliable (mine action) information
information deemed acceptable and reliable by the **NMAA** for the conduct of **demining** operations.

3.212.
Render Safe Procedure (RSP)
the application of special **EOD** methods and tools to provide for the interruption of functions or separation of essential components to prevent an unacceptable **detonation**.

3.213.
research
the systematic inquiry, examination and experimentation to establish facts and principles.

3.214.
residual risk
in the context of ***humanitarian demining****, the term refers to …..* the risk remaining following the application of all reasonable efforts to remove and/or destroy all **mine** or **UXO hazards** from a **specified area** to a **specified depth**. [Modified from ISO Guide 51:1999]

3.215.
risk
combination of the probability of occurrence of **harm** and the severity of that **harm.** [ISO Guide 51:1999(E)]

3.216.
risk analysis
systematic use of available information to identify **hazards** and to estimate the **risk.** [ISO Guide 51:1999(E)]

3.217.
risk assessment
overall process comprising a **risk analysis** and a **risk evaluation.** [ISO Guide 51:1999(E)]

3.218.
risk evaluation
process based on **risk analysis** to determine whether the **tolerable risk** has been achieved. [ISO Guide 51:1999(E)]

3.219.
risk reduction
actions taken to lessen the probability, negative consequences or both, associated with a particular **risk**.

3.220.
safe
the absence of risk. Normally the term **tolerable risk** is more appropriate and accurate.

3.221.
safety
the reduction of risk to a tolerable level. [ISO Guide 51:1999(E)]

3.222.
sample
in the context of ***humanitarian demining****, the term refers to …..* one or more 1.0m^2 units of land drawn at random from a lot.

3.223.
sample size
in the context of ***humanitarian demining****, the term refers to …..* the number of 1.0m^2 units of land in the **sample**.

3.224.
sampling
in the context of ***humanitarian demining****, the term refers to …..* a defined procedure whereby part or parts of an area of **cleared land** are taken, for testing, as a representation of the whole area.

3.225.
sampling plan
in the context of ***humanitarian demining****, the term refers to …..* a specific plan that indicates the number of 1.0m^2 units of land from each lot which are to inspected (**sample** size or series of sample sizes) and the associated criteria for determining the acceptability of the lot (acceptance and rejection numbers).

3.226.
sapping
in the context of ***humanitarian demining****, the term refers to* …. a procedure employed in the process of demining whereby, in conjunction with other procedures, ground is cleared by digging forward to a **specified depth** from a **safe** start point.

3.227.
scent
a distinctive odour.

3.228.
secondary fragmentation
in an **explosive** event, fragmentation which was not originally part of the **mine/UXO**.

3.229.
self-neutralisation
action generated by means of a device integral to a **mine**, which renders the mine inoperative, but not necessarily **safe** to handle. In landmines, this process may be reversible. [AAP-6]

3.230.
specified area
in the context of ***humanitarian demining****, the term refers to …..* that area for which **mine clearance** activity has been contracted or agreed, as determined by the **NMAA** or an **organisation** acting on its behalf.

3.231.
specified depth
in the context of ***humanitarian demining****, the term refers to …..* the depth to which a **specified area** is contracted or agreed to be cleared of **mine** and **UXO hazards**, as determined by the **NMAA** or an **organisation** acting on its behalf.

3.232.
Specified Quality Limit (SQL)
in the context of ***humanitarian demining****, the term refers to …..* an indication of the **quality** required from **clearance** operations.

Note: For acceptance **sampling** purposes, the SQL is a specified borderline between what can be considered reasonable as a process average and what can not. It has to be attainable by the producer (**demining organisation**) but tolerable to the consumer (**NMAA** or contracting agency).

Note: In the case of **mine clearance**, the SQL indicates the average contamination (in terms of non-conforming items per square metre) following a lengthy and steady process run.

3.233.
sponsor
the sponsor of an **equipment trial** is the authority requiring the trial to be carried out.

Note: This is most likely to be an international organisation**,** national **MAC**, **donor** or **demining organisation**.

3.234.
standard
a standard is a documented agreement containing technical specifications or other precise criteria to be used consistently as rules, guidelines, or definitions of characteristics to ensure that materials, products, processes and services are fit for their purpose.

Note: **Mine action standards** aim to improve safety and efficiency in mine action by promoting the preferred procedures and practices at both headquarters and field level. To be effective, the standards should be definable, measurable, achievable and verifiable.

3.235.
Standard Operating Procedures (SOPs)
Standing Operating Procedures (SOPs)
instructions which define the preferred or currently established method of conducting an operational task or activity.

Note: Their purpose is to promote recognisable and measurable degrees of discipline, uniformity, consistency and commonality within an organisation, with the aim of improving operational effectiveness and safety. SOPs should reflect local requirements and circumstances.

3.236.
standards
requirements, specifications or other precise criteria, to be used consistently to ensure that materials, products, processes and services are fit for their purpose.

Note: **Mine action** standards aim to improve safety and efficiency in mine action by promoting the preferred procedures and practices at both headquarters and field level.

3.237.
Standing Operating Procedures (SOPs)
see **Standard Operating Procedures (SOPs)**.

3.238.
Statement of Operational Need (SON)
the document that describes the **user's** operational needs.

Note: The SON should be prepared by the User who has identified the need, or by a **sponsor** acting on a user's behalf.

3.239.
Statement of Requirement (SOR)
the document that provides a detailed statement of the characteristics and performance expected of the equipment, based on the preferred solution.

3.240.
Statement of Tasks and Outputs (STO)
the document that articulates the **user**'s needs in broad terms, giving the tasks of the equipment and the key characteristics, with the emphasis on the output required rather than the means of achieving it, so as to enable full consideration of alternative solutions.

3.241.
steel
general purpose (hot or cold rolled) low-carbon such as ASTM A366b or equivalent.

3.242.
stockpile
*in the context of **mine action**, the term refers to …..* a large accumulated stock of **EO**.

3.243.
stockpile destruction
the physical destructive procedure towards a continual reduction of the national **stockpile**.

3.244.
submunition
any **munition** that, to perform its task, separates from a parent munition. [AAP-6]
mines or munitions that form part of a **CBU**, artillery shell or missile payload.

3.245.
survey marker
a durable and long lasting marker used to assist in the management of marked and **cleared land** during **demining** operations.

3.246.
survivor (landmine/UXO)
persons either individually or collectively who have suffered physical, emotional and psychological injury, economic loss or substantial impairment of their fundamental rights through acts or omissions related to the use of mines and UXO. Mine survivors or victims include directly impacted individuals, their families, and communities affected by landmines and UXO.

3.247.
survivor assistance
see **victim assistance**

3.248.
task identification number (ID)
a unique number used to designate a **hazardous area**. Task identification numbers shall be allocated by the **NMAA**.

3.249.
technical survey
previously referred to as a Level 2 survey
the detailed topographical and technical investigation of known or suspected **mined areas** identified during the planning phase. Such areas would have been identified during any information gathering activities or surveys which form part of the **GMAA process** or have been otherwise reported.

3.250.
temporary marking system
a marking system having a stated finite period of use (c.f. **permanent marking system**).

3.251.
tender
to present to another entity an unconditional offer to enter into a contract.

3.252.
tender process
the process of calling for and evaluating tenders to select a preferred contractor.

3.253.
test
determination of one or more characteristics according to a procedure. [ISO 9000:2000]

3.254.
Test and Evaluation (T&E)
activities associated with the testing of hardware and software.

Note: Activities include the formation and use of procedures and standards, the reduction and processing of data and the assessment and evaluation of **test** results and processed data against criteria such as defined **standards** and specifications.

3.255.
test site
the site at which a series of test boxes or lanes are prepared for the purpose of operational accreditation testing of MDD.

3.256.
theft resistant
construction designed to deter and/or delay illegal entry into facilities used for the storage of explosives.

3.257.
threat
see **mine threat**

3.258.
TNT (2, 4, 6 Trinitrotoluene)
one of the most widely used military high **explosive**s. TNT is very stable, non-hygroscopic and relatively insensitive to impact, friction, shock and electrostatic energy. TNT is the most widespread type of explosive used in **mines** and **munitions**.

3.259.
tolerable risk
risk which is accepted in a given context based on current values of society. [ISO Guide 51:1999(E)]

3.260.
trial
a series of **tests** organised in a systematic manner, the individual results of which lead to an overall evaluation of a component, **equipment** or system.

3.261.
turning point
a fixed point on the ground which indicates a change in direction of the perimeter of the **hazardous area**. It shall be clearly marked and recorded. Buried metal objects should be used to mark all turning points for permanent future reference.

3.262.
Unexploded Ordnance (UXO)
EO that has been primed, fuzed, armed or otherwise prepared for use or used. It may have been fired, dropped, launched or projected yet remains unexploded either through malfunction or design or for any other reason.

3.263.
unit rate
the rates agreed and accepted for specific priced activity items and quantities stated in a contract.

3.264.
United Nations Mine Action Service (UNMAS)
the focal point within the UN system for all mine-related activities.

Note: UNMAS is the office within the UN Secretariat responsible to the international community for the development and maintenance of **IMAS**.

Note: UNICEF is the focal point for **MRE**, within the guidelines of UNMAS overall coordination.

3.265.
user
the individual or organisation that will operate the equipment.

Note: For the purpose of **mine action**, the user could also be defined as 'a composite body of informed and authoritative opinions on the needs of national commercial and NGO users, today and in the future'.

3.266.
validation
the act of ratification that takes place after a process of verification.

3.267.
vector data
the use of X, Y coordinates to locate three basic types of landscape features; point, line and areas.

Note: Points (towns, incident locations etc) are represented by a single pair of X, Y coordinates. Lines (roads, rivers etc) are represented by a series of X, Y coordinate points connected in order. Areas or polygons (lakes, boundaries etc) are represented by a set of X, Y coordinates closing on itself and implying its interior.

3.268.
verification
confirmation, through the provision of objective evidence that specified requirements have been fulfilled. [ISO 9000:2000]

3.269.
victim
an individual who has suffered harm as a result of a **mine** or **UXO accident**.

Note: In the context of **victim assistance**, the term victim may include dependants of a mine casualty, hence having a broader meaning than survivor.

3.270.
victim assistance
survivor assistance
refers to all aid, relief, comfort and support provided to victims (including survivors) with the purpose of reducing the immediate and long-term medical and psychological implications of their trauma.

3.271.
village demining
self-supporting **mine** and/or **UXO clearance** and **hazardous area** marking, normally undertaken by local inhabitants, on their own behalf or the behalf of their immediate community. Often described as a *self-help initiative or spontaneous demining,* village demining usually sits outside or in parallel with formal mine action structures, such as *demining* undertaken by militaries or *humanitarian demining* such as is supported by the UN, international and national non-governmental organisations, private enterprise and governments, among others.

3.272.
visitor
for the purposes of IMAS, a person who is neither a member of the **demining organisation**, nor a **demining worker** accredited by the **NMAA.**

Note: In circumstances where the **NMAA** does not have an **accreditation** system the demining organisation should determine the status of non-employees.

3.273.
White Phosphorous (WP)
a chemical smoke screening agent which burns in contact with air, (with serious anti-personnel affect if the phosphorous comes in direct contact with people).

3.274.
workplace
all places where employees need to be or to go by reason of their work and which are under the direct or indirect control of the employer. [ILO R164]

Amendment record

Management of IMAS amendments

The IMAS series of standards are subject to formal review on a three-yearly basis, however this does not preclude amendments being made within these three-year periods for reasons of operational safety and efficiency or for editorial purposes.

As amendments are made to this IMAS they will be given a number, and the date and general details of the amendment shown in the table below. The amendment will also be shown on the cover page of the IMAS by the inclusion under the edition date of the phrase *'incorporating amendment number(s) 1 etc.'*

As the formal reviews of each IMAS are completed new editions may be issued. Amendments up to the date of the new edition will be incorporated into the new edition and the amendment record table cleared. Recording of amendments will then start again until a further review is carried out.

The most recently amended IMAS will be the versions that are posted on the IMAS website at *www.mineactionstandards.org.*

Number	Date	Amendment Details
1	1 Dec 2004	1. Formatting changes. 2. Minor text editing changes. 3. Substantive changes: a) New definitions: Abandoned Explosive Ordnance (AXO); agreement; air sampling machine; audit; Bomb Live Unit (BLU); buffer zone; CEN Workshop Agreement (CWA); contract; contractor; cost-plus contract; demining worker; demining worksite; destruction organisation; ductility; education; emanation; epidemic disease; filter box; filter cartridge; filter container; fixed price contract; flexible tube or pipe; force majeure; ground preparation; ground processing; harmful event; hazardous situation; historical verification; IATA; i/m; i/v; impact free; inspection; Landmine Impact Survey (LIS); letter of agreement; mechanical application; Mine Action Coordination Centre (MACC); mine action organisation; mine awareness; mine free; mine risk; mine risk reduction; mine safe; Mine Threat Level (MTL); MRE organisation; MRE partner; national authority; positive, negative and blank filters; post clearance inspection; preventative maintenance; principal; programme; project; project management; proposal; public information dissemination; quarantine; reasonably foreseeable misuse; recognition piece; reliable (mine action) information; s/c; steel; target substance; tender; tender process; test site; theft resistant; toughness (tensile); unit rate; village demining; visitor; weather resistant; White Phosphorous (WP). (72 definitions) b) Deleted definitions: expert opinion; mechanically-assisted clearance; public information. c) Changed definitions: accreditation; area reduction; benchmark; box; briefing area; burning ground; cancelled area (note only); cleared area (note only); community liaison (and note); control area or point; critical non-conformity; demilitarisation (note only); deminer; demining sub-unit; demolition ground; destruction; detection; disposal site; drill; General Mine Action Assessment (GMAA) (and note); health; inspection; IMSMA (note only); incident (change to the reference only); inert; intermediate point; licence; logistic disposal; magazine; mine action; Mine Risk Education (MRE); monitoring; non-sparking material; Preliminary Development (PD) (note only) **(includes a 'must' changed to 'should')**; Quality Assurance (QA); Statement of Operational Need (SON); survey marker; survivor (landmine/UXO); technical survey; threat; turning point; United Nations Mine Action Service (UNMAS) (note only); usable area (note only); victim; victim assistance.
2	23 Jul 2005	1. Clause 1, change to scope. 2. Clause 2, new sub clause n).

3. New definitions: Battle Area Clearance (BAC); European Normalisation (EN); Explosive Remnants of War (ERW). (3 definitions).
4. Deleted definitions: air sampling machine; buffer zone; ductility; emanation; epidemic disease; filter box; filter cartridge; filter container; flexible tube or pipe; historical verification; i/m; i/v; I.A.T.A; mine safe; mine threat levels; organiser; positive, negative and blank filters; preventative maintenance; quarantine; s/c; target substance; toughness; weather resistance; undesirable scent; usable area. (25 definitions).
5. Changed definitions: Abandoned Explosive Ordnance (AXO); acceptance; box; burning site; contractor; DNT (Dinitrotolulene); drill munition; Explosive Ordnance Disposal (EOD); handover; Mine Risk Education (MRE); Quality Assurance (QA); RDX (1,3,5-triazacylohexane; test site.

Geneva International Centre for
Humanitarian Demining
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unicef

IMAS Mine Risk Education
Best Practice Guidebook 12

GLOSSARY OF TERMS AND RESOURCES

International
mine action standards

United Nations IMAS

IMAS Mine Risk Education
Best Practice Guidebook 12

GLOSSARY OF TERMS AND RESOURCES

Geneva, November 2005

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Contents

Foreword

Over the last few years the mine action community has taken major steps towards professionalising its mine risk education (MRE) projects and programmes. A central element in that process has been the development of international standards for MRE by UNICEF, within the framework of the International Mine Action Standards (IMAS), maintained by the United Nations Mine Action Service (UNMAS). In October 2003, UNICEF completed seven MRE standards, which were formally adopted as IMAS in June 2004.

The MRE component of the IMAS outlines minimum standards for the planning, implementing, monitoring and evaluation of MRE programmes and projects. The IMAS are largely prescriptive, advising operators, mine action centres, national authorities and donors on ***what*** is necessary for the development and implementation of effective MRE programmes. They do not, however, guide stakeholders on ***how*** they might adapt their programmes and projects to be more compliant with the standards.

To facilitate the implementation of the MRE standards in the field, UNICEF entered into a partnership with the Geneva International Centre for International Demining (GICHD) to develop this series of *Best Practice Guidebooks* to provide more practical advice on how to implement the MRE standards. A total of 12 Guidebooks have been developed, using expertise from a variety of different people, countries and contexts. The Guidebooks address a wide range of areas covered by the MRE IMAS, including:

- How to support the coordination of MRE and the dissemination of public information;
- How to implement risk education and training projects;
- How to undertake community mine action liaison; and
- What elements should be considered to implement effective MRE projects in emergencies.

The primary aim of these Guidebooks is to provide practical advice, tools and guidance to undertake MRE programmes that are compliant with IMAS. They are

also meant to provide a framework for a more predictable, systematic and integrated approach to risk education, and are intended for use by anyone engaged in planning, managing or evaluating mine risk education programmes and projects, such as government ministries, mine action centres, United Nations agencies and bodies, and local and international organisations. Donors may also find them useful in assessing proposals for mine risk education projects and programmes.

But while the Guidebooks seek to provide practical advice for the design, implementation, monitoring and evaluation of programmes and projects, they remain general in nature and will need to be adapted to each new situation in its specific cultural and political context. UNICEF and the GICHD hope that they will prove a useful tool in making mine risk education more effective and efficient.

In addition to being distributed in hard copy, the *Best Practice Guidebooks* can be downloaded free of charge from the Internet at *www.mineactionstandards.org* as well as the GICHD website *www.gichd.ch* and the UNICEF website *www.unicef.org*.

Introduction

Introduction to the Series

According to the IMAS, the term "mine risk education" refers to "*activities which seek to reduce the risk of injury from mines and ERW by raising awareness and promoting behavioural change, including public information dissemination, education and training, and community mine action liaison.*"[1] MRE is one of the five components of mine action. The others are: ***demining*** (i.e. mine and explosive remnants of war [ERW] survey, mapping, marking and clearance); ***victim assistance***, including rehabilitation and reintegration; ***advocacy*** against the use of anti-personnel landmines; and ***stockpile destruction***.[2]

The first two editions of the IMAS — in 1997 and 2000 — did not include MRE-specific standards and guides. In 2000, the United Nations Mine Action Service, the focal point for mine-related activities within the UN system, requested UNICEF to develop international standards for MRE. UNMAS is the office within the UN Secretariat responsible for the development and maintenance of international mine action standards. UNICEF is the primary actor within the UN in undertaking mine risk education.

In October 2003, UNICEF completed a set of seven MRE standards, which were formally adopted as IMAS in June 2004. The seven standards are as follows:

- ***IMAS 07.11: Guide for the management of mine risk education***;
- ***IMAS 07.31: Accreditation of mine risk education organisations and operations***;
- ***IMAS 07.41: Monitoring of mine risk education programmes and projects***;
- ***IMAS 08.50: Data collection and needs assessment for mine risk education***;
- ***IMAS 12.10: Planning for mine risk education programmes and projects***;
- ***IMAS 12.20: Implementation of mine risk education programmes and projects;*** and

- *IMAS 14.20: Evaluation of mine risk education programmes and projects*.

To facilitate the implementation of the MRE standards in the field, in 2004 UNICEF contracted the Geneva International Centre for International Demining to develop a series of best practice guidebooks for MRE programmes and projects.[3] The following 12 *Best Practice Guidebooks* have been developed:

- *1: An Introduction to Mine Risk Education*;
- *2: Data Collection and Needs Assessment*;
- *3: Planning*;
- *4: Public Information Dissemination*;
- *5: Education and Training*;
- *6: Community Mine Action Liaison*;
- *7: Monitoring*;
- *8: Evaluation*;
- *9: Emergency Mine Risk Education*;
- *10: Coordination;*
- *11: The Collected IMAS on Mine Risk Education*; and
- *12: Glossary of Terms and Resources*.

The *Best Practice Guidebooks* seek to address the particular needs of MRE as an integral part of mine action. Each Guidebook is intended to serve as a stand-alone document, although some include cross-references to other Guidebooks or to other sources.

Introduction to Guidebook 12

This Guidebook, number 12 of the Series, contains a glossary of terms and acronyms and a list of selected resources for MRE in support of all the IMAS Best Practice Guidebooks.

Layout of the Guidebook

Section 1 of the Guidebook includes IMAS definitions of key terms.

Section 2 includes a glossary of acronyms.

Section 3 contains a list of resources for mine risk education projects and programmes, including a selected bibliography and key websites.

Section 4 provides details of selected organisations involved in MRE capacity-building and supporting the coordination of mine action.

Endnotes

[1] IMAS 04.10, Second Edition, 1 January 2003 (as amended on 1 December 2004), 3.157.
[2] *Ibid.*, 3.147.
[3] For the purpose of the IMAS and these Guidebooks, a project is defined as an activity, or series of connected activities, with an agreed objective. A project will normally have a finite duration and a plan of work. An MRE programme is defined as a series of related MRE projects in a given country or area.

1. IMAS definitions of key terms

Abandoned Explosive Ordnance (AXO)

explosive ordnance that has not been used during an armed conflict, that has been left behind or dumped by a party to an armed conflict, and which is no longer under control of the party that left it behind or dumped it. Abandoned explosive ordnance may or may not have been primed, fuzed, armed or otherwise prepared for use. (CCW protocol V)

accreditation

the procedure by which a **demining organisation** is formally recognised as competent and able to plan, manage and operationally conduct mine action activities safely, effectively and efficiently.

Note: For most mine action programmes, the **NMAA** will be the body which provides accreditation. International organisations such as the United Nations or regional bodies may also introduce accreditation schemes.

Note: ISO 9000 usage is that an '**Accreditation' body** accredits the 'Certification or Registration' bodies that award ISO 9000 certificates to organisations. The usage in IMAS is completely different to this, and is based on the main definition above, which is well understood in the mine action community.

accreditation body

an organisation, normally an element of the **NMAA**, responsible for the management and implementation of the national **accreditation** system.

advocacy

*in the context of **mine action**, the term refers to ….* public support, recommendation or positive publicity with the aim of removing, or at least reducing, the **threat** from, and the **impact** of, **mines** and **UXO**.

Amended Protocol II (APII)

Amended Protocol II (APII) to the Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons which May be Deemed to be Excessively

Injurious or to have Indiscriminate Effects (CCW).

Note: It prohibits the use of all undetectable **anti-personnel mines** and regulates the use of wider categories of **mines**, **booby traps** and other devices. For the purposes of the IMAS, Article 5 lays down requirements for the **marking** and **monitoring** of **mined areas**. Article 9 provides for the recording and use of information on **minefields** and mined areas. The Technical Annex provides guidelines on, inter alia, the recording of information and international signs for minefields and mined areas.

ammunition

see **munition**

anti-handling device

a device intended to protect a **mine** and which is part of, linked to, attached or placed under the mine and which activates when an attempt is made to tamper with or otherwise intentionally disturb the mine. [MBT]

Anti-Personnel Mine Ban Convention (APMBC)

Ottawa Convention

Mine Ban Treaty (MBT)

Note: Provides for a complete ban on the use, stockpiling, production and transfer of anti-personnel mines (**APMs**) and on their destruction. For the purposes of **IMAS** documents, Article 5 of the APMBC lays down requirements for the destruction of APMs in mined areas. Article 6 details transparency measures required under the Treaty including information on the location of mined or suspected **mined areas** and measures taken to warn the local population.

anti-personnel mines (APM)

a **mine** designed to be exploded by the presence, proximity or contact of a person and that will incapacitate, injure or kill one or more persons.

Note: Mines designed to be detonated by the presence, proximity or contact of a vehicle as opposed to a person that are equipped with anti-handling devices, are not considered APM as a result of being so equipped. [MBT]

area reduction

the process through which the initial area indicated as contaminated (during any information gathering activities or surveys which form part of the **GMAA** process) is reduced to a smaller area.

Note: Area reduction may involve some limited **clearance**, such as the opening of access routes and the **destruction** of **mines** and **UXO** which represent an immediate and unacceptable **risk**, but it will mainly be as a consequence of collecting more reliable information on the extent of the **hazardous area**. Usually it will be appropriate to mark the remaining hazardous area(s) with **permanent** or **temporary marking systems**.

Note: Likewise, area reduction is sometimes done as part of the clearance operation.

battle area clearance (BAC)

the systematic and controlled clearance of hazardous areas where the **threat** is known not to contain **mines**.

bomblet

see **submunition**.

booby trap

an **explosive** or non-explosive device, or other material, deliberately placed to cause

casualties when an apparently harmless object is disturbed or a normally safe act is performed. [AAP-6]

cleared area

cleared land

an area that has been physically and systematically processed by a **demining organisation** to ensure the removal and/or **destruction** of all **mine** and **UXO hazards** to a **specified depth**.

Note: IMAS 09.10 specifies the **quality system** (i.e. the organisation, procedures and responsibilities) necessary to determine that land has been cleared by the demining organisation in accordance with its contractual obligations.

Note: Cleared areas may include land cleared during the **technical survey** process, including **boundary lanes** and **cleared lanes**.

cluster bomb unit (CBU)

an expendable aircraft store composed of a dispenser and **sub-munitions**. [AAP-6]

a bomb containing and dispensing sub-munitions which may be **mines** (anti-personnel or anti-tank), penetration (runway cratering) bomblets, fragmentation bomblets etc.

community liaison

community mine action liaison

liaison with **mine/UXO** affected communities to exchange information on the presence and **impact** of mines and UXO, create a reporting link with the **mine action** programme and develop **risk reduction** strategies. Community mine action liaison aims to ensure community needs and priorities are central to the planning, implementation and **monitoring** of mine action operations.

Note: Community liaison is based on an exchange of information and involves communities in the decision making process (before, during and after **demining**), in order to establish priorities for mine action. In this way mine action programmes aim to be inclusive, community focused and ensure the maximum involvement of all sections of the community. This involvement includes joint planning, implementation, monitoring and **evaluation** of projects.

Note: Community liaison also works with communities to develop specific interim safety strategies promoting individual and community behavioural change. This is designed to reduce the impact of mines/UXO on individuals and communities until such time as the **threat** is removed.

deminer

a person qualified and employed to undertake **demining** activities on a **demining worksite.**

demining

humanitarian demining

activities which lead to the removal of **mine and UXO hazards**, including **technical survey**, mapping, **clearance**, **marking**, post-clearance documentation, **community mine action liaison** and the **handover** of **cleared land**. Demining may be carried out by different types of organisations, such as NGOs, commercial companies, national **mine action** teams or military units. Demining may be emergency-based or developmental.

Note: in **IMAS** standards and guides, **mine** and **UXO clearance** is considered to be just one part of the demining process.

Note: in IMAS standards and guides, demining is considered to be one component of mine action.

Note: in IMAS standards and guides, the terms demining and humanitarian demining are interchangeable.

demining accident

an **accident** at a **demining workplace** involving a **mine** or **UXO** hazard (c.f. **mine accident**).

demining incident

an incident at a **demining workplace** involving a **mine** or **UXO hazard** (c.f. **mine incident**).

education

the imparting and acquiring over time of knowledge (awareness or possession of facts, ideas, truths or principles), attitude and practices through teaching and learning. [Oxford Concise English Dictionary]

evaluation

the analysis of a result or a series of results to establish the quantitative and qualitative effectiveness and worth of software, a component, **equipment** or system, within the environment in which it will operate.

Note: Definition when used in context of equipment test and evaluation.

a process that attempts to determine as systematically and objectively as possible the merit or value of an intervention.

Note: The word 'objectively' indicates the need to achieve a balanced analysis, recognising bias and reconciling perspectives of different stakeholders (all those interested in, and affected by programmes, including beneficiaries as primary stakeholders) through use of different sources and methods.

Note: Evaluation is considered to be a strategic exercise.

Note: Definition when used in relation to programmes. (*UNICEF Policy and Programming Manual*)

explosive ordnance (EO)

all munitions containing **explosives**, nuclear fission or fusion materials and biological and chemical agents. This includes bombs and warheads; guided and ballistic missiles; artillery, mortar, rocket and small arms **ammunition**; all **mines**, torpedoes and depth charges; pyrotechnics; clusters and dispensers; cartridge and propellant actuated devices; electro-explosive devices; clandestine and improvised explosive devices; and all similar or related items or components explosive in nature. [AAP-6]

explosive ordnance disposal (EOD)

the **detection**, identification, evaluation, **render safe**, recovery and **disposal** of EO. EOD may be undertaken:

a) as a routine part of **mine clearance** operations, upon discovery of the **UXO**.
b) to dispose of **UXO** discovered outside **mined areas**, (this may be a single **UXO**, or a larger number inside a specific area).
c) to dispose of **EO** which has become **hazardous** by deterioration, damage or attempted **destruction**.

explosive remnants of war (ERW)
Unexploded Ordnance (**UXO**) and Abandoned Explosive Ordnance (**AXO**). (CCW protocol V).

fuze
a device which initiates an **explosive** train. [AAP-6]

general mine action assessment (GMAA)
the continuous process by which a comprehensive inventory can be obtained of all reported and/or suspected locations of **mine** or **UXO** contamination, the quantities and types of **explosive hazards,** and information on local soil characteristics, vegetation and climate; and assessment of the scale and **impact** of the landmine problem on the individual, community and country.

GIS
geographical (or geospatial) information system
an organised collection of computer hardware, software, geographic data, and personnel designed to efficiently capture, store, update, manipulate, analyse, and display all forms of geographically referenced information.

Note: GIS allows a user to graphically view multiple layers of data based on their geographic distribution and association. GIS incorporates powerful tools to analyse the relationships between various layers of information.

guide
an IMAS guide provides general rules, principles, advice and information.

handover
the process by which the beneficiary (for example, the **NMAA** on behalf of the local community or land user) accepts responsibility for the **cleared area**. The term "**alienation**" is sometimes used to describe a change of ownership of the land which accompanies the handover of a cleared area.

handover certificate
documentation used to record the **handover** of **cleared land**.

humanitarian demining
see **demining.** (In IMAS standards and guides, the terms demining and humanitarian demining are interchangeable.)

impact
the level of social and economic suffering experienced by the community resulting from the **harm** or **risk** of harm caused by **mine** and **UXO hazards** and **hazardous areas**.

Note: Impact is a product of:

a) the presence of mine/UXO hazards in the community;
b) intolerable risk associated with the use of infrastructure such as roads, markets etc;
c) intolerable risk associated with livelihood activities such as use of agricultural land, water sources etc; and
d) number of victims of mine and UXO incidents within the last two years.

impact survey
see **landmine impact survey (LIS)**

IMSMA
the Information Management System for Mine Action (IMSMA)
Note: This is the United Nation's preferred information system for the management of critical data in UN-supported field programmes. The Field Module (FM) provides for data collection, information analysis and project management. It is used by the staffs of **MACs** at national and regional level, and by the implementers of **mine action** projects — such as **demining organisations**.

incident
an event that gives rise to an **accident** or has the potential to lead to an accident.

International Mine Action Standards (IMAS)
documents developed by the UN on behalf of the international community, which aim to improve safety and efficiency in **mine action** by providing guidance, by establishing principles and, in some cases, by defining international requirements and specifications.
Note: They provide a frame of reference which encourages, and in some cases requires, the sponsors and managers of mine action programmes and projects to achieve and demonstrate agreed levels of effectiveness and **safety**.
Note: They provide a common language, and recommend the formats and rules for handling data which enable the free exchange of important information; this information exchange benefits other programmes and projects, and assists the mobilisation, prioritisation and management of resources.

key informants
individuals who have relatively good knowledge on the **hazardous areas** in and around their community.
Note: Key informants may include, but are not limited to, community leaders, mine-affected individuals, schoolteachers, religious leaders etc.

landmine impact survey (LIS)
impact survey
an assessment of the socio-economic **impact** caused by the actual or perceived presence of **mines** and **UXO**, in order to assist the planning and prioritisation of **mine action** programmes and projects.

level 2 survey
the term previously used for a **technical survey**.

marking
emplacement of a measure or combination of measures to identify the position of a **hazard** or the boundary of a **hazardous area**. This may include the use of signs, paint marks etc, or the erection of physical barriers.

mine
munition designed to be placed under, on or near the ground or other surface area and to be exploded by the presence, proximity or contact of a person or a vehicle. [MBT]

mine accident
an accident away from the **demining workplace** involving a **mine** or **UXO** hazard (c.f. **demining accident**).

mine action
activities which aim to reduce the social, economic and environmental **impact** of **mines** and **UXO**.

Note: Mine action is not just about demining; it is also about people and societies, and how they are affected by landmine contamination. The objective of mine action is to reduce the risk from landmines to a level where people can live safely; in which economic, social and health development can occur free from the constraints imposed by landmine contamination, and in which the victims' needs can be addressed. Mine action comprises five complementary groups of activities:

a) MRE;
b) humanitarian demining, i.e. mine and UXO survey, mapping, marking and clearance;
c) victim assistance, including rehabilitation and reintegration;
d) stockpile destruction; and
e) advocacy against the use of APM.

Note: A number of other enabling activities are required to support these five components of mine action, including: assessment and planning, the mobilisation and prioritisation of resources, information management, human skills development and management training, **QM** and the application of effective, appropriate and safe equipment.

mne action centre (MAC)
mine action coordination centre (MACC)
an organisation that carries out **MRE** training, conducts reconnaissance of **mined areas**, collection and centralisation of mine data and coordinates local (**mine action**) plans with the activities of external agencies, of (mine action) NGOs and of local **deminers**. [UN Terminology Bulletin No. 349] For national mine action programmes, the MAC/MACC usually acts as the operational office of the **NMAA**.

mine action coordination centre (MACC)
see **mine action centre (MAC)**

mine action organisation
refers to any organisation (government, NGO, military or commercial entity) responsible for implementing mine action projects or tasks. The mine action organisation may be a prime **contractor**, subcontractor, consultant or agent.

mine awareness
see **mine risk education (MRE).**

mine clearance
the clearance of **mines** and **UXO** from a **specified area** to a predefined standard.

mine detection dog(s) (MDD)
a dog trained and employed to detect **mines**, **UXO** and other **explosive** devices.

mine free
a term applied to an area that has been certified as clear of mines to a specified depth. Also applied to a country or an area that has not had a mine contamination problem.

mine incident
an incident away from the demining workplace involving a **mine** or **UXO** hazard (c.f. **demining incident**).

mine risk
the probability and severity of physical injury to people, property or the environment caused by the unintentional **detonation** of a mine or UXO. [Adapted from ISO Guide 51:1999(E)]

mine risk education (MRE)
activities which seek to reduce the risk of injury from mines/ERW by raising awareness and promoting behavioural change including **public information dissemination**, **education** and training, and **community mine action liaison**.

mine risk reduction
those actions which lessen the probability and/or severity of physical injury to people, property or the environment. [Adapted from ISO Guide 51:1999(E)] Mine risk reduction can be achieved by physical measures such as **clearance**, fencing or marking, or through behavioural changes brought about by **MRE**.

mine sign
a sign which, when placed as part of a **marking system**, is designed to provide warning to the public of the presence of **mines**.

mine threat
mine and UXO threat
an indication of the potential **harm** from the number, nature, disposition and detectability of **mines** and **UXO** in a given area.

mined area
an area which is dangerous due to the presence or suspected presence of **mines**. [MBT]

minefield
an area of ground containing **mines** laid with or without a pattern. [AAP-6]

monitoring
*in the context of **mine action**, the term refers to …..* the authorised observation, inspection or assessment by qualified personnel of worksites, facilities, equipment, activities, processes, procedures and documentation without taking responsibility for what is being monitored. Monitoring is usually carried out to check conformity with undertakings, procedures or standard practice and often includes recording and reporting elements.
*in the context of **MRE**, the term refers to …*the process of measuring or tracking what is happening. This includes:

a) measuring progress in relation to an implementation plan for an intervention – programmes/projects/activities, strategies, policies and specific objectives.
b) measuring change in a condition or set of conditions or lack thereof (e.g., changes in the situation of children and women or changes in the broader country context).
c) definition from UNICEF Policy and Programming Manual.

monitoring body
an organisation, normally an element of the **NMAA**, responsible for management and implementation of the national monitoring system.

MRE organisation
any organisation, including governmental, non-governmental, civil society

organisations (e.g. women's union, youth union, Red Cross and Red Crescent societies), commercial entities and military personnel (including peacekeeping forces), which is responsible for implementing MRE projects or tasks. The MRE organisation may be a prime contractor, subcontractor, consultant or agent. The term 'MRE sub-unit' refers to an element of an organisation, however named, that is accredited to conduct one or more prescribed MRE activities such as a public information project, a schools-based education project or a community mine action liaison project evaluation.

MRE partner
an institution or agent within the mine-affected community who is able to work with an MRE organisation to facilitate, establish and implement an MRE project.

munition
a complete device charged with **explosives**, propellants, pyrotechnics, initiating composition, or nuclear, biological or chemical material for use in military operations, including **demolitions**. [AAP6]

Note: In common usage, 'munitions' (plural) can be military weapons, ammunition and equipment.

national mine action authority (NMAA)
the government department(s), **organisation(s)** or institution(s) in each mine-affected country charged with the regulation, management and coordination of **mine action**.

Note: In most cases the national **MAC** or its equivalent will act as, or on behalf of, the NMAA.

Note: In certain situations and at certain times it may be necessary and appropriate for the UN, or some other recognised international body, to assume some or all of the responsibilities, and fulfil some or all the functions, of a NMAA.

personal protective equipment (PPE)
all equipment and clothing designed to provide protection, which is intended to be worn or held by an employee at work and which protects him/her against one or more **risks** to his/her **safety** or **health**.

policy
defines the purpose and goals of an organisation, and it articulates the rules, standards and principles of action which govern the way in which the organisation aims to achieve these goals.

Note: Policy evolves in response to strategic direction and field experience. In turn, it influences the way in which plans are developed, and how resources are mobilised and applied. Policy is prescriptive and compliance is assumed, or at least is encouraged.

post clearance inspection
*in the context of **humanitarian demining**, the term refers to …*the process of measuring, examining, testing or otherwise comparing a sample of **cleared land** against the **clearance** requirements.

pre-test
a process at the start of a survey to validate clarity and appropriateness of the selected survey instrument.

prodding
a procedure employed in the process of **demining** whereby ground is probed to detect the presence of sub-surface **mines** and/or **UXO** (c.f. **sapping**).

programme
a group of projects or activities which are managed in a co-ordinated way, to deliver benefits that would not be possible were the projects and/or contracts managed independently.

project
an endeavour in which human, material and financial resources are organised to undertake a unique scope of work, of given specification, within constraints of cost and time, so as to achieve beneficial change defined by quantitative and qualitative objectives.

project management
the process by which a project is brought to a successful conclusion.

public education
the process aimed at raising general awareness of the **mine** and **UXO** threat; through public information, formal and non-formal education systems.

Note: Public education is a mass mobilisation approach that delivers information on the mine/UXO threat. It may take the form of formal or non-formal education and may use mass media techniques.

Note: In an emergency situation, due to time constraints and the lack of available data, it is the most practical means of communicating safety information. In other situations it can support **community liaison**.

public information dissemination
information concerning the **mine** and **UXO** situation, used to inform or update populations. Such information may focus on particular issues, such as complying with mine ban legislation, or may be used to raise public support for the mine action programme. Such projects usually include risk reduction messages, but may also be used to reflect national mine action policy.

quality assurance (QA)
part of **QM** focused on providing confidence that quality requirements will be fulfilled. [ISO 9000:2000]

Note: The purpose of QA in **humanitarian demining** is to confirm that management practices and operational procedures for demining are appropriate, are being applied, and will achieve the stated requirement in a safe, effective and efficient manner. Internal QA will be conducted by **demining organisations** themselves, but external inspections by an external **monitoring body** should also be conducted.

quality control (QC)
part of QM focused on fulfilling quality requirements. [ISO 9000:2000]

Note: QC relates to the *inspection* of a finished product. In the case of **humanitarian demining**, the 'product' is **safe cleared land**.

quality management (QM)
coordinated activities to direct and control an organisation with regard to **quality**. [ISO 9000:2000]

random sampling
selection of **samples** by a process involving equal chances of selection of each item.

Used as an objective or impartial means of selecting areas for **test** purposes.

research
the systematic inquiry, examination and experimentation to establish facts and principles.

residual risk
*in the context of **humanitarian demining**, the term refers to …..* the risk remaining following the application of all reasonable efforts to remove and/or destroy all **mine** or **UXO hazards** from a **specified area** to a **specified depth**. [Modified from ISO Guide 51:1999]

risk
combination of the probability of occurrence of **harm** and the severity of that **harm.** [ISO Guide 51:1999(E)]

risk assessment
overall process comprising a **risk analysis** and a **risk evaluation.** [ISO Guide 51:1999(E)]

risk reduction
actions taken to lessen the probability, negative consequences or both, associated with a particular **risk**.

specified depth
*in the context of **humanitarian demining**, the term refers to …..* the depth to which a **specified area** is contracted or agreed to be cleared of **mine** and **UXO hazards**, as determined by the **NMAA** or an **organisation** acting on its behalf.

standard
a standard is a documented agreement containing technical specifications or other precise criteria to be used consistently as rules, guidelines, or definitions of characteristics to ensure that materials, products, processes and services are fit for their purpose.

Note: **Mine action standards** aim to improve safety and efficiency in mine action by promoting the preferred procedures and practices at both headquarters and field level. To be effective, the standards should be definable, measurable, achievable and verifiable.

standard operating procedures (SOPs)
standing operating procedures (SOPs)
instructions which define the preferred or currently established method of conducting an operational task or activity.

Note: Their purpose is to promote recognisable and measurable degrees of discipline, uniformity, consistency and commonality within an organisation, with the aim of improving operational effectiveness and safety. SOPs should reflect local requirements and circumstances.

standards
requirements, specifications or other precise criteria, to be used consistently to ensure that materials, products, processes and services are fit for their purpose.

Note: **Mine action** standards aim to improve safety and efficiency in mine action by promoting the preferred procedures and practices at both headquarters and field level.

standing operating procedures (SOPs)
see **standard operating procedures (SOPs)**.

stockpile
in the context of ***mine action****, the term refers to …..* a large accumulated stock of **EO**.

stockpile destruction
the physical destructive procedure towards a continual reduction of the national **stockpile**.

submunition
any **munition** that, to perform its task, separates from a parent munition. [AAP-6] **mines** or munitions that form part of a **CBU**, artillery shell or missile payload.

survivor (landmine/UXO)
persons either individually or collectively who have suffered physical, emotional and psychological injury, economic loss or substantial impairment of their fundamental rights through acts or omissions related to the use of mines and UXO. Mine survivors or victims include directly impacted individuals, their families, and communities affected by landmines and UXO.

survivor assistance
see **victim assistance**

technical survey
previously referred to as a Level 2 survey
the detailed topographical and technical investigation of known or suspected **mined areas** identified during the planning phase. Such areas would have been identified during any information gathering activities or surveys which form part of the **GMAA process** or have been otherwise reported.

unexploded ordnance (UXO)
EO that has been primed, fuzed, armed or otherwise prepared for use or used. It may have been fired, dropped, launched or projected yet remains unexploded either through malfunction or design or for any other reason.

United Nations Mine Action Service (UNMAS)
the focal point within the UN system for all mine-related activities.
Note: UNMAS is the office within the UN Secretariat responsible to the international community for the development and maintenance of **IMAS**.
Note: UNICEF is the focal point for **MRE**, within the guidelines of UNMAS overall coordination.

victim
an individual who has suffered harm as a result of a **mine** or **UXO accident**.
Note: In the context of **victim assistance**, the term victim may include dependants of a mine casualty, hence having a broader meaning than survivor.

victim assistance
survivor assistance
refers to all aid, relief, comfort and support provided to victims (including survivors) with the purpose of reducing the immediate and long-term medical and psychological implications of their trauma.

village demining
self-supporting **mine** and/or **UXO clearance** and **hazardous area** marking, normally undertaken by local inhabitants, on their own behalf or the behalf of

their immediate community. Often described as a *self-help initiative or spontaneous demining,* village demining usually sits outside or in parallel with formal mine action structures, such as *demining* undertaken by militaries or *humanitarian demining* such as is supported by the UN, international and national non-governmental organisations, private enterprise and governments, among others.

2. Glossary of acronyms

AMAC	area mine action centre
AO	abandoned ordnance
AXO	abandoned explosive ordnance
BHMAC	Bosnia and Herzegovina Mine Action Centre
CBMRE	community-based mine risk education
CBMRR	community-based mine risk reduction
CBO	community-based organisation
CCW	Convention on Certain Conventional Weapons
CDC	Centers for Disease Control
CLT	community liaison team
CMAA	Cambodian Mine Action Centre Victim Assistance Authority
CMAC	Cambodian Mine Action Centre
DCA	Danish Chuch Aid
DDC	Danish Demining Group
DPKO	Department of Peacekeeping Operations (United Nations)
EOD	explosive ordnance disposal
EQUIP	Educational Quality Improvement Program
ERW	explosive remnants of war
FGD	focus group discussion
GICHD	Geneva International Centre for Humanitarian Demining
GIS	geographic information system
GPS	Global Positioning System
HALO	Hazardous Area Life-Support Organisation
HI	Handicap International

IACG-MA	Inter-Agency Coordination Group on Mine Action
ICBL	International Campaign to Ban Landmines
ICRC	International Committee of the Red Cross
IDP	internally displaced person
IED	improvised explosive device
ILO	International Labour Organisation
IMAS	International Mine Action Standards
IMSMA	Information Management System for Mine Action
KAP	Knowledge, Attitudes, Practices
KAPB	Knowledge, Attitudes, Practices and Beliefs (or Behaviour)
LFA	logical framework analysis
LSP	Landmine and ERW Safety Project
MAC	mine action centre
MACG	Mine Action Consultative Group (Afghanistan)
MAG	Mines Advisory Group
MAPA	Mine Action Programme for Afghanistan
MoU	Memorandum of Understanding
MoEYS	Ministry of Education Youth and Sports (CAMbodia)
MRE	mine risk education
MREC	Mine Risk Education for Children (Cambodia)
MREWG	Mine Risk Education Working Group
NGO	non-governmental organisation
NMAA	national mine action authority
NPA	Norwegian People's Aid
ORSA	Office of Rehabilitation and Social Affairs (Ethiopia)
PLA	participatory learning and action
PRA	participatory rapid appraisal
PIO	International Peace Research Institute
RaDo	Relief and Development Organisation
RBM	results-based management
RTF	rehabilitation task force
SAC	survey action center
SOP	standard operating procedure
ToT	training of trainers
UK	United Kingdom
UN	United Nations
UNDP	United Nations Development Programme
UNDSS	United Nations Department of Safety and Security
UNHCR	Office of the United Nations High Commissioner for Refugees

UNICEF	United Nations Children's Fund
UNMACA	United Nations Mine Action Centre for Afghanistan
UNMAS	United Nations Mine Action Service
UNOPS	United Nations Office of Project Services
US	United States of America
USAID	United States Agency for International Development
UXO	unexploded ordnance
VVAF	Vietnam Veterans of America Foundation
WFP	World Food Programme
WG	working group
WHO	World Health Organization

3. Selected resources for MRE projects and programmes

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Selected key websites with MRE resources

Child-to-Child Trust
www.child-to-child.org

E-MINE (Electronic Mine Information Network)
www.mineaction.org

Federation of American Scientists (for details of weapons systems and their use)
www.fas.org

GICHD
www.gichd.ch

Handicap International
www.handicap-international.org

ICBL (International Campaign to Ban Landmines)
www.icbl.org

IMAS (International Mine Action Standards)
www.mineactionstandards.org

Landmine Monitor
www.icbl.org/lm

MAIC (Mine Action Information Center at James Madison University, US)
www.hdic.jmu.edu

Mines Advisory Group (MAG)
www.mag.org.uk

Save the Children Sweden
www.childrightsbookshop.org

UNICEF
www.unicef.org/emerg/index_landmines.html

The Mine Risk Education Discussion Group is a network of mine risk educators around the world sharing info and communicating MRE issues over the Internet. There are generally organised two or three meetings a year in connection with the Intersessional Standing Committees and Meetings of the State Parties of the Anti-Personnel Mine Ban Convention. To become a member of the group contact UNICEF on the following email: *landmines@unicef.org*.

4. Organisations involved in capacity-building and supporting coordination

4.1 United Nations agencies

4.1.1 UNMAS

UNMAS is a division of the Department of Peacekeeping Operations (DPKO), and is the focal point for mine action in the United Nations system. It seeks to ensure an effective, proactive and coordinated United Nations response to landmine contamination through collaboration with United Nations departments, agencies, funds and programmes.

UNMAS chairs the Inter-Agency Coordination Group on Mine Action (IACG-MA) and the Steering Committee for Mine Action at the working level, provides the secretariat for both bodies, and coordinates the preparation of the Secretary-General's report to the General Assembly on assistance in mine action and represents the United Nations Secretariat during the General Assembly deliberations on the item.

It coordinates the United Nations input to the Standing Committees of the Anti-Personnel Mine Ban Convention and meetings of the Convention on Certain Conventional Weapons. It coordinates threat-monitoring and inter-agency assessment missions. UNMAS coordinates the development and monitoring of all United Nations mine action policy and strategy documents. UNMAS also ensures that mine action concerns are raised and addressed in all relevant United Nations fora.

In United Nations-managed programmes, UNMAS coordinates the planning for the transfer of programme management responsibilities to national authorities. In cooperation with other United Nations mine action team members, UNMAS may advise governments on the development of national and local mine action institutions and legislation and assist in the development of a capacity- and institution-building plan.[1]

4.1.2 UNDP

The United Nations Development Programme provides comprehensive support to national mine action programmes in the full range of mine action activities, at the request of mine-affected States. Through its country offices and the Mine Action Team of its headquarters-based Bureau for Crisis Prevention and Recovery, UNDP assists mine-affected countries to establish or strengthen national/local mine action programmes to undertake all elements of mine action.

UNDP Country Offices coordinate UNDP's mine action efforts, and support coordination efforts among the mine action and wider development community, at the country level in accordance with arrangements laid down in the 2005 United Nations policy. UNDP's Mine Action Team coordinates UNDP's global mine action efforts which involves liaising with other parts of the organisation and partners such as other IACG-MA members, the donor community, regional organisations, domestic and international NGOs, and the private sector in order to address the full range of humanitarian and development consequences of landmine and ERW contamination.[2]

4.1.3 UNICEF

UNICEF is a primary UN actor in MRE. It is responsible for developing international standards and guides on MRE, and resource mobilisation. UNICEF also provides technical support to coordinating bodies and implementing organisations.

UNICEF works in MRE at the international level and through its country programmes. UNICEF may on occasion form part of the UN mine action coordinating body. In addition to MRE, UNICEF supports victim assistance, including victim surveillance, and conducts advocacy. The UNICEF Landmines Team has offices in New York.

4.1.4 Other UN bodies

The **Office of the United Nations High Commissioner for Refugees** (UNHCR) may also implement MRE through implementing partners for refugees who may be at risk either in the host country or when they return home.

The **World Health Organization** (WHO) has the mandate for victim assistance. WHO supports the development of policies and standards for mine action information and information systems insofar as they relation to victim assistance.

The **United Nations Office of Project Services** (UNOPS) is a principal provider of mine action technical and management services within the UN system.

4.2 Other international organisations engaged in mine action

It is not possible to provide information on all the organisations involved in supporting MRE programmes. However, there are a number of possibilities for

support both to national coordination bodies, and in the implementing of MRE programmes. International NGOs may implement MRE directly, or they may support national partners.

4.2.1 Academic and technical institutions

Geneva International Centre for Humanitarian Demining (GICHD)

www.gichd.org

The GICHD conducts research, provides operational assistance through guides, training, workshops, and assessments, often on behalf of the United Nations. National governments may also make direct requests for assistance. GICHD has a budget to cover its own costs of providing such support. GICHD also works in support of the Anti-Personnel Mine Ban Convention, hosting an Implementation Support Unit. It aims to contribute to the formulation and development of coherent strategies and procedures in mine action. GIHCD develops the IMSMA system in cooperation with UNMAS and other users.

Cranfield University

www.rmcs.cranfield.ac.uk

Cranfield Mine Action is incorporated within the Cranfield University Resilience Centre. The purpose of Centre is "*to improve the capacity of organisations to respond to emergency and disruptive challenges – whether natural, accidental or deliberate – through the provision of relevant education, training, research and operational support*".

James Madison University

www.hdic.jmu.edu

The Mine Action Information Center at James Madison University has the mandate to collect, process, analyse and disseminate information for mine action. It also hosts conferences and publishes the Journal of Mine Action. It maintains a website with resources for mine action professions. It also conducts studies and surveys.

PRIO (International Peace Research Institute, Oslo)

www.prio.no

PRIO's Assistance to Mine-Affected Communities project (AMAC) undertakes studies of communities affected by landmines, with the aim of exploring the potential offered by local resources and local competence in humanitarian mine action (HMA). AMAC works in close partnership with HMA practitioners, both in order to learn from their experiences and to engage in a dialogue that can have an immediate impact on their field operations.

4.2.2 The Red Cross Movement

International Committee of the Red Cross (ICRC)

www.icrc.org

The ICRC has a mine action unit, which works in partnership with national Red Cross and Red Crescent societies to implement mine risk education and victim

assistance services. ICRC provides funding and training to support national society volunteer programmes.

Its objectives are:

- To reduce the risk of civilian casualties in the mine-contaminated areas;
- To reinforce existing MRE programmes in an effective manner;
- To encourage and promote MRE as a national society activity in mine-affected countries;
- To carry out assessments and surveys to determine the feasibility of and need for additional projects and, if appropriate, to support them; and
- To actively engage in advocacy of the Anti-Personnel Mine Ban Convention.

The ICRC also has a Mines/Arms Unit within its Legal Division which has responsibility for all legal issues relating to conventional and non-conventional weapons.

4.2.3 International non-governmental organisations (including MRE)

Danish Church Aid

www.dca.dk

DanChurchAid (DCA) conducts demining, mine risk education and broader rehabilitation and development programmes.

Danish Demining Group (DDG)

www.danishdemininggroup.dk

DDG conducts demining and mine risk education.

HALO Trust

www.halotrust.org

The HALO Trust is a British mine action organisation that conducts demining programmes and some MRE.

Handicap International (HI)

www.handicap-international.org

Handicap International France and Handicap International Belgium, in particular, provide support to landmine survivors through orthopaedic and rehabilitation projects. They also implement MRE and humanitarian demining and participate in landmine impact surveys.

International Campaign to Ban Landmines (ICBL)

www.icbl.org

The ICBL is a network of more than 1,400 NGOs in 90 countries working for a global ban on landmines. The ICBL's online Index on Landmines is a comprehensive guide to landmine resources on- and off the Internet.

International Save the Children Alliance

www.savethechildren.org

Within the International Save the Children Alliance, Save the Children

Sweden and Save the Children US, in particular, have been active in community-based MRE programmes for children.

InterSOS

www.intersos.org

InterSOS is an Italian NGO which conducts emergency relief work. It also conducts demining and mine risk education.

Mines Advisory Group (MAG)

www.mag.org.uk

Mines Advisory Group, a UK-based NGO, conducts mine action, including survey, clearance and mine risk education, and has a particular focus on community liaison in its work. As well as running its own programmes in several countries, MAG works with other partners, such as the UN and other development agencies. There is a focus on developing and assisting national capacities.

Norwegian People's Aid (NPA)

www.npaid.org

NPA is a humanitarian organisation which includes mine action among its many activities. It conducts clearance, MRE, victim assistance and advocacy.

Survey Action Centre (SAC)

www.sac-na.org

SAC implements the landmine impact surveys (LIS). These surveys will allow greater prioritisation of mine action efforts, including MRE, and further integration of the various mine action sectors.

Vietnam Veterans of America Foundation (VVAF)

www.vvaf.org

VVAF's Information Management and Mine Action Programme (iMMAP) provides technical assistance in identifying landmine clearance and other public health priorities in post-war environments. It conducts landmine impact surveys and provides technical support to information management departments of MACs. VVAF also has post-conflict rehabilitation programmes for people who suffer from disabilities.

There are also many local NGOs around the world engaged in many aspects of mine action, including MRE.

Endnotes

[1] For further information on the roles and responsibilities of all United Nations agencies see United Nations (2005).

[2] *Idem*.

Geneva International Centre for Humanitarian Demining
Centre International de Déminage Humanitaire - Genève

unicef