LIVELIHOODS ANALYSIS OF LANDMINE AFFECTED COMMUNITIES IN AFGHANISTAN

on behalf of the

MINE-ACTION COORDINATION CENTRE FOR AFGHANISTAN (MACCA)

VOLUME I: MAIN REPORT

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The Geneva International Centre for Humanitarian Demining (GICHD) works for the elimination of anti-personnel mines, cluster munitions and explosive remnants of war. The Centre contributes to the social and economic well-being of people and communities in affected countries. The Centre respects the lead of the national mine action programmes and works closely with them, it cooperates with other mine action organizations, and follows the humanitarian principles of humanity, impartiality, neutrality and independence**.**

The GICHD provides advice and capacity building support, undertakes applied research, disseminates knowledge and best practices, and develops standards. The Centre aims to enhance performance and professionalism in mine action, and supports the implementation of the Anti-Personnel Mine Ban Convention, the Convention on Cluster Munitions and other relevant instruments of international law.

The GICHD is an international expert organization, registered as a non-profit foundation in Switzerland.

This project has been managed by Ted Paterson, Head of Strategic Management, GICHD, t.paterson@gichd.org

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FOREWORD

This report represents an important milestone in the efforts made by the international mine action community, and the Mine Action Programme for Afghanistan in particular, to document how we are making a difference in terms of improving the well-being of people in mine-affected communities. It is the second of the 'Landmines and Livelihoods' reports,[2] which employ the Sustainable Livelihoods Approach to better understand both the problems created by landmines and other Explosive Remnants of War (ERW), and the benefits stemming from mine action.

There is no one-best-way to evaluate the worth of mine action programmes, but the Sustainable Livelihoods Approach has many advantages, particularly for survey and clearance operations leading to the release of safe land to communities. Landmines and other ERW not only kill and maim innocent civilians, they block access to and improvement of physical and natural assets on which the livelihoods of rural households depends: demining enhances community security and removes blockages to essential livelihoods assets. With its focus on livelihoods assets, the Sustainable Livelihoods Approach provides an excellent model for analysing how explosives contamination creates insecurity, deepens poverty, and constrains development.

In addition to providing great insight into the costs of explosives contamination and the benefits of mine action, *Livelihoods Analysis of Landmine Affected Communities in Afghanistan*, documents the type of development investments that are valued by this sample of rural communities and provides a number of recommendations for the mine action community in Afghanistan. It also provides a wealth of information on how such surveys are planned and conducted.

As was true in the Yemen survey, provision was made for the participation of Afghan social scientists and extra efforts were made to obtain the views of Afghan women and children. Sustainable Livelihoods surveys should be an important tool for Afghan researchers to promote the well-being of rural Afghan women, men, girls and boys, and we hope this report will be read by those outside the mine action community who are working in Afghanistan.

The Executive Summary of this report has been translated into Dari and printed separately to facilitate wide distribution among Afghan officials, researchers, and aid workers.

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[2] The first was in Yemen in 2006; see Pound et al, Departure of the Devil: Landmines and Livelihoods in Yemen, http://www.gichd.org/publications/subject/mine-action-security-and-development/departure-of-the-devil-landmines-and-livelihoods-in-yemen.

ACKNOWLEDGEMENTS

Completing an assignment of this complexity in a troubled country takes a great deal of organisation at different levels. We enjoyed the full support and active input of the MACCA Director (Dr Reza) and Chief of Staff (Alan MacDonald), the Department of Mine Clearance, the Implementing Partners and the previous Director (Ajmal Shirzai) and Head of Research (Dr Hakimi) of the Afghanistan Institute for Rural Development.

At the level of field operations, Qudous Ziaee and Samim Hashimi were tireless and faultless in their preparation and care of the mission.

The Afghan Technical Consultants Demining Training Centre provided excellent facilities for training the survey teams, and the inputs of Hayatullah Haleemi (AIRD Head of Training) made a big contribution to the success of that training. Haji Aziz (MACCA Area Manager for Northern Area) provided a perfect operating base in Mazar-e-Sharif. The MACCA drivers provided safe transport and good company in the field, and the MACCA radio operators contributed cheerfully to our safety and communications. The three female translators - Sonia, Rangeena and Najeeba - provided an excellent service that enriched our understanding of the situation of women in rural and urban areas.

We selected and visited 25 communities. In every single one we were welcomed with great hospitality. Many community leaders and members (young and old, male and female) gave freely of their time, experience and opinions. We hope we have been able to repay their generosity by representing their situation accurately in this report.

Photograph 1 – The Survey Teams plus DMC, MACCA, AIRD and GICHD personnel

ACRONYMS

AIRD	Afghanistan Institute for Rural Development
ALIS	Afghanistan Landmine Impact Survey
AMAC	Area Mine Action Centre
AMAS	Afghanistan Mine Action Standards
ANBP	Afghanistan's New Beginnings Programme
ANDMA	Afghanistan Nation Disaster Management Authority
ANDS	Afghanistan National Development Strategy
AP	Anti-Personnel (mine)
ARCS	Afghan Red Crescent Society
ARTF	Afghanistan Reconstruction Trust Fund
AT	Anti-tank (mine)
ATC	Afghan Technical Consultants Demining Training Centre, Kabul
BAC	Battle Area Clearance
CBMC	Community-Based Mine Clearance
DDG	Danish Demining Group
DFID	Department for International Development (UK)
DMC	Department for Mine Clearance
DOTS	Directly Observed Treatment Short-course (Tuberculosis)
EOD	Explosive Ordnance Disposal
ERW	Explosive Remnants of War
FGD	Focus Group Discussion
FSD	Farming System Diagram
GDP	Gross Domestic Product
GICHD	Geneva International Centre for Humanitarian Deming
GoA	Government of the Islamic Republic of Afghanistan
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
HT (HALO Trust)	Hazardous Areas Life-Support Organisation Trust
IDPs	Internally Displaced Persons
IMAS	International Mine Action Standards
IMB	Inter-Ministerial Board (for Mine Action)
IMSMA	Information Management System for Mine Action
IP	Implementing Partners
JCMB	Joint Coordination and Monitoring Board
Km	Kilometers
LIAT	Landmine Impact Assessment Team
LIS	Landmine Impact Survey
M&E	Monitoring and Evaluation
MACCA	Mine Action Coordination Centre for Afghanistan
MAPA	Mine Action Programme for Afghanistan
MCPA	Mine Clearance Planning Agency
MDG	Millennium Development Goal
MF	Minefields
MoE	Ministry of Education
MoLSAMD	Ministry of Labour and Social Affairs, Martyrs and Disabled
MoPH	Ministry of Public Health
MoU	Memorandum of Understanding
MRE	Mine Risk Education
MRRD	Ministry of Rural Rehabilitation and Development
NGO	Non-Governmental Organization
NMAA	National Mine Action Authority
NRI	Natural Resources Institute
OMAR	Organization for Mine Clearance and Afghan Rehabilitation

PDIA	Post Demining Impact Assessment
PRA	Participatory Rural Appraisal
QA	Quality Assurance
SHA	Suspected Hazardous Area
SL	Sustainable Livelihoods
SOP	Standard Operating Procedure
Sq m	Square metres
SSI	Semi-Structured Interviews
TB	Tuberculosis
ToR	Terms of Reference
UK	United Kingdom
UN	United Nations
UNDP	United Nations Development Programme
UNDSS	United Nations Department for Safety and Security
UNMAS	United Nations Mine Action Service
UNOPS	United Nations Office for Project Services
USSR	Union of Soviet Socialist Republics
UXO	Unexploded Ordinance
VA	Victim Assistance

Currency: $ = US dollars. $1= approximately 46 Afghanis at the time of the survey

GAZETTEER NAMES FOR THE SURVEYED VILLAGES

No.	Gazeteer names	Alternative names
Central Area		
1	Qal'eh-ye-Khater	Qala Kather (Bibi Mahro)
2	Qala-i-Hashmatkhan	Qala-e-Hashmat Khan
3	Kariz-e-Mir	Karaiz Mere
4	Qala-i-Kashif	Qala-e-Kashef
5	Rabat	Dashti Rabath
6	Chaharikar	Charikar (Abdi Bai)
7	Gudar	Kara Bagh (Goder village)
8	Qal'eh-ye-Khwaja	Kala Khuja
9	Chahar Asyab	Chahar Asiab (Gul Bagh)
10	Suffokhail	Shakararda
11	Ashrafkhel	Kara Bagh (Ashraf Khail)
12	Gojurkhel	Goger Khail
13	Sayad	Baghram Said, Garacha
Northern Area		
14	Sayghanchi	Syghanchi
15	Gur-e-Mai	Gore Mar
16	Mola Sultan Bashi	Mullah Sultan
17	Shahr-i-Qadim	Shahri Qadim
18	Dehdadi	Sherabad
19	Ala Chapan	Ali Chupan
20	Base Sokhta	Base Sokhta
21	Sarwan Tepa	Sarwan Tepu (Taza Omaid)
22	Hayratan	Sharak Hyraton
23	Khwaja Burhan	Khwaja Burhan
24	Qoch Nehal	Quach Neha
25	Sheikh Mohammady	Sheikh Mohammady

EXECUTIVE SUMMARY

Background to the survey

This pilot survey of 25 villages (out of 2,115 mine-affected communities in Afghanistan) in four provinces assessed the social and economic outcomes of demining, mine/ERW risk education and mine/ERW survivor assistance during June/July 2010. A stakeholder workshop was held in Kabul in February 2011 to discuss the findings.

The survey had four main objectives:

1. Learning – to gain a better understanding of the development outcomes and impacts accruing from demining and how to enhance these through:
    - revisions to criteria for selecting priorities and adaptations to the priority-setting process
    - enhanced linkages with rural and community development organisations
2. Accountability – more complete reporting to the Government of Afghanistan (GoA) and donors on the contribution made by the MAPA to Afghanistan's development
3. Capacity Development – ensure the MAPA, in partnership with Afghan livelihoods experts, can conduct and analyse such surveys on a periodic basis
4. Quality Management – inform the post-clearance survey efforts of demining operators (internal QA) and the MACCA/DMC (external QA plus national standards) on quality at the development outcome level

It comes at a time when very significant progress has been made by the Mine Action Programme in Afghanistan (MAPA) towards achieving Ottawa Treaty and Afghan Compact targets (48% and 70% achieved by January, 2010).

Methods used and lessons learned for future surveys

Four teams of Afghan men and women surveyors, each with an embedded Afghan or international social scientist spent two days in each community using a range of qualitative and quantitative methods within a Livelihoods Analysis approach.

The villages were selected from two Regions (Central and North) to give a contrasting sample of: cleared and partially cleared situations, different agro-ecological zones, a mix of contamination types (UXO and/or mines), and urban and rural locations. Commercial demining operations were not included.

In the villages discussions were held separately with men (village leaders, farmers and key informants), women and children (boys and girls). Lessons learned from the methods used include:

- Including women surveyors considerably enhanced the breadth of the information obtained
- The use of a range of participatory tools meant that the information could be "triangulated" for consistency between different sources
- During the survey there were deliberately engineered opportunities for the members to interact within and between teams
- The link with the MRRD's Afghanistan Institute for Rural Development (AIRD) was an excellent initiative, and the two social scientists provided specialist local knowledge to the consultants and methodological support to the survey teams. However, these

benefits were later reduced when both social scientists left AIRD for alternative employment
- The translation of village datasets from Dari to English took a long time and detail was lost in the translations

For future surveys it is suggested that the following changes be made to the survey methods:

- A separate set of tools should be developed for the women, who have restricted mobility within and outside the community, to explore those aspects of mine clearance that are particularly important to women, rather than their repeating the tools used by the men. Tools such as daily and seasonal calendars would be appropriate to women.
- While some useful financial information was collected, a more effective (simple, practical) way of gathering costs and revenues from agricultural and non-agricultural economic opportunities arising from demining needs to be incorporated into future surveys.
- In future surveys that don't include international staff it may be possible to remove some of the village selection restrictions, particularly those pertaining to security and access. This might mean that random sampling of villages could be used, rather than purposive sampling.
- The survey teams failed to meaningfully engage with government at the District Focal Points for health, education, agriculture. Future surveys could obtain valuable local information from these key informants.
- Questions omitted from the survey that would have been useful include:
    - What assets freed by demining are **not** being used and why?
    - What is the community reaction to the "nuisance" of mine action – e.g. dust, explosions, wasted land and chemical contamination of land and water
- A major error in planning was the omission of representatives of the 25 surveyed villages in the stakeholder feedback meetings. Village representatives (e.g. village council (*shura*) representatives would have been able to provide an additional perspective on the findings and take the main points back to their villages).
- Future surveys should consider the use of wealth ranking that differentiates households into poor, medium and better off categories and allows sampling within these groups to understand the impacts of demining on difference sectors of the community.

A major limitation of this survey was the lack of skill in *probing* (asking a series of follow-up questions in order to obtain detail on important topics). Further training of surveyors will be necessary to get the most out of future surveys.

Development outcomes from mine/UXO action

Cleared land is mostly returned to its rightful owners (government, private or communal ownership) and is quickly used for productive purposes.

In a minority of cases, villagers are unhappy about the unfair and/or undemocratic way in which the land has been used (e.g. opportunistic land grabbing by a local politician in Qal'eh-ye-Khwaja, dominance of "people of power" in Hayratan, and building houses for the "elite" in Qal'eh-ye-Khater).

Ensuring the correct distribution of cleared assets at clearance or the follow-up of any commitments does not appear to have been part of the mine action process.

In some instances requests for clearance were not acted on for a long time (10 years in the case of Kariz-e-Mir). In other cases the process of clearance took up to nine years (Rabat). However, there were sound operational reasons for these delays.

Villagers were satisfied with the conduct and performance of the demining teams, and the village men were often involved in deciding the sequencing of demining operations.

This survey recorded **no casualties** due to mines/UXO after clearance. This commendable record has translated into quick use of the freed assets by men and a great feeling of relief on the part of women (*"The benefit of demining is that we feel safe: if our children go out of the house or our husbands go to work we feel relaxed because they are safe"* - woman, Ala Chapan).

While men emphasise the productive opportunities made possible by clearance plus the infrastructure installed to date, women emphasise the safety and recreational benefits that give them peace of mind and a better life for their children.

Men receive more information than women directly from the demining teams on the demining process and the status of clearance. In a number of instances, village men said that the village and cultivated lands are safe, but that they are unsure about some cleared outlying grazing lands which they have not fully tested for themselves (e.g. Suffokhel).

The wide variety of assets freed and opportunities created following clearance include:

- The freedom to return home from within and outside Afghanistan, and on return to be able to re-build homes, businesses, agricultural enterprises and communities
- The ability to safely access and improve their gardens
- Access to grazing land for cows, sheep and goats, for villagers and nomadic Kuchis
- Access to collect scrub and wood for fuel, stone, sand and soil for building and wild food and medicinal plants
- Cleared land that is used for housing, mosques, schools, telecom masts, cemeteries, storage and petrol stations
- Cleared land and thoroughfares allowing villagers and visitors to use the community for recreation and sport
- Cleared battlefield used for markets/shops
- Cleared corridors that can be used for major infrastructure projects
- Cleared premises allowing factories to re-open or be newly established
- Making safe watercourses that can then be repaired to increase land productivity

The absence of casualties since clearance provides a significant **economic** benefit as the reduction in injury and death has led to reduced medical costs and increased productivity.

The assets freed by demining include crop and grazing land, land for housing and other local construction (schools, mosques, markets, businesses etc.), access to construction materials and fuel, watercourses, roads and strategic structures such as phone masts, railways, electricity pylons etc. Most of these have a tangible economic impact at community and/or national level in the short, medium or long-term.

The benefit:cost ratio for a limited number of clearance situations was calculated. A number of cases (e.g. Qala-i-Kashif, where a battlefield has been cleared and Base Sokhta – a large minefield that was cleared close to Mazar-i-Sharif town) yielded high economic returns, in part by allowing public or private investments on the safe land. In other instances, the

clearance of a command post has enabled two factories to start up, while important infrastructure (e.g. phone masts, electricity pylons and a railway) that contributes to national economic development has been made possible by mine clearance

A more common use of cleared land is for cropping or grazing. Unfortunately, the quantitative data collected (or, perhaps, translated) in this survey typically was missing key pieces of information, preventing the proper analysis. However, data collected from the PDIA survey undertaken at about the same time is adequate for 'good enough' analysis. In most cases, clearance of minefields for agricultural purposes does not lead to a positive outcome in economic terms alone, in part because agricultural productivity remains low in Afghanistan. There were, however, a number of cases in which good soils, adequate water and reasonable access to markets mean that minefield clearance is a good economic investment. BAC is far less expensive, and the data indicates that battle area tasks will often lead to positive returns, even when only economic benefits are considered.

The survey confirmed that male victims outnumber those of females, and that young men make up the majority of these. However, women are the mothers, wives and sisters of men who make up the majority of mine victims, and their role as care givers for the injured should not go unmentioned.

From the 25 villages, only one example of a woman receiving victim assistance was identified. Support to male survivors is far more common than for women, with nine instances of artificial limbs being made available, and thirteen instances of regular cash payments (mostly from the MoLSAMD). There were few examples of livelihood support. In one village (Kareiz-e-Mir) a survivor was assisted with a loan to open a shop.

Both male and female survivors received free medical treatment in most cases. Such treatment depended on their being able to get to a suitable hospital, which is difficult for more remote villages, especially in winter. Both hospital treatment and government financial support seem to be more common nearer the main centres of Kabul and Mazar-i-Sharif.

The amount provided by MoLSAMD appears to be a flat rate of 700 Afghanis per month (roughly $15). While this is not a living wage, it can help the family to buy basics for the survivor. Several survivors and their families complained that the amount was insufficient.

All villages surveyed received at least some Mine Risk Education, with the adult males and children reporting that they had received more than the adult women. However, the coverage of MRE appears to be far from universal. Not all children attend school to receive their awareness there, and many women have restricted mobility thus reducing their ability to attend meetings. The level of MRE coverage for women appears to vary between villages and between age groups, with younger women more likely to have received MRE. Some MRE visual aids (posters and leaflets) were in evidence, as the following photos show but these were only found in three villages.

Community development priorities

During separate focus group discussions, men and women were asked about the developments that would most benefit their community. Each community was different with regard to proximity to urban facilities and the level of facilities already present in the village. There was also a marked variability in the cohesion and organisational capacity of different communities. The rapid utilisation of assets following clearance for housing, community

amenities and productive gardens is testament to the hard work of individual families and collective action at the community development council (*shura*) level.

The most requested development items are clinics, schools and electricity, followed by drinking water, roads and bridges. All of these are physical infrastructure projects. However, there is also a significant number of requests for educational/vocational and employment initiatives, especially for women who have limited literacy and limited income-generating opportunities. These requests are both for classes and for the facilities that would enable new skills to be practiced for income generation.

It is interesting that agriculture, which is seen as the mainstay of most village economies, comes low down the list of development opportunities, apart from the rehabilitation of damaged water courses which has severely limited productive potential in a number of villages.

The provision or enhancement of assistance to survivors of mine accidents was mentioned (medical care, artificial limbs, appropriate vocational training, loans, grants and regular payments). Also mentioned in some communities was the need to carry on demining until the whole village area is cleared and safe.

Women's development priorities are more related to women's needs (clinic, girls schooling, drinking water, employment for women, literacy courses for women) and also quite consistent across villages.

In general, women are primarily concerned with raising children, housework and activities such as collecting grass for fodder (some households keep a cow for milk), collecting fuel including twigs and dry cow dung, keeping chickens, and work in the fields, especially during harvest and for land preparation.

There was some frustration among the women that development opportunities were not being fully realized. The survey also came across several well educated young women (eight years at school) who were keen to support others by teaching girls or leading literacy classes, but the lack of facilities and teaching materials, as well as a lack of support from their families, had discouraged them. In most villages, boys' schools were more common than those for girls and this means that either girls do not attend school or they have to walk long distances to a school that will accept them. The lack of female teachers and the reluctance of families to allow girls over the age of eight years to be educated by male teachers are also restricting attendance.

While the above analysis provides a good indication of the type and frequency of perceived community needs, the process used to obtain these needs was not comprehensive or democratic. We talked to groups of women and men, but often these groups were self-selecting and opportunistic, rather than necessarily representative of all sections of the community.

Capacity development

This survey was a pilot to test the survey tools and the survey capacities of local organisations. Participatory capacity assessments were conducted with the survey teams at the mid-point of the survey and again at the end. The results indicate that the process of training and implementation had no major hitches, and that the surveyors felt that they are

now capable of conducting similar surveys (with the support of social scientists from the Afghan Institute for Rural Development). However, the actual **data collected by the survey is rather disappointing**. This points to deficiencies in the training, the methodology and the surveyors.

A deficiency in the training was to underestimate the time needed to gain competence in probing (the ability to follow a storyline using the probing prompts who, where, when, why, what and how – including how much and how many).

The methodology relied too heavily on qualitative tools that required the above competence. There was also a set of questions designed to obtain quantitative data describing the changes due to clearance, but in many cases the respondents didn't know the answers and the surveyors did not try to obtain the information by other routes. The methodology also did not fully consider the lack of mobility of rural women, leading to their reduced understanding of activities even within their own village. If this had been fully appreciated from the start, a distinct set of questions would have been designed for the women, rather than duplicating the same questions.

While three or four of the surveyors show promise in being interested in and able to master qualitative survey methods, most rushed the job despite there being sufficient time available to do the job comprehensively following up each question in the manner described above.

The support from AIRD for training and survey implementation was excellent up to the end of the fieldwork, but there is a question about the continuity of employment in AIRD.

Assessment of the prioritisation of hazard clearance

The priority setting process for hazard clearance in Afghanistan is based on specified criteria, including requests from villages; hazards near to resettlement/development areas; hazards that are blocking key assets; the number of affected families; the area of the hazard; small hazards that can be easily cleared; hazards close to community centres; minefields on flat land; presence of ERW. In general, the number of people expected to benefit from the mine action work, and the immediacy of that benefit, are guiding factors when determining mine action priorities. An assessment using these criteria (with weightings) leads to the categorisation of a hazard into one of four categories (high impact, medium impact, low impact and requests).

The findings of this survey show that villagers are satisfied with the prioritisation of cleared areas within their communities. In Suffokhel (Shakardara) the local men said: *"We all appreciate the work of the HALO-Trust because they started the mine cleaning process with the village first, then the agriculture land and pasture, and after that they started mine cleaning in the mountain".* In another village the women also showed their satisfaction:
In our village the mine cleaning process is successful. The village people take part in the process (men) and encouraged the mine cleaning organization regarding the process. After cleaning the area they distributed land for house making and it was really good and they gave us equally (women in Gojurkhel).

The findings of the livelihood survey encourage MACCA and the DMC that in most cases the priority of villages in term of mine clearance have been appropriately chosen, but it is also to be noted that most of the areas cleared within the surveyed communities are based on the previous approach of MACCA for prioritisation by which AMAC was the key influence in the

process. The new approach, by which the IPs are the key decision makers – based on the list of contaminated areas they receive from the MACCA database - needs to be followed by MACCA through a documented process to make sure that the IPs have also consulted with the relevant communities on their priorities for the tentatively selected areas.

Quality management outcomes of the survey

An objective of this study was to *inform internal and external Quality Assurance on quality at the development outcome level.*

Although there were no specific questions during the survey about the quality of mine clearance conducted in the community by demining organizations, generally it was found that the community members (men and women) are confident that the area is safe after clearance by demining teams. Cleared areas that have economic or cultural value were utilised very quickly after clearance.

The findings of the survey indicate that MACCA has successfully established procedures for monitoring and controlling the technical processes and outputs of mine action such that the area handed over is safe for community use for agriculture, grazing, recreation, passage and construction purposes.

However, the survey also highlights the fact that the Afghanistan mine action Quality Management process does not have an explicit focus on the process of community liaison with mine action personnel. Such community liaison would help to understand the priorities of communities in terms of demining operations, and the degree of satisfaction with the outcomes for different sections of the community and for different purposes. Although the demining organizations claim that they have close contacts and discussions with the villagers, there is no **systematic** approach to ensure, for instance that women are included in these discussions, and this is not followed by Quality Assurance to make sure it happens for all communities.

There are five main areas of outcomes to clearance:

1. The social outcomes of reduced fear, and of feeling safe and relaxed for ones own and ones family's safety, and the use of recreational areas, construction/reconstruction of mosques, schools and other social amenities
2. The humanitarian outcome of eliminating injury and death from mines and UXOs, and providing treatment and support for those affected by mine/UXO accidents
3. The economic outcomes for the community (agriculture, grazing, fuel and construction materials, construction/reconstruction of houses, markets, roads, water courses and other contributors to the local economy)
4. The legal outcome of the correct use of freed assets (e.g. is land allocated to its rightful owners or is it [illegally] appropriated by those with power)
5. The strategic and political outcomes (major constructions of national importance, return of migrants and IDPs etc)

It is suggested that only outcome 2 results are captured through the present QM process. The present system focus is on outputs and not outcomes, and is generally more task related than community-related. Capturing all of the above outcomes would require further investment in skills and finance, but would provide evidence of the social, humanitarian, economic, legal and strategic outcomes that could be presented to government and donors for their support and funding for both clearance **and post-clearance** development activities.

Effective monitoring and controlling systems are essential for programme accountability and quality assurance, and for assessing the full value of outcomes and impact against the resources and money invested. But equally, they are fundamental to learning about processes and problems and hence to improving performance (especially if performance is defined in terms of attainment of community and national objectives).

The MACCA process focuses on the capability of mine action organizations; i.e. their human resources, equipment and procedures, and considers how this capability is being applied to provide the outcome of complete hazard clearance. External monitoring complements an internal monitoring system and verifies that procedures are appropriate and being applied effectively. In addition, external studies or occasional surveys can provide information on those outcomes not covered by the internal quality management processes.

Recommendations

Methodology

- Include women surveyors in future livelihood surveys
- Maintain the link with the MRRD's Afghanistan Institute for Rural Development (AIRD) for specialist social science inputs to surveys
- Develop a separate set of tools for women, who have restricted mobility within and outside the community, to explore those aspects of mine clearance that are particularly important to women, rather than their repeating the tools used by the men. Tools such as daily and seasonal calendars would be appropriate to women
- The survey teams failed to meaningfully engage with government at the District Focal Points for health, education, agriculture. Future surveys could obtain valuable local information from these key informants
- Questions omitted from the survey that should be considered in future include:
    - What assets freed by demining are **not** being used and why?
    - What is the community reaction to the "nuisance" of mine action – e.g. dust, explosions, wasted land and chemical contamination of land and water
- A major error in planning was the omission of representatives of the 25 surveyed villages in the stakeholder feedback meetings. Village representatives would have been able to provide an additional perspective on the findings and take the main points back to their villages
- Future surveys should consider the use of wealth ranking that differentiates households into poor, medium and better off categories and allows sampling within these groups to understand the impacts of demining on difference sectors of the community
- The economic benefit of the reduction in hospital costs and lost production has not been quantified. In future surveys the time pattern of casualties from planting of mines through to clearance, and the economic costs of injury and death should be quantified so that these can be factored into the overall economic benefit of clearance
- A minimum dataset needs to be developed for sample situations (e.g. crop production, grazing, small business development, construction projects etc)

Development Outcomes

- In a minority of cases there are abuses in the distribution of free assets after clearance. This particularly involves the appropriation of land by powerful individuals. A mechanism is needed to prevent this abuse before it arises

- Women need to be better and more directly informed about clearance activities and the safety status of land during clearance
- Women survivors of mine accidents are far less likely than men to receive financial assistance from MoLSAMD. This needs to be further understood, and addressed.

Capacity

- The women surveyors need further encouragement and practice in reacting to the answers they receive and asking additional probing questions. They also need further practice in observation – to look around them and ask questions relating to what they see as well as what they are being told
- Further training in probing, or a shift to a more questionnaire-based approach, is needed for future surveys to improve on the quality of information collected.
- MAPA staff would benefit from training in the use of benefit:cost analysis and other economic analysis tools

Prioritisation

- The findings of the survey encourage MACCA and the Department of Mine Clearance (DMC) to **keep the present criteria** used for selection of areas for clearance, but at the same time to identify improvements through conducting similar surveys in other regions
- The estimated outcome value of clearance to the community could be added to the other prioritisation criteria. This means IPs would need to use Livelihood tools **pre-demining** to feed into prioritisation and then into the **post-demining** assessment to see if outcomes have been met
- A stronger and more methodical **community liaison process** (with men, women and children) needs to be established to ensure community engagement in planning and advising clearance

Quality Management

- The present system focus is on outputs and not outcomes, and is generally more task related than community-related. Capturing the social, humanitarian, economic, legal, strategic and political outcomes would require further investment in skills and finance, but would provide evidence of the social, humanitarian, economic, legal and strategic outcomes that could be presented to government and donors for their support and funding for both clearance **and post-clearance** development activities.

The Way Forward

- A suggestion at the stakeholder workshops was to integrate the Livelihoods, Post Demining Impact Assessment (PDIA) and DMC audit processes into one survey process – or to use each type of survey for their separate objectives, but as part of a coherent survey toolbox. The latter is recommended.
- This report should be shared with MRRD and other relevant government departments, as well as with donors and civil society, so that appropriate action can be taken by relevant agencies to support the development needs of men, women and children in mine-affected communities.

1. INTRODUCTION

Gestation of the project

The Mine Action Coordination Centre for Afghanistan (MACCA) and the Department for Mine Clearance (DMC) are seeking to better understand the development outcomes stemming from demining. They plan to undertake community-level surveys on a periodic basis to document these achievements and identify changes to policy and practice that could further enhance the contribution that the Mine Action Programme of Afghanistan (MAPA) makes towards Afghanistan's development.

To initiate this process, the MACCA contracted the Geneva International Centre for Humanitarian Demining (GICHD), working within the framework of the MoU between the GICHD and the UN Mine Action Service (UNMAS), to assist on the design and implementation of a pilot project.

Initial discussions between the MACCA and the GICHD led to an agreement to adopt a Sustainable Livelihoods (SL) approach[3] (see Figure 2) for the community-level survey and analysis work. The SL model has been successfully applied in Yemen for the analysis of the development contributions of mine action, where it generated a number of recommendations that have been adopted by that country's mine action programme.[4] As well, a number of mine action operators – including the Danish Demining Group (DDG), one of the MAPA implementing partners (IPs) – have launched initiatives in recent years to employ the SL approach to document and enhance the developmental outcomes stemming from their mine action programmes.

Objectives of the survey

The project has four main objectives:

1. Learning – to gain a better understanding of the development outcomes and impacts accruing from demining and how to enhance these through:
    - revisions to the criteria used to select priorities
    - adaptations to the priority-setting process
    - enhanced linkages with rural and community development organisations
2. Accountability – more complete reporting to the Government of Afghanistan (GoA) and donors on the contribution made by the MAPA to Afghanistan's development
3. Capacity Development – ensure the MAPA, in partnership with Afghan livelihoods experts, can conduct such surveys on a periodic basis and analyse the data using the SL framework
4. Quality Management – inform the post-clearance survey efforts of demining operators (internal QA) and the MACCA/DMC (external QA plus national standards) on quality at the development outcome level (see Figure 1)

[3] The SL approach fits well with mine action because it is an asset-based approach (and landmines/ ERW block safe access to assets) and it is effective at the community level (thus meshing with Community Impact scoring used in mine action).

[4] See Pound, Barry et al, *Departure of the Devil: Landmines and Livelihoods in Yemen,* GICHD, YEMAC, and NRI, 2006, available from http://www.gichd.org/fileadmin/pdf/publications/Evaluation-Yemen-Nov2006.pdf

Based on the experience from a similar exercise carried out in Yemen, it was also expected that the survey would generate a number of concrete recommendations relating to community liaison, handover procedures, etc.

Stakeholders

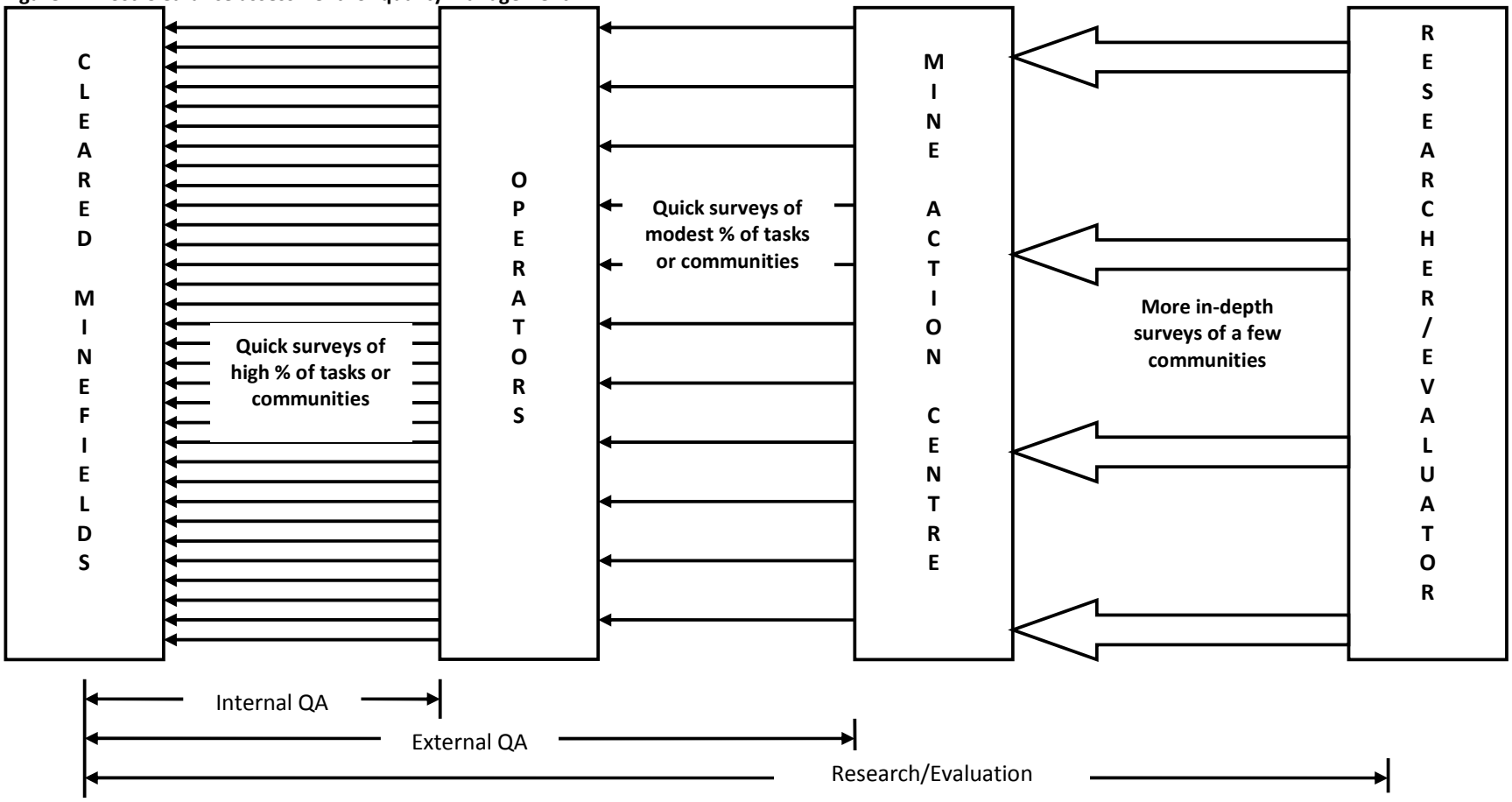
The principal stakeholders are MACCA, DMC, the Ministry of Rural Rehabilitation and Development (MRRD, which includes the Afghanistan Institute for Rural Development – AIRD), Implementing Partners (the international and national NGOs conducting the mine survey and clearance) and donors.

Scope

Twenty-five villages were surveyed in this pilot project, which did not seek to be nationally representative but instead focused on a few districts and livelihoods zones in the Central and Northern Regions. Insecure regions of the country were avoided, but both fully cleared and still contaminated villages were visited.

Afghan women surveyors were included on each of the four survey teams to ensure the views and insights of women and girls were obtained.

Figure 1 – Post-Clearance assessment for quality management



2. CONTEXT OF THE SURVEY

Development situation in Afghanistan

This section is mainly taken from the *"Afghanistan National Development Strategy: an interim strategy for security, governance, economic growth and poverty reduction"* (Government of the Islamic Republic of Afghanistan).

The recent historical context

The communist coup (Sawr Revolution) in 1978 and the Soviet invasion of 1979 led to a period of pervasive persecution, warfare, and destruction in Afghanistan, which continued after the withdrawal of Soviet troops in 1989. The collapse of the communist regime in 1992 ushered in a period of internal conflict that continued after the Taliban seized control of Kabul in 1996. Under the Taliban, terrorists consolidated their bases in Afghanistan and attacked the United States on 11 September 2001, which led to the destruction of terrorist bases in Afghanistan and the overthrow of Taliban rule.

The successive wars killed over a million Afghans, most of them civilians, maimed and orphaned over a million people, leaving many families without breadwinners, forced about a third of the population into exile as refugees, and devastated the villages where most of the population lived. **Agricultural land and pastures were often mined and became unproductive.** Fragile systems for managing the country's scarce supplies of water were devastated. Many roads, bridges, schools and clinics were destroyed and the few that remained have not been maintained, depriving more than one generation of education. Successive wars and cultural restrictions have led to a reversal in the modest advances that had been made by Afghan women and many were deprived of education and employment

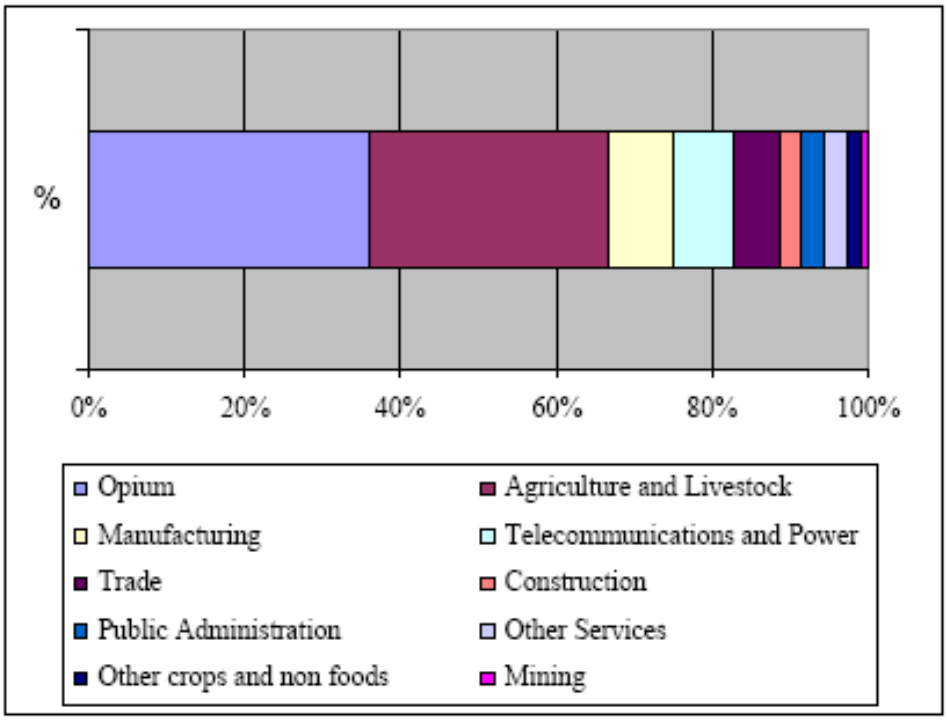
Economic progress

The Afghan economy left devastated by war and subsequent drought, together with the return of nearly two million refugees in 2002, has since seen slow economic growth with a cumulative increase of real, non-opium GDP. Good rains after years of drought, a commitment to a reform agenda, relatively low levels of inflation, and improved budget management have promoted good growth performance.

Economic growth is currently based on the illicit opium economy, an influx of cash due to military operations, and unsustainable development financing. The high real exchange rate supported by the foreign exchange inflows has made imports cheap, and Afghanistan uncompetitive for either exports or import substitution. Imports from neighbouring countries financed by aid, narcotics exports, and remittances have expanded since 2001.

Progress has also been made on Afghanistan's infrastructure with the building of new national and international road networks and the repair of electricity systems for all major cities. The telecommunications sector is growing exponentially, construction is taking place in urban centres and block grants to communities have allowed rehabilitation of thousands of villages.

Figure 2 – Indicative structure of the Afghan economy (2003)



Source: World Bank (2004)

Social progress

Rehabilitation of health service infrastructure and systems supported by government, international, and national agencies have succeeded in reducing the high maternal and infant mortality and morbidity rates, the incidence of polio and measles, and the expansion of treatment for tuberculosis and other infectious diseases. Food distributions are preventing malnourishment among communities exposed to chronic and seasonal food insecurity.

School enrolment has increased substantially with nearly six million children having returned to school, nearly a third of them girls, quadrupling enrolments in four years. The Afghan Government, donors, NGOs, and the private sector have rehabilitated over 13,000 girls' and boys' primary and secondary schools. Vocational schools, accommodating almost 10,000 students have been established and 16 teacher training centres have been opened, attracting nearly 1,500 students. The Afghan Government and partners have initiated over 47,000 literacy courses for approximately 1,200,000 illiterate people using 10,000 official and volunteer teachers.

Table 1 – Summary statistics on key poverty indicators

MDG	Indicator	Baseline year	Baseline value
Poverty and hunger	Population below US$ 1 a day	2005	No data
	Poverty gap ratio	2005	No data
	Share of poorest quintile in consumption	2005	No data
	Underweight children under 5 years of age	2002	41%
	Population below minimum level of dietary energy	2003	20.4%
Primary education	Net enrolment ratio in primary education	2003	54%*
	Proportion of pupils starting Grade 1 who reach Grade 5	2003	45%
	Literacy rate of 15- to 24-year olds	2003	34%
Gender differentials	Ratio of girls to boys in primary education	2003	0.6
	Ratio of girls to boys in secondary education	2003	0.33
	Ratio of girls to boys in tertiary education	2003	0.21
	Ratio of literate females to males (15- to 24-year olds)	2003	0.34
Child mortality	Under-5 mortality rate	2003	230
	Infant mortality rate	2003	140
	Proportion of 1-year olds immunized against measles	2003	75
Maternal health	Maternal mortality ratio (per 100,000)	2002	1600
	Proportion of births attended by skilled health personnel	2002	14.3%
	Fertility rate	2002	6.3
	Proportion of women receiving professional ante-natal care	1999	12%
HIV/AIDS, malaria, TB and other diseases	HIV prevalence amongst blood donors		No data
	Proportion of blood samples screened for HIV/AIDS		No data
	Condom use rate of the contraceptive prevalence rate	2003	5%
	Contraceptive prevalence rate	2003	National – 10% Rural – 6%; Urban – 21%
	Percentage of population aged 15-49 years with comprehensive and correct knowledge of HIV/AIDS		No data
	Malaria	2003	2.67% (reported cases)
	Tuberculosis	2005	333 per 100,000 active)
	Proportion of TB cases detected and cured under DOTS	2005	24% of population detected and cured
Water and sanitation	Proportion of population with sustainable access to an improved water source, urban and rural	2003	23%
	Proportion of population with sustainable access to an improved sanitation, urban and rural	2003	12%

Source: Afghanistan's MDG Report 2005
* Gross enrollment ratio

The 2020 development vision for Afghanistan

By 1400 (2020), the GoA envisages that all Afghans will have equal opportunity to participate in high rates of ***sustainable and equitable economic growth***. Income poverty will be significantly reduced and extreme and chronic hunger eradicated. The economy will be transformed from one that is largely illegal and informal to one that is legal and increasingly self-sustaining.

Investment will focus on security, governance, and the economy with particular focus on electricity, roads, irrigation, and institutional and human capacity building. This will initiate growth in the four main areas of: (1) agriculture, pastoralism and rural enterprises, (2) the productive use of state assets, (3) mining and extractive industries, and (4) regional cooperation, trade and transit. This investment will create a secure, politically stable, and economically supportive environment for growth and private-sector development while protecting the rights of the poor. The private sector will provide employment and generate public revenues that will allow the GoA to work towards achieving MDGs. Increasing urbanisation will require resources to improve urban infrastructure including improved housing and amenities – substantial reconstruction which in turn can be a source of substantial growth and employment.

Access to primary education will be available to all children by 2020. Youth will have access to centres of higher education and graduates will have realistic hopes of getting employment in technical, managerial, and leadership roles. Disadvantaged and marginalized groups will be given the opportunity to develop basic technical skills.

Maternal and child health will be greatly improved through increased access to primary health care, basic hospital services, safe drinking water and sanitation. Improved health systems will ensure that people are healthy and able to engage in the economy, in an active, productive, and sustained manner.

Agricultural productivity will be enhanced and diversified, and the corrosive influence of the narcotics economy on the political, social and economic systems will be significantly reduced.

3. PRESENT STATUS OF THE MINE ACTION PROGRAMME

This section has been summarised from the MAPA 1389 Integrated Operational Framework (1 April 2010 – 31 March 2011), the 1388 MAPA Annual Report, briefings made to the project by MACCA and the Mine Action Strategic Guideline 2008-13.

The mine and UXO problem

The widespread and indiscriminate use of landmines during more than two decades of conflict has turned Afghanistan into one of the most heavily contaminated countries in the world. Afghans are living in some 2,500 contaminated communities. As of 31st March 2010 Afghanistan's 6,684 known minefields covered 647sq km of land throughout the country, and additional hazards continue to be reported (MAPA 1388 Annual Report).

Figure 3 – History of landmines/ERW contamination in Afghanistan

The MAPA was the first 'humanitarian' mine action programme in the world, and encompasses all pillars of mine action: advocacy, demining, stockpile destruction, mine risk education (MRE), and victim assistance (VA). Over 20 mine action organisations work in Afghanistan, employing over 8,000 personnel. Mine action services reach almost every corner of the country.

Within this context and given the scope of the contamination (Figure 4) plus the number of implementing agencies and donors involved, the Government of Afghanistan (GoA) entrusted interim responsibility for programme oversight to the United Nations, which implements this complex undertaking through the MACCA until a suitable national programme management capacity is built.

MACCA is responsible for the coordination of all mine action activities – including planning, management, and quality assurance (QA) – on behalf of the Government. MACCA is a project of the United Nations Mine Action Service (UNMAS), which serves as the UN focal point for mine action globally. The project is executed by the United Nations Office for Project Services (UNOPS), which provides contracting, procurement, and financial management, plus technical and legal assistance. MACCA employs national personnel and international staff to coordinate and provide support to mine action operations through its headquarters in Kabul and Area Mine Action Centres (AMAC) that are staffed entirely by Afghans. AMAC are located in Kabul, Herat, Kandahar, Mazar-i-Sharif, Kunduz, Gardez, and Jalalabad. They work directly with the impacted communities, government representatives, UN offices, and aid organizations in the area.

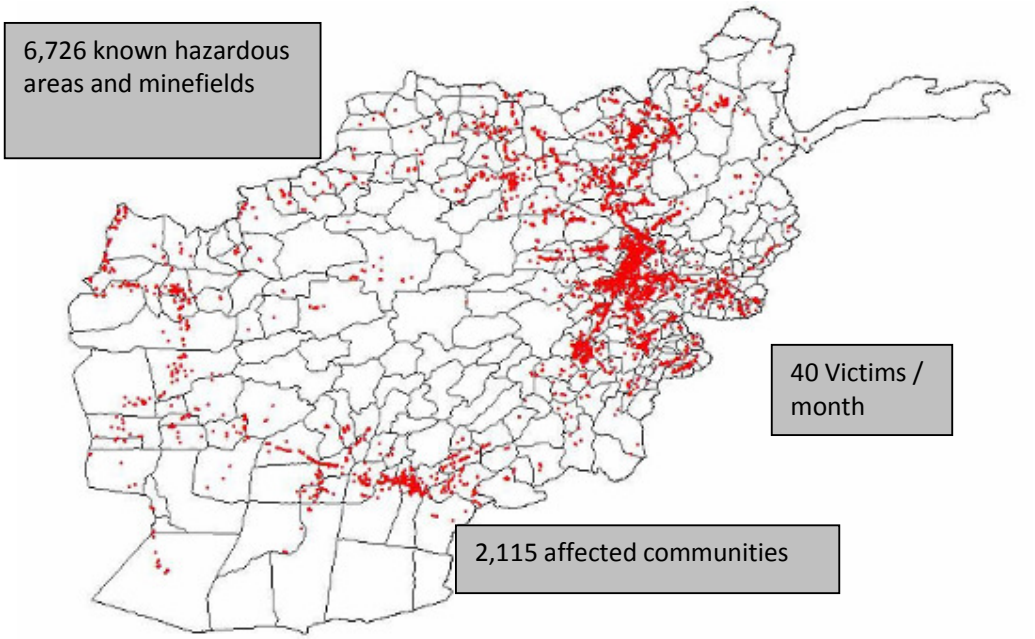


Figure 4 – Location & impact of mines and ERW

Mine Action Strategy for Afghanistan

The most recent government endorsed strategy document for mine action (*Mine Action in Afghanistan: The Way Ahead, Islamic Republic of Afghanistan, Saur 1385*) was issued in May 2006. It was based on the Government of Afghanistan's vision of:

"A country free from landmines and explosive remnants of war (ERW), where people and communities live in a safe environment conducive to national development, and where landmine and ERW survivors are fully integrated in the society and thus have their rights and needs recognized and fulfilled."

In order to realize this vision, the following goals must be achieved:

- Demining (defined as comprising: technical survey; mapping; clearance; marking; post-clearance documentation; Community Mine Action Liaison and handover of cleared land)
- Mine/ERW risk education
- Stockpile destruction
- Mine/ERW survivor assistance
- Advocacy and coordination

In 2002, the Government of Afghanistan entrusted interim responsibility for MAPA coordination to the United Nations. As of January 2008, the Government, through the Inter-Ministerial Board for Mine Action (IMB), designated the Department of Mine Clearance (DMC) under the Afghanistan National Disaster Management Authority (ANDMA) to work jointly with MACCA. MACCA and DMC co-located in 2008, and are currently working on national capacity development for quality assurance, maintenance of mine action standards, accreditation, mine risk education (MRE) and victim assistance.

The current state of affairs

Contamination and demining

Approximately 2.7% of all Afghans are severely disabled, with landmine and ERW accidents accounting for around 8.6% of this total.[5]. The impact of disability on economic participation is substantial, impoverishing survivors and their families, straining government and other health care systems, and limiting both economic growth and poverty reduction.

Injuries and deaths from mines and ERW have been reduced from the peak recorded in the early 2000s, but still remain high (Figure 6). A quarter of accidents resulted in death and 61% involved children. Figure 3.3 below shows the casualties according to device type. It is important to note the large number of accidents caused by ERW, which often result from high-risk behaviours such as scrap metal collection.

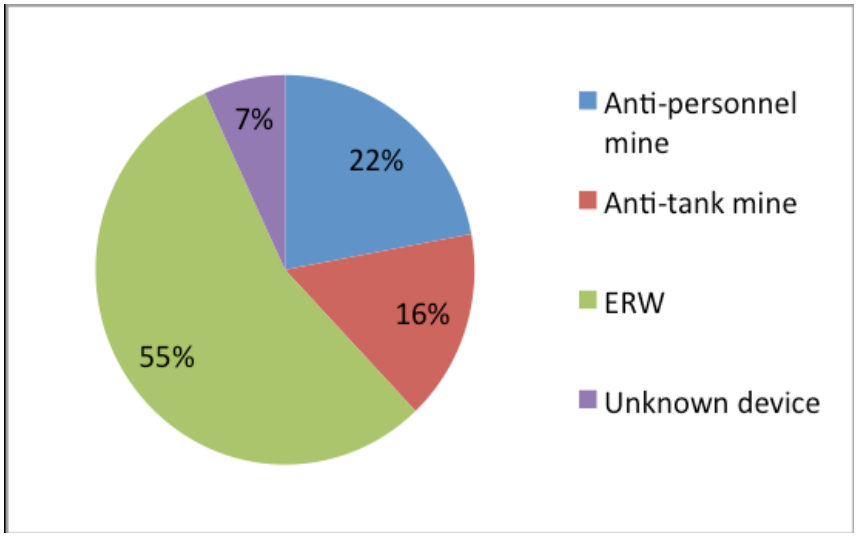


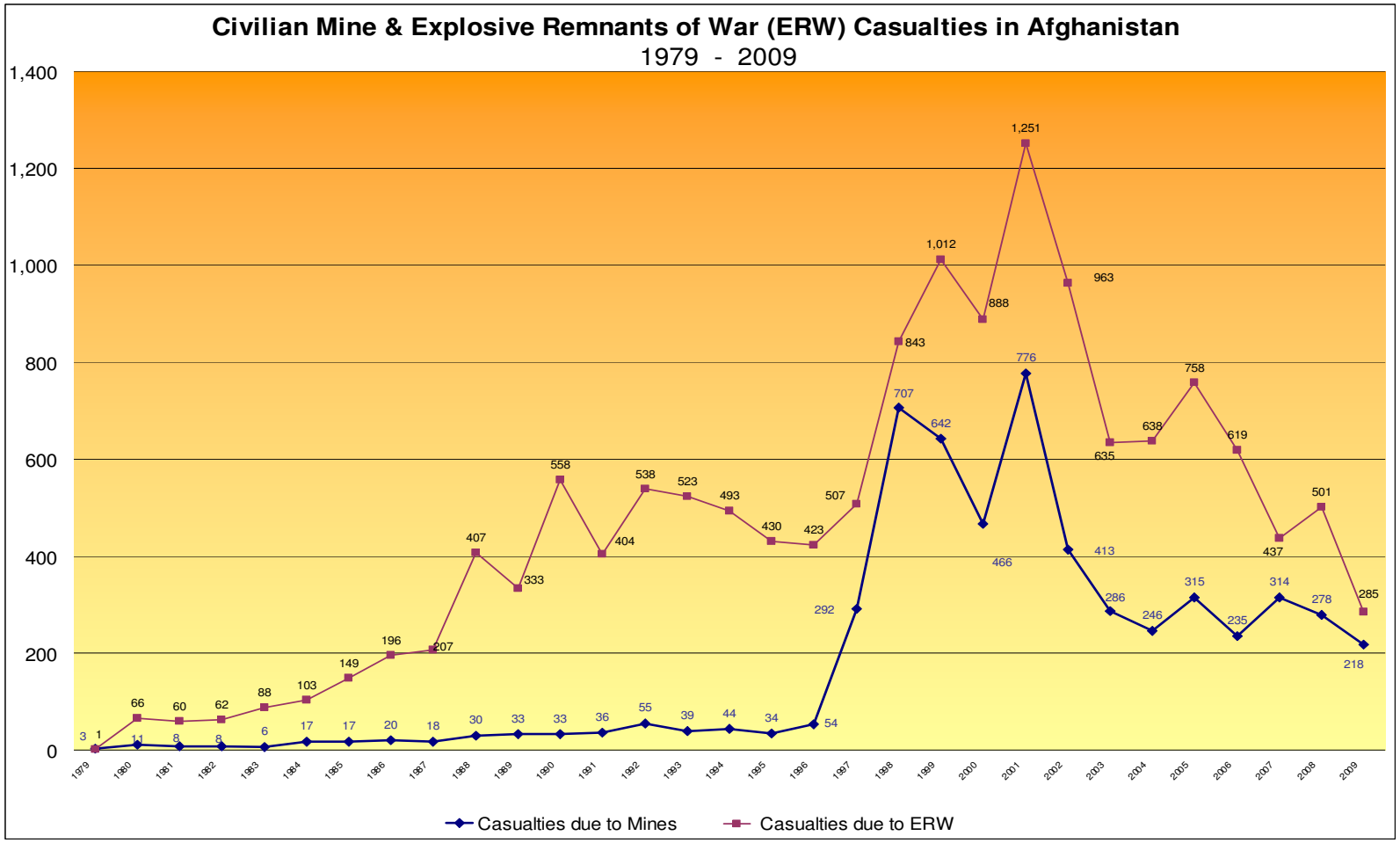
Figure 5 – Breakdown of casualties by device

The majority of humanitarian demining[6] is carried out by seven major NGOs (Implementing Partners - IPs), five national and two international. Throughout 2008, IPs have been engaged in a "Polygon Survey" with the intent of further defining hazardous areas that were recorded in the 2003/4 Afghanistan Landmine Impact Survey (ALIS). The ALIS was a rapid appraisal survey of impact on communities conducted to categorize communities into high, medium and low impact. It also aimed to describe what types of activity were blocked by mines. This matrix of data is used to develop clearance priority criteria. Since the ALIS was rapid, the definition of mined areas was more an expression of the sum of a community's fear of a given area than a precise mapping of the hazard area. The LIS described Suspected Hazardous Areas (SHA). The Polygon Survey was implemented as the next logical step in the survey process to turn SHAs into defined minefields (MF). In this process some SHA have been cancelled completely and others have been subdivided into several minefields.

[5] National Disability Survey of Afghanistan, Ministry of Public Health, Central Statistics Office, Handicap International Report, 2005.

[6] There is also a growing commercial mine sector, which is largely in support of macro-development infrastructure projects. Also, community-based demining is increasing as a component of humanitarian demining.

Figure 6 – Civilian mine/ERW casualties recorded in Afghanistan: 1979-2009



SHA have been electronically mapped as MF. This means that, when survey can be carried out, these SHA could be cancelled or defined into a smaller or bigger MF locality. The table below shows how much has been cleared to 13 January 2011, and indicates progress towards achievement of the targets set under the Ottawa Treaty[7] and the Afghan Compact[8].

Table 2 – Progress towards Afghan Compact and Treaty Targets

Indicator	Baseline at end 1388	Remaining contamination at end 1388	Clearance processed at end 1388	Compact target of 70% of hazards	Progress towards compact	Treaty target of 100% of hazards	Progress towards treaty
Number of hazards	12,754	6,638	5,752	6,116	69%	12,754	48%
Hazardous area (sq km)	1,277	641	622	894	70%	1,277	49%

From: MAPA Newsletter, December 2010

Using the UNDSS classification of districts in Afghanistan, Extreme and High Risk environments (see Figure 7) contain 42% of all known hazards covering 68% of the known hazardous area. In total, 58% of the hazards are within Medium and Low Risk districts but these only cover 32% of the hazardous area.

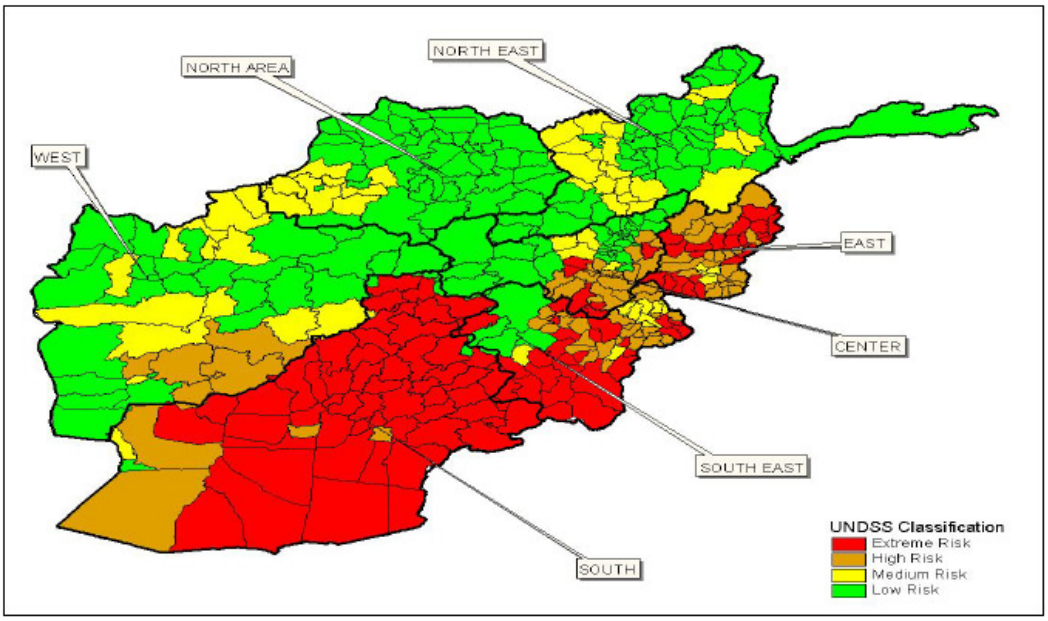


Figure 7 – Regional and district risk classification

The table below shows the categorization of the known mine hazards as at the start of 2010.

[7] Ottawa Treaty: Clear all emplaced anti-personnel mines by 2013; Destroy all known anti-personnel mine stockpiles by 2007; Provide MRE to Afghans and assist mine survivors

[8] Afghan Compact: Land area contaminated by mines and ERW will be reduced by 70% by March 2011; All stockpiled anti-personnel mines will be located and destroyed by March 2007.

Table 3 – Planning criteria, hazards and areas

Planning Criteria	Hazards	Area (m^2)
Killing Zone	33	27,149,340
High Impact	55	6,564,986
Hazard causing victims	583	72,029,793
Small Hazards	487	968,249
Community Centre	587	54,699,561
Housing Blockages	101	48,061,237
Water Blockages	62	6,485,639
Agricultural Blockages	1,190	161,000,838
Infrastructure blockages	205	31,887,480
Flat Land	35	6,938,067
Flat Land and Big Hazard	5	14,925,211
Gully	40	8,939,922
Hillside	1,556	112,661,062
Mountain Top	369	49,570,008
Other	200	12,199,973
Total	**5,508**	**614,081,363**

The majority of the hazards are causing blockages to agriculture land and infrastructure. This accounts for 79% of impacted communities, 87% of all hazards and 83% of all the estimated affected area. Agriculture blockages include irrigated cropland, rain fed cropland, and pasture fields. Due to the strategic importance of housing, it has been taken out of infrastructure blockages and listed separately. Of the remaining infrastructure blockages, 21% are roads to provincial centres, district centres and alternative routes. Other types of infrastructure blocked by MF are culverts and bridges.

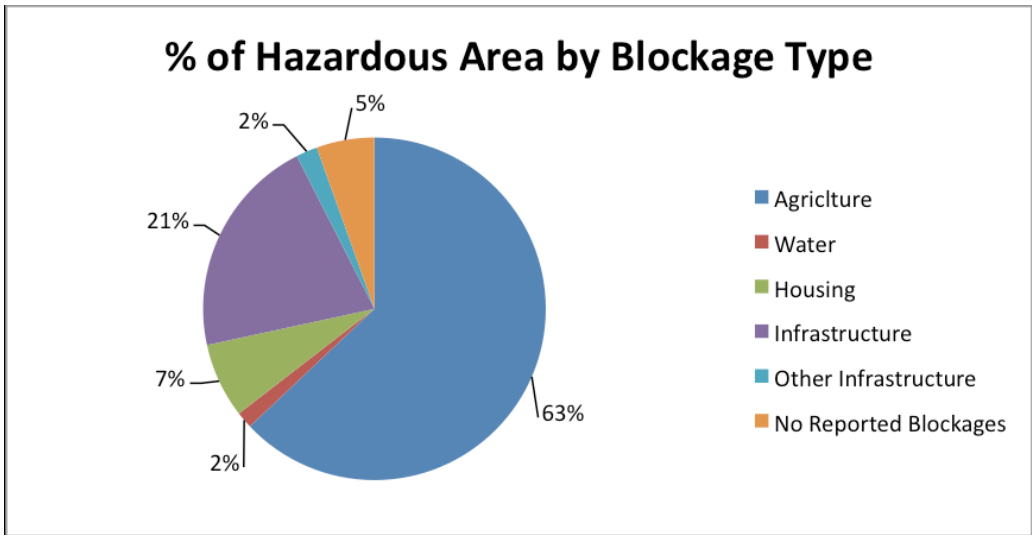


Figure 8 – Hazardous area by blockage type as of Sept 2009

The table that follows shows the relationship between communities and blockage type. The MACCA will seek to coordinate the removal of all water and housing problems in 2010 where security allows.

Table 4 – Blockages and communities

Blockage	Communities	% of Communities
Agriculture	1,633	58%
Water	112	4%
Housing	178	6%
Infrastructure	583	21%
Other Infrastructure	67	2%
No Reported Blockages	249	9%
Total	**2,822**	**100%**

Mine Risk Education

The MACCA objective for MRE is to reduce deaths and injuries by integrating MRE into government structures and community activities. Communicating MRE messages is a challenge given low rates of literacy among rural Afghans, lack of full radio and television coverage, and a low level of understanding among government officials of the importance of these issues. Coordination is paramount to ensure communications and services, and partnering with the government is essential for building national capacities and creating the structures and communication mechanisms necessary to maintain awareness to mine/ERW threats.

Government ministries, such as the Ministry of Education, together with the Afghan Red Crescent Society (ARCS) are assuming increasing responsibility for MRE in Afghanistan. For example, MRE has recently been included in the National Curriculum for grades 7-9. Until this transition is more advanced, MACCA continues to contract partners to implement targeted MRE activities in high risk areas, ensuring MRE is provided throughout the country.

Regarding MRE activities, the MACCA:

- Supports MRE/VA activities through a variety of community-based approaches, such as:
- Community education training that targets community members, schools and children.
- Mobile cinema and mobile children's circus projects to tour the country where culturally appropriate.
- Supports emergency response targeted to communities with acute mine and ERW risk.
- Identifies high-profile individuals in impacted communities to serve as focal points for delivering MRE, raising community awareness on clearance and survey activities (as well as issues surrounding mine and ERW survivors), and collecting information regarding mine and ERW incidents in the area.
- Supports radio programmes through the MoE Educational Radio and Television department for the regular broadcasts of MRE and disability related information.
- In insecure areas, expands Community Based Mine Clearance activities to incorporate the MRE requirements of the communities and ensure training of demining personnel so they can fill such gaps.

In 2010, the MACCA analyzed MRE activity with its MRE Implementing Partners[9] the intent of improving the outreach and outcome of MRE. Over 1 million men, women, boys and girls, including returnees, were provided with MRE in 1388 (2009/10), of which some two thirds

[9] ARCS, Handicap International, AAR Japan, OMAR and Mobile Mini Circus for Children.

were the high-risk under 18s. The graph below illustrates that 108 High and 'High with Victims' impacted communities have not received any form of MRE (that has been recorded in the database). These 108 High and Medium impacted communities will be examined based on accessibility in terms of security and considered during the development and refinement of the 2010 MRE projects.

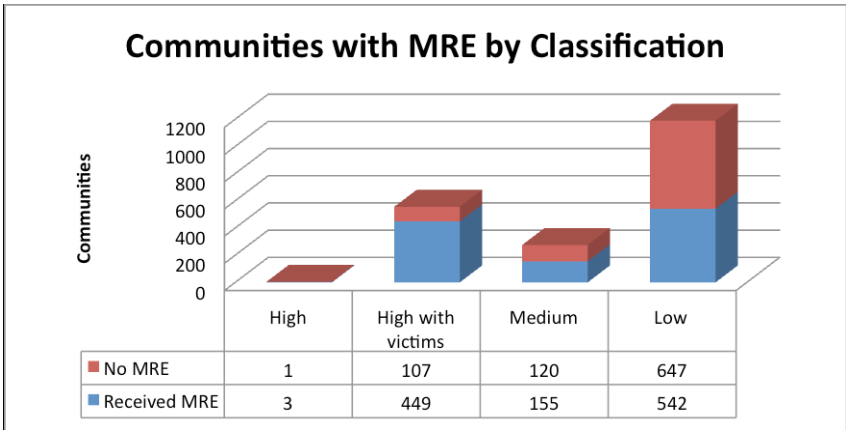


Figure 9 – MRE according to community priorities

In 1388 (2009-10) MACCA coordinated a nationwide survey into MRE Knowledge, Attitudes, Practices and Beliefs of over 1600 people in ten provinces of Afghanistan. The results will be published in 2011.

Victim Assistance

Communicating disability awareness messages is a challenge given low literacy rates among rural Afghans, lack of full coverage by radio and television, and a low level of understanding among government officials of these issues. Additionally, there is limited access to emergency services and health centres in remote areas. These constraints often prevent the disabled from receiving the care and rehabilitation services they need to survive and integrate into society.

In Afghanistan as elsewhere, a number of ministries have responsibilities for providing services to persons with disabilities. The Ministry of Public Health (MoPH) is responsible for medical care and physical rehabilitation. The Ministry of Labour, Social Affairs, Martyrs and Disabled (MoLSAMD) is responsible for addressing social stigmatisation, including discrimination in access to employment. The Ministry of Education (MoE) is responsible for inclusive education to meet the special needs of those suffering from a variety of disabilities. Unfortunately, until recently, none of the ministries have taken the lead on the formulation of a coordinated programme designed to deliver the range of services needed by disabled persons. As well, no UN or donor agency has taken a leadership role in assisting the various ministries to work toward such a programme. Given this vacuum, and the special obligations of the Ottawa Treaty, the MACCA has facilitated discussions on a national disability programme that would include landmine survivors. A Disability Support Unit was established in 2007, technically supported by MACCA and financially by the UN Voluntary Trust Fund.

With regards to VA/Disability issues the MACCA:

1. Supports VA/disability activities through a variety of community based approaches to raise awareness on issues surrounding mine and ERW survivors, as well as disability more generally. These include:

- Community education training that targets community members, schools and children.

- Mobile cinema and circus projects to tour the country where culturally appropriate.
2. Supports radio programmes through three different mechanisms:
3. Public radio forum broadcasts, providing discussions on disability issues by landmine survivors and other persons with disabilities.
4. Supports the GoA in meeting international obligations vis-à-vis landmine survivors.
5. Supports the continued capacity development efforts of MoPH, MoLSAMD, and MoE with respect to their disability programmes in line with the Afghanistan National Disability Action Plan, ANDS and Millennium Development Goals.
6. Engages other relevant ministries (Ministry of Communication; Ministry of Reconstruction and Rural Development) that have a role to play in disability programming and the rights of the disabled.

National Database of Mine Action (IMSMA)

The Information Management System for Mine Action New Generation (IMSMA^{NG}) was introduced in 2009/10 with the updating of previous records and providing a clearer picture of the actual hazards. On e of the functions of the National Database is capturing information on the number of landmine/ERW casualties as collected by ARCS and monitored by the AMACs. These data are circulated by MACCA to ministries, embassies, NGOs and other stakeholders to inform their programming and planning.

Achievements

Figure 10 below shows the remarkable achievement of the MAPA over the last 20 years, with 12,290 minefields and 2,988 battlefields cleared, and seven million people made aware of the dangers of mines and ERW through mine-risk education.

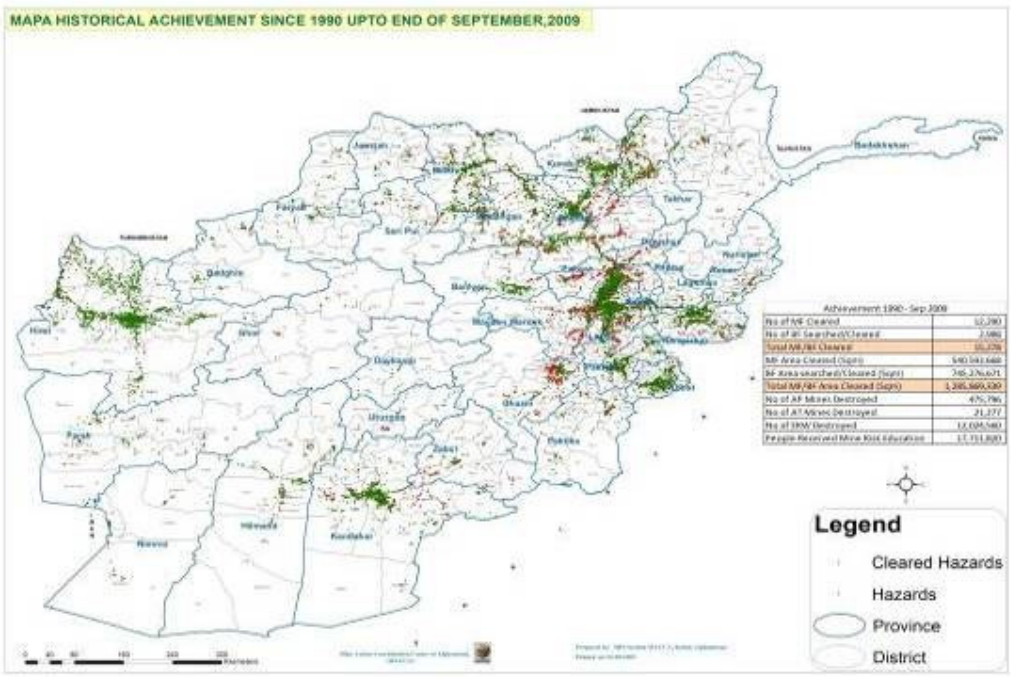


Figure 10 – MAPA demining achievements over the past 20 years

4. PREPARATION FOR THE SURVEY

Human resources used in the survey

An international expert in Sustainable Livelihoods[10] led the technical aspects of the exercise, including detailed design, classroom and practical training for Afghan surveyors and social scientists, support during field work, analysis of community data, and reporting. He was supported by a second international Sustainable Livelihoods expert[11] and by two Afghan consultants assigned by the AIRD[12], as well as by MACCA staff (see Table 5).

Table 5 – Composition of the survey teams

TEAM A: OMAR	TEAM C: HALO TRUST
Mohammad Rafiq (OMAR)	Abdul Hadi (HALO)
Kochai (OMAR - Female)	Mahbooba (HALO - Female)
Shir Ahmad (Driver)	Amhullah (Driver)
Mohammad Ayaz (MCPA)	Niamatullah Gul (MCPA)
Dr Rafi Popal (AIRD)	Barry Pound (consultant)
TEAM B: DDG	**TEAM D: ARCS**
Abdul Hadi (DDG)	Malliha (ARCS - Female)
Mahbooba (DDG - Female)	Hamid (ARCS)
Hajji Masoom (Driver)	Mohammad Dawd (MCPA)
Nasrudin (MCPA)	Anna Wood (consultant)
Shah Zaman Farahi (AIRD)	Janat Gul (Driver, MCPA)

Reserve Driver (MCPA): Nooragha
Translators: Sonia, Rangeena and Najeeba
DMC staff who took part in some survey villages: Abdul Habib Rahimi and Gulaga Mirzai
MACCA staff who took part in some survey villages: Abdul Qudous Ziaee and Samim Hashimi

The survey was conducted by four five-person surveyor teams, each including one woman. Four of the participating IPs (Afghan Red Crescent Society – ARCS; Danish Demining Group – DDG; HALO Trust; and OMAR) each provided a man + woman team, while the Mine Clearance Planning Agency (MCPA) supplied a LIAT[13] surveyor for each team. Each team also included one social scientist and one driver, all of whom travelled to the field. In the main survey, the women surveyors decided to work in pairs in alternate teams, rather than individually. MACCA and DMC staff (who also attended the training and took part in some of the survey visits) provided oversight and support to the survey, including periodic monitoring of the field activities.

The performance of the survey teams was backstopped continuously by the social scientists embedded in each team. As the international consultants spoke no Dari, translators were provided to Anna Wood, who was supporting the women surveyors.

No specialised equipment or facilities were required apart from a compass to orient community maps to magnetic North and a digital camera to capture key activities/situations in the communities. Specialist knowledge of participatory methods was required of the four

[10] Barry Pound from the Natural Resources Institute (with previous experience in Afghanistan, and in conducting SL surveys in mine-affected communities in Yemen)
[11] Anna Wood, freelance consultant
[12] Dr Rafi Popal and Shah Zaman Farahi (staff members of AIRD at the time of the survey)
[13] LIAT = Landmine Impact Assessment Team

social scientists. The LIAT team members had previous experience with surveys, but others – including the women team members – did not.

Training of the survey teams

Training was held for the survey teams in the Afghanistan Technical Consultants training facility in Kabul over a five-day period. Three days of classroom training, were followed by a day in one community near to Kabul practicing application of the tools. The fifth day was a feedback from the fieldwork and planning the survey logistics. Annex 4 provides a detailed account of the training given. All team members were provided with handout materials in Dari on how to use the field survey tools for reference in the field.

The timeline for the study was as follows:

- Planning and preparation: one week (consultant)
- Training in use of methods: one week (two consultants + 3 x AIRD staff)
- Field study of 24 villages: three weeks (four teams)
- Review and final assessment: three days (included in the three weeks above)
- Translation of information: two weeks (AIRD staff)
- Analysis and reporting: three weeks (consultants + AIRD by email)
- Feedback meetings: one week
- Final reporting: one week

Photograph 2 – Practical training in survey methods

Photograph 3 – Theory training in survey methods

5. METHODOLOGY USED IN THE SURVEY

The Sustainable Livelihoods Approach

The ***Sustainable Livelihood Approach*** was used in this study as a basis for obtaining a holistic view of the situation in landmine-affected communities. This **participatory a**pproach views people as operating in a context of vulnerability, within which they have access to five categories of assets (human, social, natural, financial and physical). The term 'sustainable livelihood' came to prominence in the early 1990s, drawing on advances in understanding of famine and food insecurity during the 1980s. Much of the literature uses an adaptation of Chambers and Conway's (1991) definition of livelihoods: *'A livelihood comprises the capabilities, assets and activities required for living. A livelihood is sustainable when it can cope with and recover from stresses and shocks and maintain or enhance its capabilities and assets both now and in the future, while not undermining the natural resource base*'.[14]

The NGOs CARE and Oxfam, the UNDP, and the International Institute for Sustainable Development were some of the early adopters of sustainable livelihoods methodologies. In the late 1990s the sustainable livelihoods approach gained momentum in the UK's Department for International Development (DFID) with investments in research, workshops and the publication of guidance sheets[15] and other papers. It has since been used in a very wide range of developing countries at the planning, monitoring and review phases of projects and programmes. It is best suited for analysis at household/community levels rather than at a macro-level.

The Landmines and Livelihoods survey focussed on ***communities***. This is different to most other MAPA surveys (e.g. the recent DMC audit of cleared and cancelled areas), which have used **tasks** (minefields/battlefields) as the unit for survey focus. The Livelihoods survey also has a strong ***developmental*** aspect, rather than just providing feedback to measure/improve MAPA functions.

The analytic method used

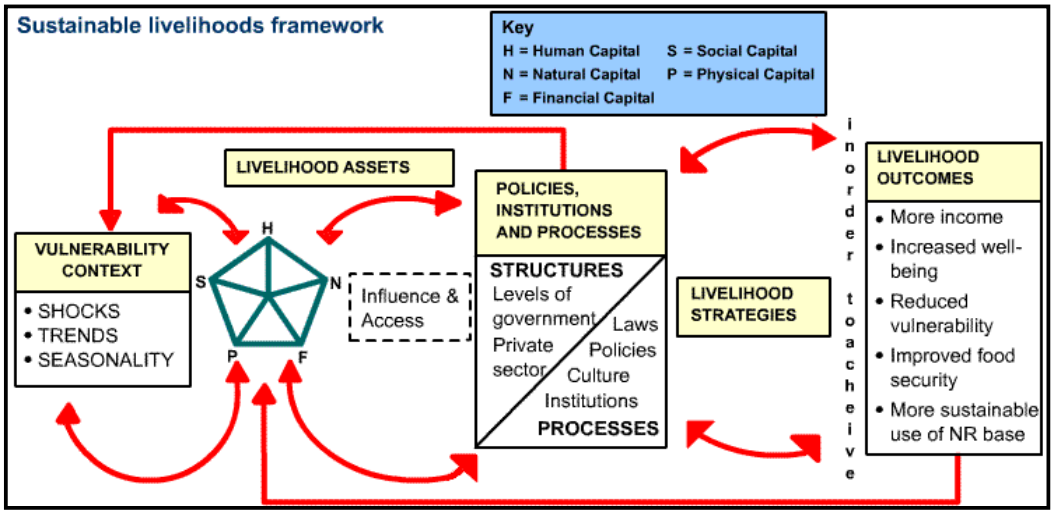
Sustainable Livelihoods Analysis is a method within the Sustainable Livelihood Approach for understanding the resources available to individuals, households and communities, and the constraints and opportunities for using these resources for development. It places people and their priorities at the centre of development, with the intention of empowering the disadvantaged to build on their potentials, support their access to assets, and develop an enabling policy and institutional environment. The levels and utilisation of the five sets of assets are influenced by the external political, institutional and legal environment. Together people's assets and the external environment influence households' strategies in pursuit of outcomes that meet their livelihood objectives, as depicted in
Figure 11.

The use of this model to assess the impacts of demining helps to highlight the wider context in which mines and ERW have affected communities, and encourages integrated thinking about the benefits of demining and the broader development opportunities and constraints. Mines directly block the use of natural and physical assets, removing farmland and grazing areas from use, obstructing use of roads and access paths, preventing use of strategically located buildings, etc. Yet the effects of mines also impact indirectly on human capital assets, such as health and education – through injury and loss of schools or teachers – and on financial capital through loss of productive assets. Mines may

[14] Chambers R and Conway G (1991). *Sustainable rural livelihoods: practical concepts for the 21st century.* IDS, Sussex, UK.
[15] http://www.eldis.org/go/topics/dossiers/livelihoods-connect/what-are-livelihoods-approaches

prompt changes in livelihood strategies (e.g. by encouraging migration out of the village for employment). Mine clearance may give rise to contested claims for rights to land, and initiatives to develop community resources crucially depend on the capacity of national and local governance and leadership.

Figure 11 – The Sustainable Livelihoods Analytic Model



An important challenge in the task was to clearly distinguish the immediate ***outputs*** of mine action (e.g. cleared land, roads and other assets; greater awareness and knowledge of mine risks; survivor support) from actual ***outcomes*** (e.g. distribution of freed assets, increased utilisation of assets, higher productivity and changed behaviour) and, ultimately, ***impacts*** in terms of sustainable growth and enhanced wellbeing.

Following training in the theory and practical use of the survey tools (which included a rapid survey of one de-mined community in Kabul), and agreement on logistics, the four mixed survey teams visited a further 24 villages in Kabul, Parwan, Balkh and Samangan Provinces.

The sample of villages to be surveyed (approximately 1.2% of the total number of landmine-affected villages) was chosen by MACCA against a set of criteria (see Village Selection).

The survey of each village took two full days, during which a range of techniques was used to discuss the past, present and potential situation of the communities and their land (with special emphasis on the cleared areas). Separate meetings were held in each community with **community leaders, farmers, women, children and the survivors of landmine incidents.**

Survey tools

Within this asset-based approach, a number of Participatory Rural Appraisal (PRA) tools[16] were applied. These were:

1. Secondary data analysis (complementary information from previous surveys, completion reports etc)
2. A comprehensive introduction to the community to provide information on the team, the objectives of the mission, the potential (realistic) benefits that might come to the community, how the information collected would be used, and the methods to be used during their time in the community

[16] For information on PRA see: http://en.wikipedia.org/wiki/Participatory_rural_appraisal

3. A “Time-Line” to understand the situation before, during and after the mines/ERW were laid (and how people coped with the hazard)
4. Villager maps drawn-up with the villagers themselves. These are not intended to be “social maps”, but a quick method to show the geographic relationship between the village and the mined/cleared areas.
5. A “Community Profile” listing the social, financial, physical, natural and human assets inside the community, as well as the relationship between the community and the outside world
6. A series of focus group discussions with community leaders, farmers (or other natural resource users such as nomads or landowners), women and children
7. Case studies of landmine/UXO survivors
8. Gender analysis (roles and situation of women, especially related to mine action)
9. Farming/livelihood system diagrams
10. Participant observation of the situation in the community by members of the team
11. A photographic record of the present situation.
12. Qualitative vulnerability assessment of each community based on a livelihood scoring for each asset and exposure to vulnerability issues

In addition quantitative data (prices, quantities etc.) were compiled for economic analysis of the different kinds of economic outcomes for communities, to help guide setting of priorities for MAPA and to identify the potential for enhancing benefits from demining. Most of the quantitative data showing benefits were associated with productive assets brought back into use, for which proxy measures of potential market value of production could be imputed – e.g. land value changes with decontamination, crop yields on cleared land, value of stone for house building, value of forage etc.

A further dimension explored was the level of participation of women in the demining process, their perceptions of benefits from mine action and their development priorities. This was made possible in a Muslim country by including female surveyors in each team. A gender-differentiated approach to impact assessment is important for understanding the differences in experience, priorities and outcomes between men and women and among women of different socioeconomic groups.

Village selection

A purposive sample of 25 communities was selected within two mine-action Regions (Central and North) according to the criteria shown in Textbox 1. Note that commercial demining operations were not included in this survey.

Textbox 1 – Criteria for community selection

1. Security & Access
2. Region (Central and North)
3. Contamination status:
    - Fully cleared
    - Partially cleared
    - No communities that have not had demining unless we are sure they will benefit from clearance in 2010/11
4. Agro-ecological zones:
    - Mix of river valley/highland/in-between
5. Type of contamination problem:
    - Only UXO contaminated
    - Mine or Mine & UXO contaminated

In addition the survey teams took note of the factors given in Textbox 2. Some of these (e.g. ethnicity) can be determined from secondary data sources or from the Area Mine Action Centres

(AMAC), while others (e.g. access to non-land based livelihood opportunities) were determined in the communities themselves.

Textbox 2 – Additional key factors for analysis

- Community Impact Category (high/medium/low)
- Ethnic make-up
- Long-established versus new communities
- Degree to which community has alternative livelihoods options
- Victim Predictive Model criteria:
  - <200 population versus > 200 population
  - Communities with close proximity hazards (< 500 m from community centre) versus those without such hazards
- High/low numbers of victims in community
- IP(s) that have provided demining services

For the villages selected in the Northern area it was not clear in all cases why clearance had taken place, or in some cases why it had not been completed. The reasons are given in Table 6.

Table 6 – Reasons for the selection of villages in the Northern Area

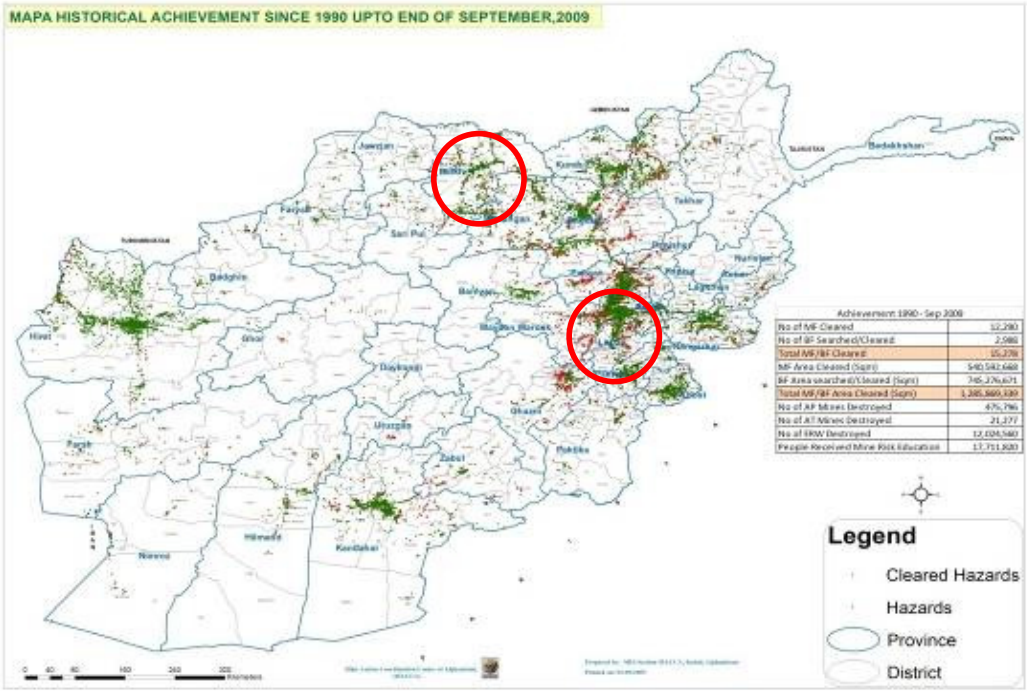
Village names	Reasons for clearance[17]	Clearance status
Sayghanchi	○ High priority ○ More than 41 human and animal casualties ○ Local government and local people request repeatedly ○ Economic importance (Heng medicinal plant) ○ Picnic site	○ Some hazards newly found by polygon survey ○ Some of hazards located at the top of mountain 3-4 hrs walking time
Gur-e Mai	○ Locally requested and by Mazar PRT ○ Extension of Mazar Airport ○ Urgent requirements of construction material (bricks) ○ High priority ○ Existence of mine/UXO and recent victim ○ New railway	○ Complete
Mola Sultan Bashi	○ Mine accidents ○ Locally requested	○ Major hazards newly found by polygon survey ○ Some hazards remaining due to winter season ○ Lack of MDU assets ○ Clearance planned for 1390
Shahr-i-Qadim	○ Close to residential Area ○ Local requested	○ Complete
Dehdadi	○ High priority ○ Historic place ○ MF located in middle of community	○ Complete
Ala Chapan	○ Planned for residential area	○ Complete
Base Sokhta	○ Close to residential area ○ Heavy contamination	○ Complete

[17] As supplied by Azizullah Paktin, MACCA

Village names	Reasons for clearance[17]	Clearance status
Sarwan Tepa	○ Establishment of new power station for Mazar city ○ Establish of new railway ○ Opening of road for Khairabad village ○ Facilitate/clearing both sides of Hayratan ○ Locally requested ○ Mine accidents / High priority	○ Large sand hill created clearance difficulties
Hayratan	○ Extension of business centre of Hayratan ○ High Priority ○ Repeated requests ○ Establish of new railway	○ Local Gov does not demining due to Uzbek-Afghan border and bridge
Khwaja Burhan	○ Repeated requests ○ Close to the community ○ Rehabilitation of field for Buzkashy ○ Existence of historical places	○ Complete
Qoch Nehal	○ Road established by clearing of village ○ Local requested	○ Some of hazards are planned by MACCA IPs for 1390
Sheikh Mohammady	○ Close to city ○ Agricultural project (Balkh agricultural department and USAID) ○ Nominated for international handcraft exhibition ○ Urgent request ○ UXOs only	○ Complete

The map below shows the locations of the survey in Kabul, Parwan, Balkh and Samangan Provinces.

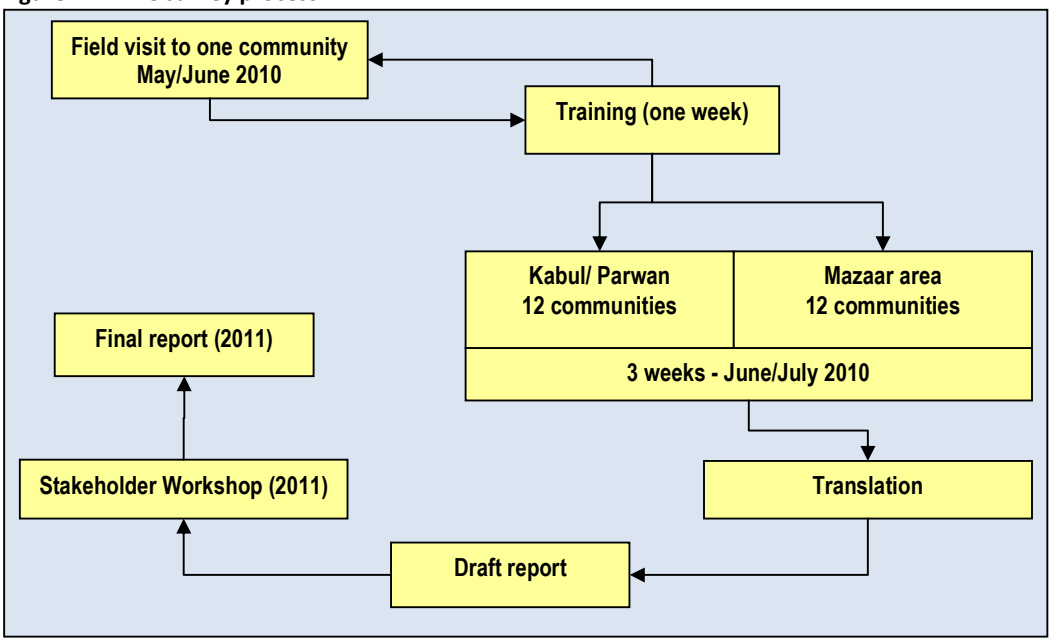
Map 1 – Showing the two locations of the survey in the Central and Northern Areas of Afghanistan



Field implementation

All teams started together in the Central Region, and completed 13 villages in that Region before transferring to the Northern Region, in which 12 villages were surveyed.

Figure 12 – The survey process



Each village was visited over two days[18] to give time to employ all the tools specified. At the end of each village survey, the entire team (male and female surveyors plus the social scientist) met to review the information and the degree to which the tools could be successfully applied, and to summarise the village status in terms of vulnerability.

Care was taken to record information methodically and neatly in Dari, with the survey team, village name, district, province and date on every sheet of paper.

AIRD was charged with the translation of the information from Dari into English (in soft copy) as soon as possible after collection. Due to unforeseen circumstances, the translation took longer than expected which held up the reporting of the findings.

Table 7 – Survey schedule

Activity / Location	Communities	Day and Date
Training of survey tools, including rapid survey of one community as part of training.	Qal'eh-ye-Khater (Tapa Bibi Maho)	May 29 – June 3 2010
Feedback from first village and logistical planning	ATC training hall	26 June
Kabul Province	Kariz-e Mir, Chahar Asyab Qala-I- Kashif, Qala-I- Hashmatkhan	27/28 June
Review of experience with first four villages; ATC	-	29 June
Kabul/Parwan Provinces	Ashrafkhel, Gudar Suffokheil/Shakardara, Rabat	30 June / 1 July

[18] Due to the fact that the women team members preferred to work in pairs, this meant that a pair of women had a single day in each village, whereas the men had two days in each village.

Activity / Location	Communities	Day and Date
Rest day:	Rest day	Friday 2 July
Kabul/Parwan Provinces	Chaharikar (Abdibay), Gojurkhel Qal'eh-ye Khwaja, Sayad	3/4 July
Move to Mazaar	-	5/6 July
Mazaar	Ala Chapan, Dehdadi (Sherabad) Base Sokhta, Shiekh Mohammady	7/8 July
Mazaar	Rest day	Friday 9 July
Mazaar	Sarwan Tepa, Gur-e Mai Mola Sultan Bashi, Hayratan	10/11 July
Mazaar	Qoch Nehal, Shahr-i-Qadim Khwaja Burhan, Sayghanchi	12/13 July
Mazaar / Assessment of survey and level of capacity of surveyors; bestowal of certificates	All teams	13 July
Return to Kabul		14 July
Feedback of preliminary findings to MACCA/DMC/IPs		15 July
Feedback and discussion of draft report to MAPA	ATC training hall	February 2011
Presentation to GoA, donors and other stakeholders	ANDMA	February 2011

Limitations of the methodology

The survey logistics worked well, and we were able to survey all the 25 selected villages. We were hospitably received by all the communities visited. This was despite arriving with little or no warning (a necessary security precaution).

However, the sample of villages surveyed was only about 1.2% of the total number of landmine-affected villages and cannot be taken as a fully representative sample of all the landmine affected villages in Afghanistan. This survey is instead seen as a **pilot**, which can be replicated in other areas if the results are found to be useful.

The 25 villages were not selected randomly, but purposively against a set of criteria that included: security and access, the need to cover at least two regions (Central and North), agro-ecological zones, contamination status and the type of contamination hazard. Note that commercial demining operations were not included in this survey.

The survey tools called for interviews with village leaders, land users, women, children and landmine-incident survivors. These categories were interviewed in each village, but in some instances it was not possible to get a full cross-section of village representatives, mostly because they were working or lived remotely from the central meeting point. In some instances only 2-3 men or women were available for interview. Many of those interviewed were less interested in mine clearance than in other aspects of community development, such as roads or schools or electricity supply. This was overcome by linking the freeing of assets through demining to wider developmental opportunities. An omission in the questions asked was to determine which freed assets were **not** being used and why.

No social differentiation on wealth or resource access grounds was attempted. This would have provided additional information on the impacts of demining on different wealth group categories, but would also have added an additional layer of complication that would have been difficult to manage.

The main limitation of the methodology was that the majority of tools required the surveyors to use the guide questions provided as a starting point for "probing" (a type of dialogue that uses the questions who, where, why, when, how and what) to understand situations **in depth.**[19] Unfortunately this did not happen to any appreciable extent, partly because of the lack of experience of the surveyors in such techniques, and partly because the training did not give sufficient time to master the skill of probing. As one MACCA staff member pointed out during the stakeholder meeting feedback: *"you can't make a researcher with a weeks training".*

The result was that the information collected is very thin on detail and only provides a partial picture of the situation in the communities. Due to the language barrier between the survey teams and the consultants, the severity of this problem was not picked up and rectified soon enough by the consultants.

Database information was supplied to the teams that described the size of hazards, clearance dates and casualties, but this was not compared to community responses during the visits. A more through questioning of the meaning of differences encountered would have helped to resolve these differences.

It was the intention that each team should have a single woman surveyor attached to it. After the training the women decided that they didn't feel comfortable/confidant operating independently, and asked to work in pairs. This meant that they had to cover each community in one day instead of two, which may have reduced the quality of information collected.

The information collected by women surveyors was further compromised by the lack of knowledge of community women about things outside their immediate homestead and family, and the difficulties they face in getting information directly and not just through their male relatives or children.

There are marked differences between the information collected from men and from women, even for factual information (dates, numbers of victims, value of land, etc). Some of this is due to inaccuracy of recall, and some due to a lack of knowledge or reference leading to guesstimates being provided to the survey teams.

The survey tools provided a good overview of the women's experiences of landmine contamination in their communities, and of the clearance activities. Although the survey was designed to be participatory, this was rarely possible in the women's groups, for several reasons:

- The high illiteracy rates and past low levels of school attendance mean that many women lack the confidence to participate in writing or drawing. Drawing maps was a difficult process for the women's groups and in only two communities, Qala-I- Kashif and Ala Chapan, did women participants feel they had sufficient confidence and ability to draw the map themselves. In other villages, such as Qala-I- Hashmatkhan and Qal'eh-ye Khwaja, male relatives drew an outline map and the survey team completed it with the help of the women, while in the remaining villages the survey team drew the village maps following instructions from the women.
- Women had difficulty recalling the actual dates of events relating to mine clearance and, for this reason, some of the time line information is sparse.

[19] The survey teams in Yemen, by contrast, did master the skill of "probing". Also in Yemen the language barrier was much less, so the consultants were able to make a greater contribution to the fieldwork and consequently to the richness of the information collected.

Participatory assessments of the survey process were done with the survey teams at the mid-point of the survey and again at the end. The results of these assessments are detailed in Annex 9.

Analysis of the survey

The analysis of the qualitative and quantitative information collected was led by Barry Pound, in consultation with the other social scientists. Ted Paterson (GICHD project manager) and Charles Lor (GICHD economist) assisted with the economic analysis. Anna Wood provided an account of "Gender roles and mine action" and Qudous Ziaee led the analysis of lessons learned for MAPA from the survey about the prioritisation of mine-action activities and Quality Assurance issues.

The majority of the information collected is descriptive rather than quantitative, so the bulk of the analysis was a matter of synthesising a representative narrative from the information provided for the 25 villages. In addition, there was some data on incomes (e.g. from building stone and agricultural production) and land values on which economic analysis could be carried out to show the financial benefits arising directly from mine action.

A draft report, including draft conclusions and recommendations, was developed from the analysed findings and submitted to GICHD, MACCA, DMC, and AIRD.

Stakeholder feedback and discussion workshops

MACCA and DMC organised two stakeholder meetings in Kabul in February 2011, in which the findings, conclusions and recommendations were presented and discussed.

The first was to the MAPA and included MACCA, DMC, IPs (mine clearance and MRE) and AIRD/MRRD. The results were thoroughly discussed and a range of issues raised for inclusion in this final report.

A second presentation was made to GoA (ANDMA, DMC), donors and senior staff of MAPA components. This presentation was accompanied by two other survey presentations:

- Audit of cleared and cancelled areas – DMC
- Post-Demining Impact Assessment - MACCA

It is expected that this pilot survey will be the first of a series of surveys; subsequently, similar surveys might cover other Regions or specific performance issues, and may employ additional tools such as resource distribution, wealth ranking, Venn diagrams etc. to understand impacts on socially differentiated groups in more depth. The use of SL surveys for community needs assessments and the formulation of community development action plans may also be explored.

In addition, DMC and MACCA hope to link the needs of communities to development initiatives by government, donor and civil society agencies through the stakeholder workshop, dissemination of the findings of the survey and other mechanisms.

Methodological lessons for future surveys

- Including women surveyors considerably enhanced the breadth of the information obtained
- The use of a range of participatory tools meant that the information could be "triangulated" for consistency between different sources
- During the survey there were deliberately engineered opportunities for the members to interact within and between teams

- The link with the MRRD's Afghanistan Institute for Rural Development (AIRD) was an excellent initiative, and the two social scientists provided specialist local knowledge to the consultants and methodological support to the survey teams. However, these benefits were later reduced when both social scientists left AIRD for alternative employment
- The translation of village datasets from Dari to English took a long time and detail was lost in the translations
- The survey teams said that they would be able to replicate the survey and its tools in other parts of the country (see the results of the end-of-survey participatory assessment in Annex 9). However, the consultants feel that further training in probing, or a shift to a more questionnaire-based approach, would be needed for future surveys to improve on the quality of information collected.
- It is also felt that a separate set of tools could be developed for the women, who have restricted mobility within and outside the community, to explore those aspects of mine clearance that are particularly important to women, rather than their repeating the tools used by the men. Tools such as daily and seasonal calendars would be appropriate to women
- While some useful financial information was collected, a more effective (simple, practical) way of gathering costs and revenues from agricultural and non-agricultural economic opportunities arising from demining needs to be incorporated into future surveys
- In future surveys that don't include international staff it may be possible to remove some of the village selection restrictions, particularly those pertaining to security and access. This might mean that random sampling of villages could be used, rather than purposive sampling
- The survey teams failed to meaningfully engage with government at the District Focal Points for health, education, agriculture. Future surveys could obtain valuable local information from these key informants
- Questions omitted from the survey that would have been useful include:
    - What assets freed by demining are **not** being used and why?
    - What is the community reaction to the "nuisance" of mine action – e.g. dust, explosions, wasted land and chemical contamination of land and water
- A major error in planning was the omission of representatives of the 25 surveyed villages in the stakeholder feedback meetings. Village representatives (e.g. village council (*shura*) representatives would have been able to provide an additional perspective on the findings and take the main points back to their villages)
- Future surveys should consider the use of wealth ranking that differentiates households into poor, medium and better off categories and allows sampling within these groups to understand the impacts of demining on difference sectors of the community.

6. THE DEVELOPMENT OUTCOMES AND IMPACTS FROM MINE ACTION

Mine clearance

The 25 villages visited faced different threats from landmines and unexploded ordinance (UXO). Landmines of different types (anti-personnel [AP] and anti-tank [AT]) have been used since the Soviet invasion of Afghanistan, and also laid during the mujahedeen war and in Taliban times. Many villages have been affected by the presence of landmines since the early 1980s. In most cases, clearance started less than ten years ago and, in several of the villages, clearance had only recently been completed. Clearance is ongoing in six of the villages studied.

Minefields (MF) were laid on hilltops, on agricultural land, alongside roads and watercourses, and inside compounds used as command posts (e.g. at Sheikh Mohammady and Gur-e-mai), while battlefields (BF) sometimes resulted in UXO contaminating wide areas. Around Maza-i-Sharif airport, cluster bomb remnants contaminate an extensive area, making complete clearance difficult (e.g. at Gur-e-mai).

In some cases the cleared land is government owned; villagers therefore don't have any say in how that land is used. However, where the land was private it has, in most cases, reverted to its previous owner(s) without dispute.

In a minority of cases, villagers are unhappy about the unfair and/or undemocratic way in which the land has been used (e.g. opportunistic land grabbing by a local politician in Qal'eh-ye-Khwaja, dominance of "people of power" in Hayratan, and building houses for the "elite" in Qal'eh-ye-Khater). Ensuring the correct distribution of cleared assets at clearance or the follow-up of any commitments does not appear to have been part of the mine action process except in a minority of cases (e.g. Gojurkhel, where the women remarked: *"the mine clearance NGOs really worked hard, and after cleaning the area they distributed land to us for house making and it was really good and they gave us equally"*).

Villagers were asked about the mine clearance process. In some cases (e.g. Kariz-e-Mir), representation was made to the authorities to clear the land up to ten years before anyone came to survey the problem. In other cases (e.g. Rabat) the actual process of mine clearance took nine years.

Textbox 3 – Example time line: Kariz-e-Mir village (according to community members)

1985	Placement of mines by Soviet forces in order to protect their posts
1993	Placement of mines by Mujahedeen
1997	Application to demining office
2005	More mine incidents happened
2006	Mine risk education
2007	The beginning of demining
2010	Currently the area is cleared and can be used as living and agricultural land

Once on site, the villagers say that the men of the village assisted the mine survey and clearance teams to identify the suspected areas. In some cases (e.g. Kariz-e-Mir) ex-mujahedeen fighters showed the teams where they had laid the mines.

In most cases villagers were consulted on, and satisfied with, the prioritisation of the clearance sequence. When asked for suggestions about the mine clearance process, only those villages that

still had contamination responded, as in Sayghanchi: *"We are happy with the demining, but we wish that the mine action team's work expands to those areas where there are still mines".*

Textbox 4 – Prioritisation in Suffokhail village

"We all appreciate the work of the HALO-Trust organization because they started the mine cleaning process with the village first, then the agriculture land and pasture and after that they started mine cleaning in the mountain".

In a minority of cases there was a lack of consultation. Populated areas were generally given the highest priority.

Textbox 5 – Participation in Qala-i-Hasmatkhan village

Question: How did the villagers participate in the demining activities?
Answer: We have assisted the demining teams by showing them the minefields.

Question: Have the villagers taken any role in prioritizing the areas for clearance?
Answer: Yes, we told the demining team which areas should be cleared first.

In almost all cases, villagers (men and women) were very grateful to the mine clearance agencies, who worked hard and appropriately. In some cases they cited the mine clearance as the only developmental work that had happened in the village.

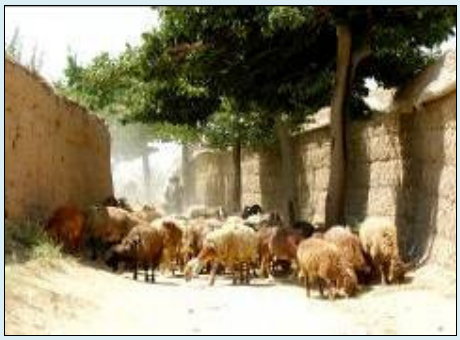
Case study 1 provides a snapshot of the situation in a village (Qal'eh-ye Khwaja) where clearance is nearing completion. In this case AP, AT and UXO hazards were present. Most village inhabitants had migrated, but have since returned to re-build their houses, farms, families and businesses.

Case study 1 – Qal'eh-ye Khwaja (Parwan province, Bagram district): before and after

The village is near to Bagram airbase and was on the front line. There is quite a bit of business in the village (shops, block and brick making, scrap metal from the airbase, farming). Even so, unemployment is a problem as there is insufficient land for the large number of families.

The biggest contributions to development in the last ten years have been the National Solidarity Program (NSP – wells and small bridges) and mine clearance (AP, AT and UXO hazards). Before clearance there were 14 victims. MRE was comprehensive. Now that demining is nearly complete it is no longer needed, even for returnees. Grape production is increasing as lands are rehabilitated by returnees.

Threshing wheat: investment in agriculture



Herding animals is now safe in the village

There are new buildings on some of the urban cleared land. Other cleared land has yet to be built on. During the war the agriculture was destroyed. This is being rehabilitated through grapes and wheat to gardens (trees and vegetables) as water becomes available.

Before: mechanical clearance

After: Mosque and filling station on de-contaminated land

UXO clearance/de-commissioning

Of the villages surveyed in this study, the majority were contaminated by both land mines and UXO. A minority had either landmines only (five) or UXO only (four). UXO contamination was typically because of battleground situations but, in at least one location (Gur-e-mai), was due to the use of cluster bombs around an airport. UXO provided a different clearance challenge as they could be spread over an extensive area in a random manner. The most striking example of a cleared battlefield is that of Qala-i-Kashif, detailed in Case Study 2.

Case study 2 – Qala-i-Kashif: market services

The decontaminated urban site in Kabul District was a battleground from 1994 of around 3900 m^2 and was highly contaminated with UXO. Before clearance there were 20 fatalities.

It is now a thriving market owned by two entrepreneurs serving some 1200 families. The 70-80 stalls are leased to individual stall keepers. These include one arcade of carpenters, cycle repairers and scrap metal collectors, and a second arcade of grocery shops. Although the site owners are not from the community, the community benefits from employment of the stall owners and their staff, and from the public's access to the goods and services provided.

Scrap metal business (stallholders & suppliers)

Economically, the site has been transformed from a dangerous eyesore to a bustling hive of productive activity. The 75 stalls are rented at a revenue to the site owners of approximately 2.25million Afghanis/year (c. $50,000).

Carpentry workshop

Bicycle repair workshop

Perceptions of safety

Available information on mine and ERW incidents in Afghanistan give a figure of 52 Afghans killed or injured per month during 2009/10 (MAPA Fast Facts – December 2010), down considerably from the high point of 176 casualties/month ten years ago. The number of male victims outnumbers female victims by 7:1 and girls under 18 years old are more likely to be victims than older women (60% are children and 74% of overall casualties are caused by ERW/UXO).

The data also shows a seasonal trend, with more incidences occurring during the spring and summer months for both girls and women. These figures reflect the mobility of different sections of the community. Women have less mobility than men, and younger girls more mobility than older girls.

The MACCA database figures for victims before and after clearance are given in Table 7, together with the figures provided by the community. The table shows that there have been **no community members killed since clearance** (although members of the mine action teams were killed or injured according to community members). It also shows major discrepancies between the MACCA database and villager's figures. In some cases villager figures are higher than those provided by MACCA, but in other cases lower.

This discrepancy may be due to a number of factors, including the period for which the data were given, confusion over the area under estimation and simple inaccuracy of recall. Some have suggested that villagers included livestock casualties in their estimations, but it is felt that this is unlikely.

The discrepancies were not questioned at the time of the survey in the field. This could have helped to resolve the reasons behind the differences, especially where these are stark – as in the case of Gudar, for example.

Table 8 – Victims before and after clearance

No	Village names	Victims before 2004	Recent victims LIS	Old victims LIS	Victims since 2004	Total potential victims MACCA records	Victims before clearance according to villagers	Victims after clearance
1	Qal'eh-ye-Khater	0	2	0	0	2	Many	0
2	Qala-i-Hashmatkhan	0	7	16	0	23	7 including Kuchis	0
3	Kariz-e-Mir	4	2	22	2	30	25	0
4	Qala-i-Kashif	0	0	0	10	10	6	0
5	Rabat	0	9	11	2	22	20	0
6	Chaharikar (Abdibay)	10	10	120	0	130	46	0
7	Gudar	0	0	0	0	0	42	0
8	Qal'eh-ye-Khwaja	1	3	20	2	26	65	0
9	Chahar Asyab	0	0	2	4	6	7	0
10	Suffokhail (Shakardara – 2 sites)	5	0	28	9	42	8	0
11	Ashrafkhel	0	3	32	0	35	5	0
12	Gojurkhel	1	3	10	0	14	15	0
13	Sayad	0	0	40	31	71	40	0
14	Sayghanchi	0	0	1	0	1	5 (names given)	0
15	Gur-e-Mai	1	1	4	0	6	Many	0
16	Mola Sultan Bashi	0	2	9	0	11	38	0
17	Shahr-i-Qadim	2	1	5	1	9	40	0 (1 mine action staff killed)

No	Village names	Victims before 2004	Recent victims LIS	Old victims LIS	Victims since 2004	Total potential victims MACCA records	Victims before clearance according to villagers	Victims after clearance
18	Dehdadi (Sherabad)	3	0	3	3	9	2	0 (1 mine action staff injured)
19	Ala Chapan	1	0	0	0	1	0	0
20	Base Sokhta	0	0	0	0	0	0	0
21	Sarwan Tepa	1	1	1	0	3	1	0
22	Hayratan	2	1	6	2	11	2	0
23	Khwaja Burhan	1	0	10	1	12	20	0
24	Qoch Nehal	1	2	0	0	3	30	0
25	Sheikh Mohammady	0	0	8	0	8	8	0

Women interviewed in all villages except Sheikh Mohammady were able to recall people in their community who were landmine or UXO casualties and to give an estimate of the number of people affected. Thus the dangers and consequences of landmines and UXO were still present in the minds of even that section of the community least directly affected. Women value safety highly, for themselves, but also for their children and men folk:

"The benefit of demining is that we feel safe: if our children go out of the house or our husbands go to work we feel relaxed because they are safe." (woman, Ala Chapan)

In Suffokhail (Shakardara) the women said they now *"feel comfortable walking between houses and communities to visit relatives and friends,"* and they are relieved that children can now go to school safely.

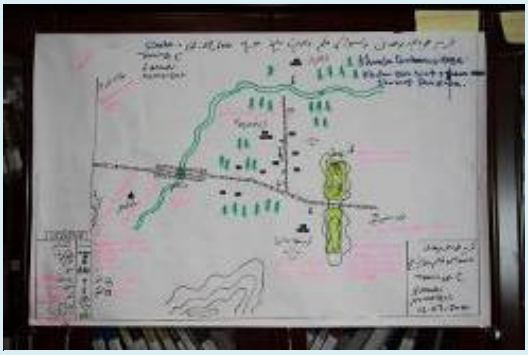
Men receive more information directly from demining teams about the demining process and the areas that have been cleared. They are in the best position to judge safety, and are generally more confident than women about safety. This confidence is manifested in the rapidity with which cleared assets (land, pathways, water courses…) are used for a variety of purposes.

In a number of instances, the men said that the village and cultivated lands are safe, but that they are unsure about some cleared outlying grazing lands which they have not fully tested for themselves (e.g. Suffokhel). Case study 3 shows the multiple benefits that are quickly enjoyed following clearance.

The mine action teams are well thought of by community members, who say that they respect their hard work and trust them to fully clear the contaminated areas. In places where demining is on-going, the villagers are very keen for them to continue until everything has been cleared. However, finding all UXO from a battlefield situation can be difficult and, where these are extensive, there needs to be strong MRE to remind villagers to report any suspicious devices.

Case study 3 – Multiple benefits in Khwaja Burhan (Balkh, Khulm district)

This beautiful, green village was cleared of a mix of mines and UXO between 2005-8 by ATC and MDC. MRE activities were conducted in 2009 by ARCS. There were 10 victims before clearance. The map clearly shows the minefields located on two hills (government land) next to the village on either side of the road.



Map made by the survey team

Mobile phone masts and graveyard

A graveyard next to the minefields has been made safe for visiting, and the path to a polo ground has been demined. The land has now been freed for building, keeping construction away from the productive agricultural land.

An extensive area was decontaminated of UXO, enabling agriculture to be practiced safely.

Productive agriculture practiced in safety

Assets affected by mine clearance, and asset use following clearance

Table 9 provides village-by-village details of the asset use by men and women since clearance. The wide variety of assets freed and opportunities created following clearance include:

- The freedom to return home from within and outside Afghanistan, and on return to be able to re-build homes, businesses, agricultural enterprises and communities (a good example is Rabat, a village that was on the front line near to Bagram air base – see Case Study 3 below)
- The ability to safely access and improve their gardens (e.g. almonds, fruit & vegetables in Suffokhel and pistachios in Sayghanchi) and cropland (grapes, wheat, maize, alfalfa and a range of other crops)
- Access to grazing land for cows, sheep and goats, both for villagers and nomadic Kuchis
- Access to land to collect scrub and wood for fuel

- Access to land to collect stone, sand and soil for building
- Cleared land that is used for housing, mosques, schools, telecom masts, cemeteries and petrol stations
- Cleared land and thoroughfares allowing villagers and visitors to use the community for recreation (e.g. Qala-I-Hashmatkhan) and sport, especially for children (as at Gur-e-mai)

Photograph 4 – Football field inside the cleared caravanserai: Gor-e-mai

- Cleared battlefield used for markets/shops (Qala-i-Kashif)
- Cleared corridors that can be used for major infrastructure projects (e.g. the railway line from Mazar-i-Sharif to Hayratan, high voltage power lines at Qala-I-Hashmatkhan and a major housing project with 1500 houses at Base Sokhta)
- Cleared premises allowing factories to re-open or be newly established (Sheikh Mohammady)
- The safe use of paths (e.g. in Khwaja Burhan, where visitors and residents can attend horse sport and visit the cemetery safely)
- Making safe watercourses that can then be dredged and repaired to increase the productivity and profitability of land through irrigation (e.g. Gojurkhel)

Photograph 5 – Grazing area that can be upgraded to gardens: Gojurkel

- Wild food collection (e.g. Ashrafkhel)
- Storage (e.g. in the cleared caravan serai at Gur-e-mai)
- Resettlement of displaced people (as at Sarwan Tepa)

Photograph 6 – Power lines crossing cleared land

Table 9 – Asset use/benefits following clearance

Village		Men	Women
1	Qal'eh-ye-Khater	• Housing for elite • Some agriculture • Safety	• Better life
2	Qala-I-Hashmatkhan	• Picnic area • Power transmission pylons • Catch migrating birds for sale back to their native country!	• Women collect wood • Women graze animals
3	Kariz-e Mir	• Reduced threats to life • Improved development • Increased value of cleared land • Can use the land for agriculture (land is fertile) or houses	• Constructed school on cleared area • Crop cultivation
4	Qala-I- Kashif	• Two market places with about 70 stalls	
5	Rabat	• Crops • Gardens • Roads and houses • Mosque and school next to demined road	• Most houses had mines so residents migrated, but are now home since clearance
6	Chaharikar	• Helped people use their own lands • Increased agricultural products in the area • Increased numbers of livestock • Reduced threat to life • Development has been encouraged	
7	Gudar	• Wheat, fruit, grapes and fuel wood. • Livestock grazing	• Path and playground
8	Qal'eh-ye Khwaja	• Cleared land used for mosque, petrol station, houses, gardens and agriculture	• Women go to harvest grapes and sell them in the market
9	Chahar Asyab	• Increased safety of the villagers • Military camp (commandos) not letting people use the cleared land, but locals were grazing their cattle and using the area as a passway	• People able to move freely (and their livestock)
10	Suffokhail	• Agriculture (gardens) • Grazing • Footpaths	• Water

Village		Men	Women
		• Building materials (stone and mud) • Houses • Football field	
11	Ashrafkhel	• Increased agricultural and livestock production • Sand and stone sales from the cleared area (employment for local people) • Fuel wood and wild food collection from cleared area • Houses • Cemetery	• Cleared hills used for agricultural activities • Asphalted road under construction down the hill • Nomads use land for grazing, and are settling near to the hill
12	Gojurkhel	• Agriculture (want to rehabilitate gardens) • Grazing • Houses being built • Roads/paths	
13	Sayad	• Agriculture (flooded at time of survey)	
14	Sayghanchi	• Grazing (NB some areas are being de-mined still) • Plan is to grow pistachio trees on the pasture land • Agriculture • Stones and soil	• Gardens • Sight seeing and picnics • Swimming and picnics for people from Mazar • Fuelwood
15	Gur-e Mai	• Football and Volleyball (in castle grounds) • Storage • School next to site is safer	
16	Mola Sultan Bashi	• Agriculture • Grazing (NB still have mined areas) • Gardens still not cleared of mines (owner prevented clearance)	• Picnics • Grazing
17	Shahr-i-Qadim	• Fruit production • Soil extraction • Grazing • School, Shops	• Children roam freely
18	Dehdadi	• Sightseeing (castle) and play area for children • Soil	• Children play safely
19	Ala Chapan	• Has helped area development • Has increased the number of residents in the area • School, mosque and homes built on the cleared area • Agriculture and gardens	
20	Base Sokhta	• Depot of government UXO was burned and cleared • Government is using land for 1500 plots for National Security staff to build their houses	• Same as for men
21	Sarwan Tepa	• Grazing	

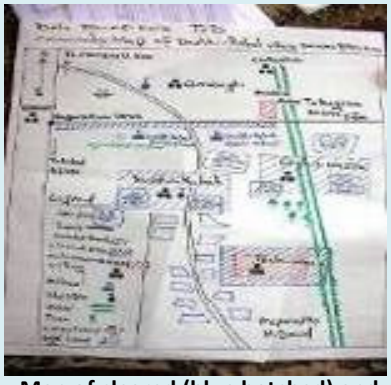
Village		Men	Women
		• Construction of the railway and the main road • People settling here were IDPs	
22	Hayratan	• Railway station and tracks • Grazing • Fuel • Power lines • Homes • Mobile phone mast	
23	Khwaja Burhan	• Grazing • Mobile phone masts • Safe use of graveyard • Safe attendance of horse sports	
24	Qoch Nehal	• Decreased mental stress for local people (same for almost all villages) • Wheat production on the cleared area (20 tonnes for 3 people from rainfed land) • Houses • Paths, Horse sports • Grazing (2000 animals)	
25	Sheikh Mohammady	• Private land cleared and factory re-started production (cleaning and sorting of sultanas). Also toilet paper factory started. 200 families (from outside the local area) employed	• 100 homes built on another cleared area. • Silo cleared and park built near silo

Case study 4 – Rabat (Parwan, Bagram district): return to farming

Rabat is one of several villages that were on the front line of fighting between the Taliban and Northern Alliance near to Bagram. They were heavily contaminated with UXO and anti-personnel mines. The inhabitants were forced to evacuate (mostly outside Afghanistan) and have only been able to return and take up productive tasks since the land was demined (in the case of Rabat, by HALO Trust). There were 10 victims before clearance, but none since. Intensive MRE was also provided from 2001-7.

There is an agricultural cooperative in the village, multiplying foundation seed to certified seed (photo) with help of FAO. This and the adjacent school are only possible because of the demining of the main road and irrigation channel. Fifty houses with a value of $10,000 each (total $0.5 million) have been constructed in the village since people felt it safe to do so.

Seed multiplication of improved wheat varieties (FAO-supported)



Map of cleared (blue hatched) and contaminated (red hatched) areas

Grapes flourish on the front line

Rebuilt farmhouse following return

The survey team interviewed one farmer whose land was affected by ERW. Since returning, he has re-built and now has a productive farm of livestock and grapes for sale, with a revenue of 130,000 Afs (c. $2,800/year) from the grapes alone.

The responses by men emphasise the productive opportunities made possible by clearance plus the infrastructure installed to date, while the women emphasise the safety and recreational benefits that give them peace of mind and a better life for their children.

Photograph 7 – Schoolgirls at a school next to the cleared caravanserai at Gur-e-mai

The picture is overwhelmingly encouraging, with only a few problems:

- In Chahar Asyab there is a military camp on cleared land near to the village which restricts the full use of the area cleared. However, locals are grazing their cattle nearby and using the area as a pathway
- In some areas the lack of development support from government or NGOs is holding up the use of agricultural assets. An example is Sayghanchi, where the lack of engineering input to a water channel means that the agricultural potential is diminished
- In a minority of cases, villagers are unhappy about the unfair and/or undemocratic way in which the land has been used (e.g. opportunistic land grabbing by a local politician in Qal'eh-ye-Khwaja, dominance of "people of power" in Hayratan, and building houses for the "elite" in Qal'eh-ye-Khater).

The next section analyses the economic return to the cleared productive assets or opportunities arising from clearance.

Economic returns to mine clearance investments

While mine clearance is justified on humanitarian grounds, it is still valid and interesting to see to what extent the financial investment in demining is recouped by different types of economic return to the community or to the national economy.

A short "quantitative data questionnaire" was included in the survey tools, although getting accurate and complete data in a limited time was difficult. Most of the quantitative data showing benefits were associated with productive assets brought back into use, for which proxy measures of potential[20] market value of production could be imputed (e.g. land value changes with decontamination, crop yields on cleared land, value of materials for construction, value of forage etc.)

Economic impact of reducing injury and death

Survey data on injury and death is available from men in 16 communities and from women in 13 communities (Annex 10). In addition **recent** casualty figures (not necessarily comparable with the

[20] Villagers reported one injury and two deaths to deminers (probably new demining operations rather than previously demined areas)

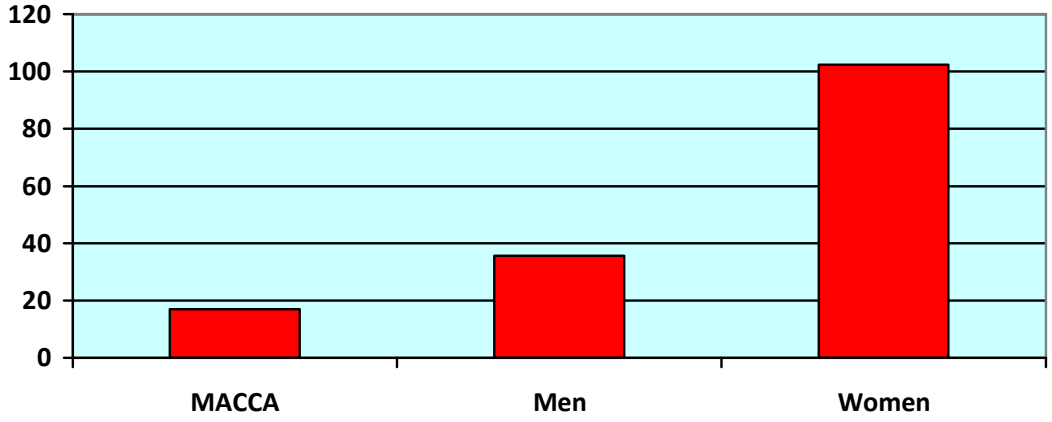
figures from the communities which can include victims over a longer period of time and also war victims and perhaps even livestock casualties) are available for 22 communities in the MACCA database (see the end of Annex 10).

The MACCA data show 363 casualties in total from the 22 communities, before demining, while there are **no** reported civilian casualties on demined areas since release. This survey **confirmed that in the 25 villages visited no civilian casualties were recorded since clearance**. This is clear evidence that demining works and has delivered a huge **humanitarian** benefit in terms of reduced pain and suffering and an increased sense of security.

There is also a significant **economic** benefit as the reduction in injury and death has led both to reduced medical and care costs, and to increased productivity. This benefit has not been quantified, and a next step could be to look at the time pattern of casualties from planting of mines through to clearance, and also at the economic costs of injury and death so that this benefit of clearance can be factored in to the overall economic benefit of clearance.

Of interest is the significant disparity in the numbers of casualties (i) reported by MACCA and by the communities themselves and (ii) reported by men and women within the communities (see Figure 13). The first difference is probably due mainly to the tendency by community members to report all types of conflict casualties by communities, rather than simply landmine and UXO casualties. This phenomenon was widely observed during the Afghan Landmine Impact Survey, and MACCA personnel know that detailed follow-up questions are required before they can be certain that only landmine/UXO casualties are reported. Regardless, it may well be that some casualties in these communities have not been recorded by MACCA.

Figure 13 – Average number of casualties reported per community



The difference between the average number of casualties reported by women and men within the same community is stark evidence of the very different lives women and men lead in rural Afghanistan. Women are excluded from many activities in which they might learn of the news in the community from a variety of sources. Therefore, women receive much information second or third hand, and form a very inaccurate picture of what is happening outside their communities. In this case, women clearly see that landmines and ERW are far more of a risk to members of their communities and their households than is actually the case. It seems reasonable to assume that this leads to higher levels of stress, and that stress levels would be reduced for women if they received timely and accurate information about the location of minefields, the number of casualties, and progress in demining.

Cost-benefit analysis of freed assets

The assets freed by demining include crop and grazing land, land for housing and other local construction (schools, mosques, markets, businesses etc.), access to construction materials and fuel, watercourses, roads and strategic structures such as phone masts, railways, electricity pylons, etc. Most of these have a tangible economic impact at community and/or national level in the short, medium or long-term.

In the examples below, 'present values' have been used, reflecting the time value of money, for the following costs and benefits:

- initial demining cost (in year '0')
- stream of future benefits (e.g. $123/year from crops)
- stream of future costs (e.g. $40/year in labour costs)[21]
- complementary investments (e.g. cost of building houses for rent[22])
- sale value of land & other investments at the end

Benefit:cost analysis of a marketplace in Qala-i-Kashif (also see Case study 2)

Qala-i-Kashif is a busy town close to Kabul on a major road. It was a battleground in 1994 and although the contaminated area was small (3,900m^2 of UXO contamination) there were up to 20 casualties. The site was not cleared until 2008 at an estimated cost of only $1,600 (sub-surface BAC). The cleared area is now a market run by two entrepreneurs with about 75 stalls, paying (in total) rent of about 2.25million Afghanis/year (c. US$50,000).

Assumptions in the calculations:

- Initial cost per stall to entrepreneurs = $2,000
- Recurrent costs to owners = 50% of revenue
- Increase in rent = 1% per year (after inflation)
- Discount rate = 10% per year (after inflation)

This results in:

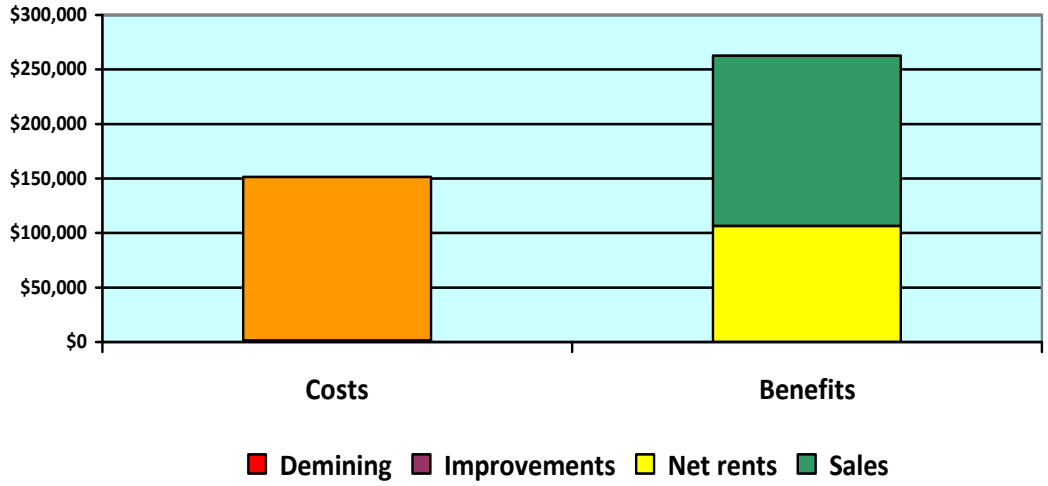
- Present value of demining costs = $1,600
- Present value of benefits = $262,680

❖ Net present value = (Benefits – costs) = $261,080
❖ Benefit:Cost Ratio = (Benefits – Costs)/(Costs) = 163
❖ Internal Rate of Return (IRR) = 38.5%

These are remarkably high benefit:cost ratio and IRR values, and shows that, in this case, clearance was very worthwhile on economic grounds alone even if commissioned privately.

[21] Unpaid labour is valued at 'best alternative use'
[22] 'Free' rent is valued at 'imputed rental value'

Figure 14 – Costs & benefits: Qala-i-Kashif (all NPV)



Benefit:cost analysis of a housing scheme in Base Sokhta (also see Case study 5)

On the outskirts of Mazar-i-Sharif is an area that was a battleground and minefield in 1998. It is government land and has been earmarked for a large housing estate with 1500 houses for personnel from the National Security Forces. However, these could only be built in a secure environment. The large contaminated area was demined and cleared of UXO in 2002 and 2007-8.

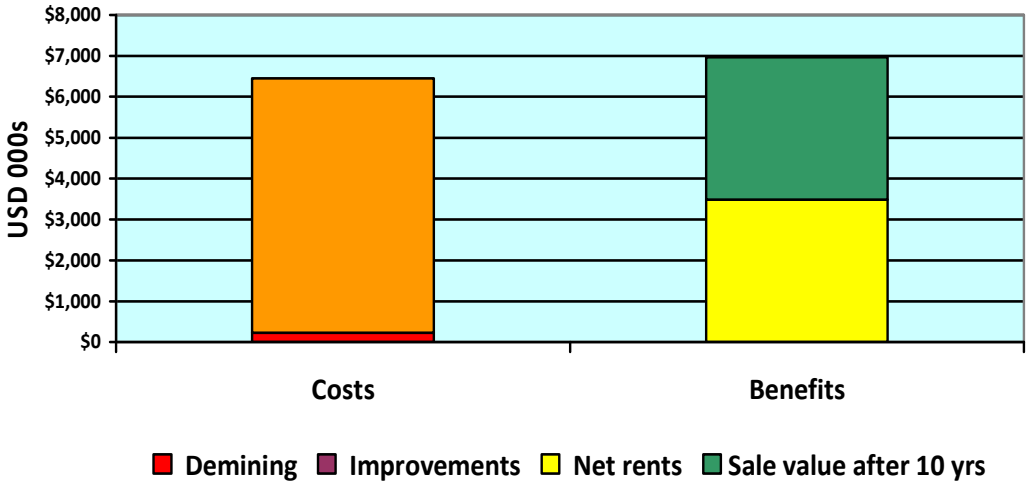
Main assumptions for the calculations

- 500 houses constructed per year for 3 years
- Cost $5,000 per house
- Annual rental value = 10% of construction cost
- Annual maintenance cost of 4% of construction cost

This results in:

- Present value of costs = $7,732,691
- Present value of benefits = $8,389,347
- Net present value = (Benefits – costs) = $656,856
- Benefit:Cost Ratio = (Benefits – Costs)/(Costs) = 0.08
- Internal Rate of Return (IRR) = 11%

Figure 15 – Costs and Benefits: Base Sokhta (all NPV)



Case study 5 – Base Sokhta housing estate (Balkh, Nahri Shahi District): 1500 houses

Base Sokhta is government-owned land next to the main airport road on the outskirts of Mazar-i-Sharif. It was the site of three battlefields, and was contaminated with anti-personnel mines (10), anti-tank mines (480) and over 127,000 UXO.

Building work is in progress

Soviet tanks still litter part of the site

It was cleared by HALO Trust over a period of six years and is now being transformed into a major housing estate of about 1,500 houses. These houses (two rooms plus bathroom, corridor and kitchen) will be for the staff of the National Security directory.

Plans showing half the building site

Even at a very conservative estimate of $5000 per house, this represents a capital investment of $7.5million. The scheme employs skilled artisans and unskilled labour from Mazar and beyond.

Benefit:cost analysis of farmed land

Unfortunately the data collected in the field during this survey is not sufficiently complete to enable a benefit:cost analysis of the restoration of a minefield to agricultural use. Particularly in Parwan Province, good agricultural land was the location for fierce fighting between the Taliban and Northern Alliance forces, resulting in heavy contamination and the migration/displacement of much of the population. On return to their cleared land they very quickly (re)established grape and wheat cultivation and rebuilt their houses (see Case Study 4). In many other areas the minefields occupied grazing land that is vital for the reduction of vulnerability, particularly for poorer households who have little or no irrigated farmland.

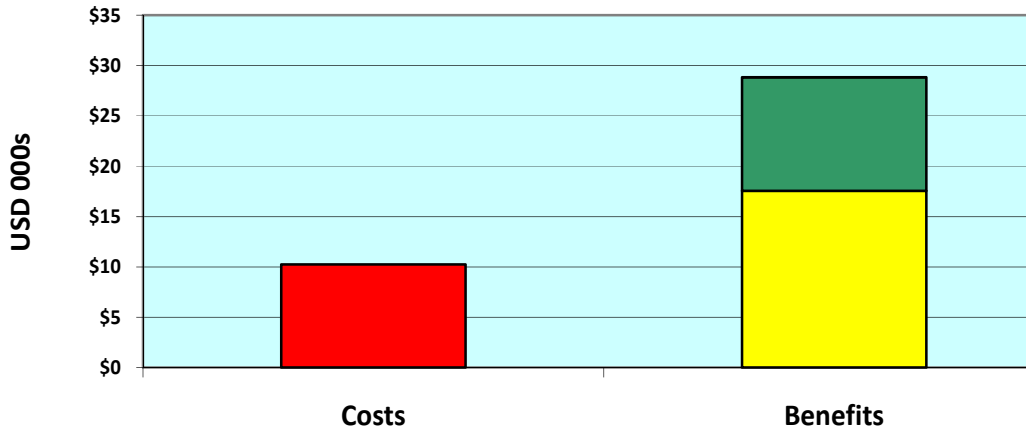
The following example uses data from the Post Demining Impact Assessment (PDIA) survey conducted by MACCA at about the same time as the Livelihoods Survey. Many similar situations were encountered during this Livelihoods survey.

In late 2008, DAFA cleared a minefield of 8,200 m^2 in Qume Hazara (Paghman District, Kabul Province). This allowed the land to be planted with crops, which yielded $4,120 per year according to villagers. Assuming agricultural inputs amount to 40% of the sale value of the crop, the demining investment of $10,250 would yield an estimated benefit of $28,810, giving a Benefit:Cost Ratio of 1.81 and an IRR of 31% (see Figure 16).

Agricultural productivity remains low in Afghanistan, and both public and private investments to enhance productivity are constrained by insecurity. Most of the agricultural cases in the Post-Demining Impact Assessment (PDIA) survey did not yield economic benefits nearly as high as the case in Qume Hazara, at least when minefields had to be cleared. However, Battle Area Clearance (BAC) of UXO is much less expensive, and such demining tasks often lead to vary favourable returns, calculated in economic terms.

The approaches used in the PDIA survey yield data that is adequate to calculate 'good enough' economic analysis of demining tasks. As well, the PDIA survey form can also be applied to future Livelihoods Surveys. Economic analysis of such data will be enhanced by drawing upon farming systems studies that give more complete analysis of yields, sales values, input costs etc. for different crops in different agricultural zones. Fortunately, a number of farming system studies have been conducted recently in Afghanistan, motivated no doubt by the search for alternatives to poppy growing. The information from these studies should be collected to be used in developing a number of simple templates for 'good enough' economic analysis of demining tasks of agricultural land.

Figure 16 – Crop agriculture example: Qume Hazara (in NPV terms)



Other economic assets freed or enabled by clearance

In addition to the economic benefits highlighted above (marketplace, housing, and farming), we also encountered other instances of local or national economic benefits from clearance. A striking example is given in Case study 6, below, in which two factories have opened on a cleared site. Although the economic benefits are un-quantified, the fact that economic investment and significant employment is returning to a previous war zone is extremely encouraging.

Case study 6 – Sheikh Mohammady (Balkh, Mazar-i-Sharif District): Re-opening factories

Sheikh Mohammady is a small town on the outskirts of Mazar city, inhabited by members of the Mohammady clan. It is near a main road and an industrial area that was a command centre during the war. The grounds of the house and factory site were heavily mined.

Clearing the mines has **allowed the factory site to reopen**. is the factories are owned by entrepreneurs from outside the area who bring their own labour to work. The revenues and employment generated by the two factories are comparatively small at the moment, but their opening is a symbol of hope that the area's productive potential can be much expanded in the future if stability persists. Previously, the output from the sultana factory was exported, generating foreign exchange.

Other cleared areas near to Sheikh Mohammady are being used by the government for housing. There are about 100 houses on the cleared land with a value of about $13,000 each.

Newly opened toilet paper factory

The re-furbished sultana factory

Development priorities for the village are: a high school, a college for women, a clinic, clean drinking water and hygienic refuse disposal.

Survivor support

The survey identified both male and female mine/ERW survivors in each community visited, and interviewed them where possible. In some instances their families were also interviewed, as they are the main care givers and are also directly impacted by the consequences of the accidents. Table 10 provides details of survivor support for men and women in each survey village.

Support to female survivors

Women interviewed in all villages except Sheikh Mohammady were able to recall people in their community who were landmine or UXO casualties and to give an estimate of the numbers affected. They confirmed that male victims outnumber those of females, and that young men make up the majority of these. The reason given for this is that men are more exposed through their work on the land and also from high-risk livelihood activities such as the collection of scrap metal for sale. In Ala Chapan, the figures provided by community women were around 100 people injured and 20 deaths. Victim numbers in Gudar, according to local women, included more than 50 injuries and 20-25 deaths, mostly young people and children. Of these deaths 5-6 were female. In Gojurkhel, the figures provided by the women were 25 deaths and 45 injuries over the last three years. For female victims, accidents include two girls injured while collecting grass and a woman who lost her eyesight following an explosion in a field.

Photograph 8 – Interview with the mother of a mine incident survivor

Women are the mothers, wives and sisters of men who make up the majority of mine victims, and their role as care givers for the injured should not go unmentioned. For example, a woman in Suffokhail (Shakardara) who lost her sight due to a mine accident is being cared for by her daughter-in-law, and a man who had lost part of both his hands while handling UXO, also in Suffokhail, is being cared for by his mother and wife.

The impact of mine accidents can be quite devastating for women on a personal level: one woman in Qal'eh-ye Khwaja described how she went to collect grass and detonated a small “pencil shaped mine” (probably a fuse) which injured her foot. While she was in hospital recovering and unable to look after her family or do house chores she found out that her husband had married for a second time. She recalls him saying: *“Now you are injured I will take another wife”.*

From the preliminary survey results **only one example of a woman receiving victim assistance was identified**, and this support was in the form of a grant of 700 Af per month from MoLSAMD (the Ministry of Labour and Social Affairs, Martyrs and Disabled). In all other cases mentioned, no assistance was provided. There may be several reasons for this finding: women may not be aware of victim assistance being provided, or they are reluctant to discuss this. There may also be some confusion regarding what constitutes assistance, which can take the form of cash payments,

livelihood support (from within or outside the community) or support with prosthetic limbs and mobility.

Support to male survivors

Support to male survivors is far more common than for women. Thus Table 10 shows nine instances of artificial limbs being made available (mostly through the International Commission of the Red Cross/Crescent) and 13 instances of regular cash payments (mostly from MoLSAMD) or one-off payments from various organizations including NSP, ICRC and the Rahimani Foundation.

Disabilities due to mines included damage to hands, arms, legs and eyes. Both male and female survivors received free medical treatment in most cases (there were some instances where they were made to pay). Such treatment depended on their being able to get to a suitable hospital, which is difficult for more remote villages, especially in winter. Both hospital treatment and government financial support seem to be more common nearer the main centres of Kabul and Mazar-i-Sharif.

Photograph 9 – A survivor with an artificial limb provided by the Red Cross: Gojurkhel

The amount provided by MoLSAMD appears to be a flat rate of 700 Afghanis per month (roughly $15). While this is not a living wage, it can help the family to buy basics for the survivor. Several survivors and their families complained that the amount was insufficient.

There were few examples of livelihood support. In one village (Kareiz-e-Mir) a survivor was assisted with a loan to open a shop. This male survivor had also received medical treatment outside Afghanistan. There was no report from the villages of any organisation that trains survivors in skills appropriate to their disabilities. However, according to Handicap International, although there is no specific support organisation for land mine victims, there are organisations that support people with disabilities/handicaps of any type in Kabul and in some Provinces. These organisations are often not well resourced or well known.

Photograph 10 – Survivor In Kareiz-E-Mir at his shop

Table 10 – Survivor support

Village		Survivor support, MEN	Survivor support, WOMEN
1	Qal'eh-ye-Khater	• Male survivor receives 700 Afs per month from government	• Woman survivor receives no support
2	Qala-I-Hashmatkhan	• ICRC (artificial limbs) and government support (700 Afs/m)	• No support to women victim
3	Kariz-e Mir	• Hospital care in Afghanistan and abroad. • Support for sustainable livelihood (7000 Afs/year from government plus support from Red Cross)	• Not reported
4	Qala-I- Kashif	• Government support (700 Afs/month per victim) – but beneficiaries not happy with that amount	
5	Rabat	• ICRC supported victims with prosthetic limbs • Some victims supported with government cash (others not), but not happy with amount	• No support to female victims
6	Chaharikar	• Medical support.	
7	Gudar	• Free medical treatment, but no financial support	
8	Qal'eh-ye Khwaja	• Rahimani Foundation supporting victims with money. Also government	• No support for female victims (paid own hospital fees)
9	Chahar Asyab	• An NGO has supported victims (2500 – 3000 Afs per 3 months), but left after some time. • Government (Ministry of Victims and Martyrs) supported with 7000 Afs/year. ICRC provided artificial limbs and also foodstuffs (wheat, rice and oil). • Free medical care in Kabul	• No support
10	Suffokhail	• Artificial limbs and hospital	• No support to women

Village		Survivor support, MEN	Survivor support, WOMEN
		treatment	survivors
11	Ashrafkhel	• Medical support provided • ICRC has provided some loans to those handicapped by mines	• Emergency treatment free; no financial support
12	Gojurkhel	• Artificial limbs (ICRC) and government (700 Afs/m)	• No support
13	Sayad	• Free medical treatment • No financial assistance	
14	Sayghanchi	• IRC supported with artificial limbs • All victims have moved to the city	• No support for the victims in this community
15	Gur-e Mai	• Victim support by government (700 Afs /month)	
16	Mola Sultan Bashi	• No victims (victims have moved to cities; they had been provided with artificial limbs). Financial support – 4000 Afs/m	• No support for female victims
17	Shahr-i-Qadim	• Given hospital care, limbs by IRC and financially supported by MOLSAMD (7000/m)	
18	Dehdadi	• Supported by MOLSAMD	• Hospital treatment; IRC gave artificial limb; no financial support
19	Ala Chapan	• Medical support only (no victims in the village; any victims actually came from another area)	
20	Base Sokhta	• No survivors	• No survivors
21	Sarwan Tepa	• No survivors	• No survivors
22	Hayratan	• ICRC- limbs • Government – cash	• No survivors
23	Khwaja Burhan	• Artificial limbs from ICRC. Some support from NSP, but nothing from government	• No survivor support to females
24	Qoch Nehal	• Supported medically after the incident	
25	Sheikh Mohammady	• Government support of 300 Afs/m	• No victim support

Mine risk education

The survey included questions about MRE and, in particular, what should be done if any suspicious device of any kind is found. The knowledge of mines (and UXO) and their locations, the significance of different colours, and the status of the demining activities varied across villages, but also between men, women and children.

Table 11 provides a breakdown of the MRE situation for men, women and children separately for each village surveyed. In summary, all villages had received at least some MRE, with the adult males and children reporting that they had received more than the adult women. For instance in Sheikh Mohammady, the women were adamant that they had not received any MRE, whereas the men

had. Some villages had received MRE inputs six or seven times (Rabat, Sayghanchi and Khwaja Burhan). MRE in Qa'leh-ye Khwaja received MRE in the mosque and also in schools and in homes (providing better access for women). While all villages had received MRE, the coverage appears to be far from universal. Not all children attend school to receive their awareness there, and many women have restricted mobility thus reducing their ability to attend meetings.

Some MRE visual aids (posters and leaflets) were in evidence, as the following photos show but these were only found in three villages.

Photograph 11 – Gur-e-mai school poster

Photograph 12 – Leaflet found in Sarwan Tepa

The level of MRE coverage for women appears to vary between villages and between age groups, with younger women more likely to have received MRE. The villages of Gojurkhel and Qal'eh-ye Khwaja were, and in parts remain, heavily mined and even though the need for MRE remains great, the general ability of women to recall MRE messages was mixed. Out of a group of seven women only two were adequately informed about mine risk and were able to describe the shapes of different types of mines and knew of the warning signs. *"Red is nearest the risk and white signs means it's clean"* (woman in Qal'eh-ye Khwaja).

In these two villages, there was evidence of successful MRE aimed at school children, covering younger girls (8 – 12 years) and teenagers. A couple of girls in the group of five children in Gojurkhel were able to give examples of protective behaviour such as avoiding contaminated sites and knowing who to inform when UXO or a mine is discovered. *"A mine is a risky thing and everyone should be careful with that"* and *"When we find the mine we put stones around it and tell our father"* (girl, 12 years old, Gojurkhel). However, another schoolgirl, aged nine years, in the same group said that no one has told her about mines.

It is difficult to verify who has had MRE. In Gur-e Mai, for instance, the team were told that the whole village was shown a TV programme about mine risk, but on further discussion it seems that only men and children were present. Women say they received the MRE messages indirectly from their husbands. For those who said they had received MRE, there was good recall of the main safety messages (what to do if you find a mine or UXO, and what the different colours signify). Even young children (down to 7-years old) could tell us the main messages.

Photograph 13 – Children in Chahar Asyab (Gul Bagh) have a good knowledge of mines

Table 11 – Mine Risk Education

Village		MRE MEN	MRE WOMEN	MRE CHILDREN
1	Qal'eh-ye-Khater	Done	Done	?
2	Qala-I-Hashmatkhan	Effective	Effective	Effective
3	Kariz-e Mir		Women know about mines, which has helped reduce accidents	Successful, especially for children
4	Qala-I- Kashif	Close to city. Lots of MRE. Low risk	?	Effective
5	Rabat	Effective with most people knowing about mines. Done 7 times		
6	Chaharikar	MRE teams have struggled. Reduced explosions		Good MRE for children
7	Gudar	Done	Done	Done
8	Qal'eh-ye Khwaja	Good knowledge of MRE (taught in schools, mosque and homes)	Women know about mines	Good knowledge of MRE (taught in schools, mosque and homes)
9	Chahar Asyab		Effective- know about mines	Children had good knowledge of mine dangers
10	Suffokhail	Effective, no victims since MRE	Want re-visit	
11	Ashrafkhel			Children have received MRE; they know about mines and their threats
12	Gojurkhel	Effective, done three times but want again for returning IDPs.	Women say they didn't get to date	
13	Sayad	Effective delivery	Effective	Effective
14	Sayghanchi	MRE present for 2 months in the community	Provided	Provided six times
15	Gur-e Mai	Effective	Effective	Visual aids given to

Village		MRE MEN	MRE WOMEN	MRE CHILDREN
				children
16	Mola Sultan Bashi	Provided three times	Provided	Children have good knowledge of mines (HT came 3 times)
17	Shahr-i-Qadim	Effective and ongoing	?	Effective
18	Dehdadi	Effective	Effective	Effective
19	Ala Chapan	Many MRE teams have visited. Very high awareness of mines	?	Effective
20	Base Sokhta	Only 7 families. They are aware of dangers	Provided	Provided
21	Sarwan Tepa	Has been provided to all	Done for all, but women unaware of where mines are as they are several km from village	Done for all, including young children (7 years old)
22	Hayratan	Provided. Know about risks	Commercial place so people were informed	Provided
23	Khwaja Burhan	Good MRE	Provided	Provided 7 times
24	Qoch Nehal	Successful in reducing accidents		
25	Sheikh Mohammady	Provided	No MRE for women	

Case study 7 – Girls in Gojurkhel (Parwan, Bagram District)

The village of Gojurkhel near Bagram Airbase was heavily mined in parts and the need for effective MRE remains great. The MRE provided so far has been targeting children.

Young girls sharing their experience of MRE

Two of the girls in this group interviewed in Gojurkhel were able to give examples of protective behaviour such as avoiding contaminated sites and knowing who to inform when UXO or a mine is discovered. *"A mine is a risky thing and everyone should be careful with that"* and *"When we find the mine we put stones around it and tell our father"* (girl, 12 years old, Gojurkhel).

Awareness is, however, not yet universal among children in this village and a girl aged 9 yrs, in the same group, said that no one has told her about mines.

7. GENDER ROLES AND MINE ACTION

Afghanistan has one of the lowest levels of development in the world, ranking 181 out of 182 countries in the Human Development Index rank (Human Development Report 2009 - HDI rankings). Only 22% of the population use improved water sources,[23] 50% of children under five years of age are underweight for their age,[24] and only 13% of Afghan women are literate compared to 34% of men.[25]

Available information on mine and ERW incidences in Afghanistan give a figure of 471 total victims for 2009 (MAPA Newsletter, December 2009). The number of male victims outnumbers female victims by 7:1 (Table 12) and girls under 18 years old are more likely to be victims than older women.

Table 12 – Mine and ERW incidents for 2009

	Male, 18 and under	Female, 18 and under	Male over 18	Female over 18	Unknown sex	Total
Total	235	38	170	27	1	471
% of total	50%	8%	36%	6%		

(source: MAPA Newsletter: December 2009)

The data also shows a seasonal trend, with more incidences occurring during the spring and summer months for both girls and women (Table 13).

Table 13 – Mine and ERW incidents in Afghanistan

MINE AND ERW INCIDENTS JANUARY– DECEMBER 2009						
Month	18 Years and Younger		Over 18 Years		Urknown Age/Gender	Total
	Male	Female	Male	Female		
Jan	16	0	14	0		30
Feb	30	5	17	1		53
March	37	0	14	0		61
April	22	5	15	1		43
May	33	9	24	8		74
June	10	5	17	0		32
July	23	6	20	6	1	56
August	12	2	9	1		24
September	14	2	11	5		32
October	15	2	10	0		27
November	4	1	12	4		21
December	19	1	7	1		28
Grand Total	**235**	**38**	**170**	**27**	**1**	**471**

[23] National Risk and Vulnerability Assessment statistics (NRVA) 2005 referenced in Afghanistan Human Development Report (AHDR) 2007, Center for Policy and Human Development Kabul University
[24] Central Statistics Office (CSO), Annual Statistical Yearbook (ASY) 2006 Referenced in AHDR 2007
[25] National Risk and Vulnerability Assessment (NRVA) statistics 2005. Referenced in AHDR 2007

Victims of landmine accidents

Women interviewed in all villages except Sheikh Mohammady were able to recall people in their community who were land mine or UXO victims and to give an estimate of the number of people affected. They confirmed that male victims outnumber those of females, and that young men make up the majority of these. The reason given for this is that men are more exposed through their work on the land and also from high-risk livelihood activities such as the collection of scrap metal for sale. In Ala Chapan, the figures were around 100 people injured and 20 deaths. Victim numbers in Gudar included more than 50 injuries and 20 – 25 deaths, mostly young people and children. Of these deaths 5 – 6 were female. In Gojurkhel the figures provided by the women were 25 deaths and 45 injuries over the last 3 years. For female victims, accidents identified include two girls injured while collecting grass and a woman who lost her eyesight following an explosion in a field.

Women are the mothers, wives and sisters of men who make up the majority of mine victims, and their role as carers for the injured should not go unmentioned. For example, a woman in Suffokhail (Shakardara) who lost her site due to a mine accident is being cared for by her daughter in law, and a man who had lost part of both his hands while handling UXO, also in Suffokhail, is being cared for by his mother and wife.

The impact of mine accidents can be quite devastating for women on a personal level: one woman in Qal'eh-ye Khwaja described how she went to collect grass and detonated a small "pencil shaped mine" (probably a fuse) which injured her foot. While she was in hospital recovering and unable to look after her family or do house chores she found out that her husband had married for a second time. She recalls him saying: *"Now you are injured I will take another wife".*

For communities near Kabul, in all cases where mine accidents were mentioned the survivors were taken to Kabul for emergency treatment.

From the survey results **only one example of a woman receiving victim assistance was identified**, and this support was in the form of a grant of 700 Af per month from the MoLSAMD (about $15). In all other cases mentioned no external assistance was provided apart from one artificial limb. There may be several reasons for this finding: women may not be aware of victim assistance being provided, or reluctant to discuss this. There may also be some confusion regarding what constitutes assistance, which can take the form of cash payments, livelihood support (from within or outside the community) or support with prosthetic limbs and mobility.

Women's perceptions of impacts of demining

Demining has multiple benefits for women and these benefits varied from community to community. Women in all communities said that demining had been positive and in all cases linked this directly to a feeling of safety for themselves and their families.

"We're very happy because now it's good for us and saves our lives, feet, hands and eyes." (woman, Gojurkhel)

In Suffokhail the women said they now *"feel comfortable walking between houses and communities to visit relatives and friends."* And they are relieved that children can now go to school safely.

Women were able to give many examples of productive assets freed through mine clearance: In Suffokhail, demining reopened access to a walled garden allowing one household of three families to grow tomatoes, cherries, mulberries & almonds for home consumption. In Gojurkhel one woman said *"we now have land for agriculture – we can visit our gardens and benefits from these."*

Case study 8 – Ala Chapan (Balkh Provice, Nahri Shahi District)

Ala Chapan village is on the outskirts of *Mazar-i-Sharif. The land on which this house stands was mined in* 1983 and cleared in 2005. Before clearance, the area was covered in scrub and had little value except for rough grazing. Following 2005, many families who had sought refuge in neighbouring countries such as Iran began to return to Ala Chapan and invest in the construction of new homes, such as this one which is also used as a meeting place for women members of the Shura council.

House built on cleared land

Income for the women in this household comes from sewing and selling embroidered cloth.

A mine awareness programme in this community started in 2007. "The benefit of demining is that we feel safe: if our children go out of the house or our husbands go to work we feel relaxed because they are safe" (woman, Ala Chapan).

In various locations the cleared land is being used for grazing livestock (Gur-e Mai) and for cultivation (wheat in Gudar village, and many others).

Animals have also been victims of landmine accidents with 300 sheep, goats and cows killed in Gudar. Women in Ala Chapan estimate that 5% of livestock were killed in mine accidents, but did not give a time period for this. Clearing of mines is obviously helping to protect these valuable assets.

In Gur-e Mai, the cleared area is unsuitable for crop production due to stony soil and lack of water and is therefore used for grazing sheep.

Women in all communities were able to give some examples of how the cleared land has since been developed. The list includes rebuilding houses in Gudar village, an MTN telecommunication mast in Khwaja Burhan, shops/stalls in Qala-I- Kashif, and construction of part of a new railway near to Gur-e Mai. In Suffokhail, the community provided some of its own money and started to repair buildings, including the mosque and school. Although some support has also been received from the National Solidarity Program, both buildings remain partly reconstructed. An NGO (CARE) has also cleaned and strengthened gullies in the village, which has helped reduce the risk of erosion and flooding. In Gojurkhel, women said that a relative of a community member living in the UK paid for a bridge to be built in the village and demining agencies, such as HALO Trust in Gudar, have constructed small roads, paths, bridges and some culverts.

Women in Ala Chapan described how 700 private houses, a mosque and a well and water tank had been constructed on land cleared in 2009. *"The land had no value when it was mined and it was just bushes; it now has value."* (woman in Ala Chapan)

Assessing whether women benefit directly or indirectly from mine clearance and development is a more complex issue. In the case of benefits such as improved safety, access to gardens and construction of new homes, women can access these benefits directly. Other benefits are gained indirectly. For example, the construction of the MTN mast in Khwaja Burhan is not a direct benefit to the women because mobile phone ownership among women is very rare (women with their own mobile phones was only seen in the wealthier community of Ala Chapan). Benefit is only gained through phone use controlled by male members of the household.

Another benefit of demining was linked to the return of refugees/migrants: *"when the demining started we could go calmly and migrants came back from Iran – this is good."* (Qal'eh-ye Khwaja)

Mine clearance allowing the opening of recreation facilities was highlighted by women in several villages (e.g. boys in Suffokhail are using the demined land to play football). In Shiekh Mohammady, part of the nearby cleared land (government owned) has been turned into a public park, benefiting the whole population of Mazaar. Women in the small riverside village of Sayghanchi said that mine clearance allowed visitors to come for swimming and picnics, but warned that mines still exist in the adjacent hills and, as visitors are not aware of this, there has been at least one casualty.

Unfortunately the risk from mines was sometimes also weighed against the need to earn a living: *"I'm not afraid because I believe it (the land) is clean, but even if it wasn't I would still need to make a living for my family."* (Woman with two daughters in Qal'eh-ye Khwaja)

Ownership and access issues

Although the question about ownership and access to cleared land was repeatedly asked, no examples of ownership problems following demining were described by women. In some communities (e.g. in Bagram District), people had been absent for many years and returned to find their land had been demined in their absence. The women were adamant that everyone knows who owns the land and, although land is sometimes used by others while the owner is absent, rights are always respected when the owner returns.

Knowledge of mine locations and cleared areas

All women interviewed were able to give some information on when the mines were laid and cleared, but defining the year proved difficult and most dates were given as periods in history (e.g. the Soviet occupation, the Taliban period) or described as *'many years ago'* or *'more than ten years ago.'*

In a couple of villages, women had difficulty making any association with mine clearance activities. One woman in Shiekh Mohammady community had lived in the village for the last 40 years and affirmed that the village land had never been mined. However, a large area of land, only 200 metres away and across the road from the village, had been a military base and was previously contaminated with UXO and mines. Even though this land was very close to the community, the women had little knowledge of it. They stated that they had no reason to go onto it (part of the land is privately owned and part owned by the government) and considered themselves not at any risk. *"Thank God we don't have experience of mine accidents."* (woman, Shiekh Mohammady). In Sarwan Tepa, the demined area was several km along the main tarmac road from the community and the women said that they *"don't know about the demined land."*

In Gur-e Mai, women were unclear about the mine clearance situation and, as well as saying that they felt safer, they also mentioned that there is still some mistrust as rumours have been circulating about accidents on reportedly cleared land.

In many cases, the women knew which agency had been responsible for mine clearance: ATC, HALO Trust, MDC and ARCS were all mentioned during the survey. In other villages such as Sheikh Mohammady, women were unsure of the organization responsible and attributed it to "*perhaps US soldiers or another agency.*"

Women's priorities for further development

The development priorities of women varied among villages, but most commonly included the provision of health clinics (mentioned in most villages); provision of schools for girls or, where schools already exist, the provision of female teaching staff for girls over twelve years of age; access to safe drinking water; water for agriculture; improved sanitation; and better road access to markets and places for their husbands to work. In the case of roads, most of the communities surveyed were within a one hour drive of either Kabul or Mazaar[26] and were either directly on a surfaced road or linked to one by dirt feeder roads. The higher elevation village of Suffokhail is currently inaccessible by road in winter and this makes life difficult there.

For some areas such as Gur-e Mai, which lies on the flood-prone plane, and for Sayghanchi, situated on the banks of a river, flood control was highlighted as an important development need along with access to water for crop production.

The need for credit was also a common concern for all the women's groups interviewed. Only the village of Sheikh Mohammady, where the Barak Foundation ran a small savings and credit scheme, had credit facilities. Currently, income-generating activities are very limited for nearly all the women questioned, with the few exceptions including: the sale of milk, eggs or fruit from their gardens within the community (in Suffokhail); a woman from the group in Ala Chapan who makes and sells embroidered cloth; and a woman in Gojurkhel who sews garments. The main consideration for any income generation activity was that it must take place within the home, and women in Suffokhail, Ala Chapan and Sheik Mohammady mentioned carpet weaving as an acceptable income-generating activity for women. For those villages surveyed in the Central region, proximity to Kabul was seen as offering some development potential in terms of accessing a market for carpets. In the past, the women of Gudar and Suffokhail used to make carpets during the winter months for a contractor who supplied them with all the materials. Income from this was estimated at 1,000 Af per m^2, with a carpet of $6m^2$ taking a couple of months to make and providing an income of 6,000 Af ≈ $130.

Access to Kabul provides an important source of income from sale of fresh produce such as grapes, vegetables and livestock, and also for purchasing food, clothing and necessities that cannot be found locally.

In general, women are primarily concerned with raising children, housework and activities such as collecting grass for fodder (some households keep a cow for milk), collecting fuel including twigs and dry cow dung, keeping chickens, and work in the fields, especially during harvest and for land preparation.

There was some frustration among the women that development opportunities were not being fully realized. Women in Gudar mentioned that several development organizations had been to conduct surveys and the community had cooperated by providing information, but nothing has happened

[26] Access and security were two of the criteria for the selection of survey villages

since and they felt disappointed. In Suffokhail, an NGO promised a tailoring course and recorded the names of people interested, but then left and never returned to the village.

The survey came across several well educated young women (eight years at school) who were keen to support others by teaching girls or leading literacy classes, but the lack of facilities and teaching materials, as well as a lack of support from their families, had discouraged them. In most villages, boys' schools were more common than those for girls and this means that either girls do not attend school or they have to walk long distances to a school that will accept them. The lack of female teachers and the reluctance of families to allow girls over the age of eight years to be educated by male teachers are also restricting attendance.

Mine Risk Education (MRE)

The level of MRE coverage appears to vary among villages and between age groups. The villages of Gojurkhel and Qal'eh-ye Khwaja were and remain in parts heavily mined. Even though the need for MRE remains great, the general ability of women to recall MRE messages was mixed. From a group of seven women, only two were adequately informed about mine risks, were able to describe the shapes of different types of mines, and knew of the warning signs. *"Red is nearest the risk and white signs means it's clean."* (woman, Qal'eh-ye Khwaja)

In these two villages, there was evidence of successful MRE aimed at school children, covering younger girls (8-12 years) and teenagers. A couple of girls in the group of five children in Gojurkhel were able to give examples of protective behaviour such as avoiding contaminated sites and knowing who to inform when UXO or a mine is discovered. *"A mine is a risky thing and everyone should be careful with that"* and *"When we find the mine we put stones around it and tell our father."* (girl, 12 years old, Gojurkhel) However, another schoolgirl, aged nine years, in the same group said that no one has told her about mines.

"Children found a box of oil but we told them not to touch it in case it's a mine – it will kill many people." (woman, Gur-e Mai)

It is difficult to verify who has had MRE. In Gur-e Mai, for instance, the team was told that the whole village was shown a TV programme about mine risk, but on further discussion it seems that only men and children were present. Women say they received the MRE messages indirectly from their husbands.

Sources of MRE

The main sources of MRE for children includes school teachers, information given out in mosques, radio broadcasts, posters in the school, and visit to the school by mine agencies such as HALO Trust.

As well as information being received directly from agencies visiting villages, women in one community mentioned that they receive information from other women and from male members of the household.

In the community of Ala Chapan, a number of the women were returnees, mainly from Iran. A couple of them recalled being provided with MRE by UNHCR when they crossed the border into Afghanistan.

Children and the impacts of demining

"Since demining we can go to school without any problem or worry" (school girls 15 years old, Suffokhail). In most cases groups of girls were interviewed separately to the women.

The appropriateness of the survey tools

The survey tools provided a good overview of the women's experiences of landmine contamination in their communities, and of the clearance activities. Although the survey was designed to be participatory, this was rarely possible in the women's groups, for several reasons:

- The high illiteracy rates and past low levels of school attendance mean that many women lack the confidence to participate in writing or drawing. Drawing maps was a difficult process for the women's groups and in only two communities, Qala-I- Kashif and Ala Chapan, did women participants feel they had sufficient confidence and ability to draw the map themselves. In other villages, such as Qala-I- Hashmatkhan and Qal'eh-ye Khwaja, male relatives drew an outline map and the survey team completed it with the help of the women, while in the remaining villages the survey team drew the village maps following instructions from the women.
- As mentioned previously the women had difficulty recalling the actual dates of events relating to mine clearance and, for this reason, some of the time line information is sparse.

Capacity of female surveyors

The survey tools, including questions in the Focus Group Discussions, can be used at two levels. The first level is as a conversation guide to steer a discussion in a logical progression and to ensure that all the possible areas of interest are covered. At the second level, the surveyor is generally expected to think of complementary, probing questions to clarify answers, to search for extra information and to cross check information they already have. As these probing questions cannot be predicted in advance, they require some "on-the-spot thinking". The training and practice the women surveyors received have undoubtedly helped them at the first level: all the tools were used and all the questions asked in a confident and professional way. The rapport generated with the participants and the reception by the host household was always friendly. There is, however, more to be done to improve the second level. The women surveyors need further encouragement and practice in reacting to the answers they receive and asking additional probing questions. They also need further practice in observation – to look around them and ask questions relating to what they see as well as what they are being told. In one case, the women in the household said they had no livestock and this was accepted as an answer even though there were a number of goats visible in the compound.

8. OPPORTUNITIES FOR ENHANCED LINKAGES WITH RURAL AND COMMUNITY DEVELOPMENT ORGANISATIONS

Community priorities

During separate focus group discussions, men and women were asked about the developments that would most benefit their community. Table 15 lists these by village, while Table 14 summarises these local priorities and provides the frequency with which each was mentioned. This gives an indication of the most commonly needed facilities in this sample of communities.

It should be pointed out that each community was different with regard to proximity to urban centres (which themselves can provide a good level of facilities and services) and the level of facilities already present in the village. There was also a marked variability in the cohesion and organisational capacity of different communities. The rapid utilisation of assets following clearance for housing, community amenities and productive gardens is testament to the hard work of individual families and collective action at the community development council (*shura*) level.

The most requested development items are clinics, schools and electricity, followed by drinking water, roads and bridges. All of these are physical infrastructure projects.

Table 14 – Summary of development opportunities identified by community members (men and women)

Development opportunity (unavailable in the community now)	# villages requesting the same item
Clinic	15
Electricity	11
School	9
Safe drinking water/wells	8
Roads	6
Bridges and culverts	5
Literacy classes for women	5
Education for women/vocational training for women/centre for women/health education for women	5
Rehabilitation of water courses	4
Water for irrigation	3
Tailoring facility (for women)	2
Assistance for survivors	2
Completion of clearance	2
Refuse collection/disposal	2
Drainage/solution of high water table	2
Employment	1
Facilities for Primary school	1
Rehabilitation of mosque	1
Women's shura	1
Fertiliser	1
Veterinary clinic	1
Female teachers for girls	1

However, there is also a significant number of requests for educational/vocational and employment initiatives, especially for women who have limited literacy and limited income-generating opportunities. These requests are both for classes and for the facilities that would enable new skills to be practiced for income generation.

Women's development priorities are more related to women's needs (clinic, girls schooling, drinking water, employment for women, literacy courses for women) and also quite consistent across villages.

It is interesting that agriculture, which is seen as the mainstay of most village economies, comes low down the list of development opportunities, apart from the rehabilitation of damaged water courses which has severely limited productive potential in a number of villages (e.g. Gojurkhel, Gur-e-mai, Suffokhail and Sayghanchi).

The provision or enhancement of assistance to survivors of mine accidents was mentioned (medical care, artificial limbs, appropriate vocational training, loans, grants and regular payments). Also mentioned in some communities was the need to carry on demining until the whole village area is cleared and safe.

While the above analysis provides a good indication of the type and frequency of perceived community needs, the process used to obtain these needs was not comprehensive or democratic. We talked to groups of women and men, but often these groups were self-selecting and opportunistic, rather than necessarily representative of all sections of the community.

Table 15 – Development priorities for the 25 villages surveyed

Village		Development priorities
1	Qal'eh-ye-Khater	Villagers feel that cleared land was not fairly distributed, but went to powerful entrepreneurs. Want: 1. Facilities for Primary School; 2. Employment
2	Qala-I-Hashmatkhan	1. Road; 2. Safe drinking water; 3. Clinic
3	Kariz-e Mir	1. Electricity; 2. Water for drinking
4	Qala-I- Kashif	1. Roads; 2. Water; 3. Refuse collection
5	Rabat	1. Clinic; 2. Vet clinic; 3. Roads; 4. Centre for women
6	Chaharikar	1. Clinic; 2. Well; 3. Roads; 4. Electricity; 5. Literacy classes for women; 7. Assistance for survivors
7	Gudar	1. Clinic
8	Qal'eh-ye Khwaja	1. Clinic; 2. Solution to high water table; 3. Health education and literacy for women
9	Chahar Asyab	1. Electricity
10	Suffokhail	1. Water for irrigation; 2. Vocational training; 3. Bridges (2 large and 19 small); 4. Water course repair; 5. Education for women
11	Ashrafkhel	1. Electricity; 2. Clinic; 3. Schools
12	Gojurkhel	1. Clinic; 2. Irrigation canal rehabilitation; 3. Electricity; 4. School for girls; 5. Literacy courses for women
13	Sayad	1. Schools; 2. Clinic; Drains; 4. Drinking water; 5. Small bridges
14	Sayghanchi	1.Irrigation canal repair (needs serious engineering input to stop it undermining the main road) 2. Bridge; 3. Clinic; 4. Electricity
15	Gur-e Mai	1. Female teacher; 2. Tailoring facility; 3. Clinic; 4. Completion of clearance of cluster bombs; 5. Restitution of irrigation canal
16	Mola Sultan Bashi	1. Electricity; 2. Literacy and tailoring courses for women; 3. Clinic; 4. School; 5. 6 culverts; 6. Bridge
17	Shahr-i-Qadim	Not given

Village		Development priorities
18	Dehdadi	1. School; 2. Electricity; 3. Water; 4. Rehabilitation of mosque
19	Ala Chapan	Not given
20	Base Sokhta	1. Drinking water (from Mazar, or from hills or from wells); 2. Electricity; 3. Roads within compound
21	Sarwan Tepa	1. School (there is a madrassa); 2. Clinic; 3. Fertiliser; 4 Irrigation water
22	Hayratan	1. High school (land given by community); 2. Clinic; 3. Women's project (sewing or poultry etc)
23	Khwaja Burhan	1. School (and madrassa); 2. Clinic; 3. Electricity; 4. Bridge; 5. Women's shura; 6. Literacy courses for women
24	Qoch Nehal	1. Clinic; 2. Wells; 3. Streets; 4. Electricity; 5. Irrigation water; 6. Assistance for the disabled; 7. Completion of decontamination
25	Sheikh Mohammady	1. School; 2. College for women; 3. Clean drinking water; 4. Refuse disposal

9. CAPACITY DEVELOPMENT OUTCOMES OF THE SURVEY

This survey is supposed to be a pilot to test the survey tools and the survey capacities of local organisations. If the approach, method and tools provide useful outputs then they can be used to extend the survey to other communities in the Central and Northern areas and also to other areas of the country that were not covered at all during the present survey.

Participatory assessment of the survey tools

In order to gauge the appropriateness of the tools, a participatory assessment was conducted at the end of the survey. Both male and female surveyors took part in mixed teams, which discussed and critically assessed the tools used in the survey for their usefulness in contributing to the project objectives. Each tool was scored 1-5 for their contribution (where 1 is poor, 5 is excellent), as shown in Table 16.

Table 16 – Assessment of the survey tools

Tool	Score (1-5)	Comment
Introductions	5	Important tool so that the community is aware of who we are and what we propose to do
Time line	4.5	Good introduction. Some respondents did not have precise information (especially women). Some questions are repeated in the FGD
Map	5	Useful to link livelihoods to cleared/un-cleared areas
Community profile	5	Useful to understand status of the village and links to outside organisations and facilities
Quantitative data	4.5	Some questions are repeated in the FGD. Some questions not very clear and difficult to answer (e.g. what is the monetary value from the benefits of mine clearance)
Focus Group Discussion	5	Appropriate number of questions for the different groups. Could have had FGD around different subject areas (e.g. MRE/VS). Some people cross several groups (village leaders are also farmers etc)
Case studies	5	Led to a comprehensive story of the survivors history and prospects
Photographs	5	Will add value to the report, especially for those with no knowledge of Afghanistan. But very difficult for women, and could have repercussions if women's photos are used.
Village assessment	5	The tool was modified from the original model. It was done separately by men and by women, and done with the village. This way it is more transparent and also allows for correction/confirmation

The teams were generous with their scores, but no tool scored poorly, so we conclude that all were useful and complemented one another. The comments suggest ways in which the tools could be modified to reduce duplication or to add to the information collected.

Assessment of the capacity of the surveyors and Afghan social scientists

Again participatory assessments were conducted with the survey teams. These were done at the mid-point of the survey and again at the end of the survey. The results are presented in Table 17 and Table 18. The first assessment was designed to see if the survey process was working or had to be modified. Scoring was 1-5 where 5 is excellent.

Table 17 – Results of the mid-point assessment by the 4 teams and women: 6th July 2010

Question	Team A	Team B	Team C	Team D	Women	Comment
1. Your understanding of the survey objectives and tools and your roles	5	5	5	5	5	All teams are confident that they know what to do, and what their roles are
2. The time available for the work (2 days per village)	5	5	5	5	5	Time is right; not too long or short
3. The logistical arrangements (transport, accommodation, communication, coordination)	5	4.5	5	5	5	Logistics are good, but some teams need phone cards. Also need time to discuss between teams
4. Cooperation from the villages	4	5	4	5	4	Good cooperation except in a couple of villages (once because female team member was inappropriately dressed; once because *Wali* (headman) was not present)
5. The quality of the information collected	4	4	4	5	3	Teams noted some discrepancies between the secondary information and the information given in the community, or between respondents in the community. Need to identify the most reliable source and use that information.

Again the scorings are very high, but they indicate that the process had no major hitches requiring radical alteration of the teams, logistics, timings or methods. Once again, great confidence is portrayed by the results of Table 18. However, the actual **data collected by the survey is rather disappointing.** This points to deficiencies in the training, the methodology and the surveyors.

A deficiency in the training was to underestimate the time needed to gain competence in probing (the ability to follow a storyline using the probing prompts **who, where, when, why, what and how** – including how much and how many). Previously this competence has grown during the survey process, but due to the difficulties in communication between the external consultants and the teams, this did not happen. The result was information that was very thin and lacking in elaboration about who did what, where, when, why and how.

Table 18 – Self-assessment at the end of their ability of teams to conduct similar surveys in the future

Question	Response of survey teams
Do you feel confident in using all of the survey tools?	Yes
Do you (as a mixed men and women team of IPs, AIRD and LIAT) feel that you could design, implement, analyse and report a similar survey in another Province?	Yes
Could you (as a team) train other teams in the survey methods so that they could work alongside you on a future survey?	Yes
Is the reference material provided sufficient to help you design, implement, analyse and report future surveys	Yes, but need to add the Quantitative Data sheet
What more (e.g. training, backstopping etc) do you need to be able to conduct additional surveys?	Nothing further needed if it was a simple repeat of the same tools and methods, and if AIRD would be there in the field to support

The methodology relied too heavily on qualitative tools that required the above competence to work well. There was also a set of questions designed to obtain quantitative data describing the changes due to clearance, but in many cases the respondents didn't know the answers and the surveyors did not try to obtain the information by other routes.

The survey tools, including questions in the Focus Group Discussions, can be used at two levels. The first level is as a conversation guide to steer a discussion in a logical progression and to ensure that all the possible areas of interest are covered. At the second level, the surveyor is generally expected to think of complementary, probing questions to clarify answers, to search for extra information and to cross check information they already have. As these probing questions cannot be predicted in advance, they require some "on-the-spot thinking". The training and practice the women surveyors received have undoubtedly helped them at the first level: all the tools were used and all the questions asked in a confident and professional way. The rapport generated with the participants and the reception by the host household was always friendly. There is, however, more to be done to improve the second level. The women surveyors need further encouragement and practice in reacting to the answers they receive and asking additional probing questions. They also need further practice in observation – to look around them and ask questions relating to what they see as well as what they are being told. In one case, the women in the household said they had no livestock and this was accepted as an answer even though there were a number of goats visible in the compound.

The methodology also did not fully consider the lack of mobility of rural women, leading to their reduced understanding of activities even within their own village. If this had been fully appreciated from the start, a distinct set of questions would have been designed for the women, rather than duplicating the same questions.

While three or four of the surveyors show promise in being interested in and able to master qualitative survey methods, most rushed the job despite there being sufficient time available to do the job comprehensively following up each question in the manner described above.

The support from AIRD was excellent up to the end of the fieldwork. The support during the training (including from the AIRD head of training and the then Director) was extremely useful. During the field work, the two AIRD social scientists worked hard with the teams. However, the written output from their teams was also far less complete than the discussions that they had had with community members.

Photograph 14 – Survey team member receiving his certificate from Haji Aziz (MACCA Northern Area Manager)

It is suggested that although the survey teams are confident they could design and carry out a similar survey elsewhere with the support of MACCA and AIRD, there would have to be modification of the survey methods and/or further training in qualitative information collection to ensure a high quality outcome.

It was planned that one AIRD and one MACCA staff would work with the external consultant to write this report, thereby providing on-the-job coaching in the analysis and presentation of the survey findings. For various reasons this did not happen, although MACCA staff have contributed to those sections of the report beyond the competence of the external consultant (sections 10-12)

10. REVISIONS TO THE CRITERIA USED TO SELECT PRIORITIES

An objective of the livelihoods survey pilot project was to assess the criteria used to select priorities and make suggestions for adaptations to the priority-setting process (Chapter 11).

The present priority-setting process

The priority setting process for hazard clearance is based on specified criteria. These criteria may vary from country to country depending on the strategic goals set, country policy, economic situation, resources available and other factors. In Afghanistan, the availability and accessibility of information, the current approach of MACCA in terms of projectisation, the operational management system, previous information from landmine impact surveys and new information collected from the field all work to open possibilities for developing new models for mine action priority criteria.

The following criteria are presently used in Afghanistan for grading the priority of contaminated areas for clearance:

Local authority/villagers requests:
For any request further assessment will be required unless already prioritized according to other criteria.

Resettlement/Development areas:
For example hazards in close proximity to IDP camps.

Blockages:
All blockages are grouped into 5 main categories: (1) Agriculture fields (2) Non-agriculture fields (3) Water access (4) Other Infrastructure (5) Critical Infrastructure –this relates to infrastructure such as schools, health clinics and mosques.

Number of affected families:
According to the victim prediction model (VPM), communities with over 200 families had 77% more recent victims compared to communities with less than 200 families.

Hazard area:
Cumulative area of hazards impacting the community: for each 10,000 square meters increase in total hazard area, up to 200,000 square meters, the recent victim total increased 7%. At and after 200,000 square meters, it levelled out.

Small Hazards:
Small hazards can potentially be cleared quickly and therefore could be prioritized.

Community centres:
Minefields close to community centres cause high levels of psychological stress to women.

Anti-personnel minefields on flat land affecting high number of people:
The majority of the affected population relates to AP only minefields and those on flat land are quicker to clear so these should be weighted to alleviate the pressure on this large section of the population.

Device type: Mine/ERW:
ERW cause the majority of casualties and so these areas should receive a weighting for impact.

Other influences on prioritisation

It is important to note that impacts and priorities change. The impact of one site might be negligible on the static community nearest to it but of critical impact to nomadic pastoralists. On the other hand, when a plan emerges for a school to be built within 500m of a contaminated site, the mined area takes on a different significance.

Hazards are classified in the MACCA database based on the criteria into four impact categories, as shown below.

Classification	Score	Remark
High Impact	> 9	All hazards related to victims and resettlement areas are classified by default as high impact.
Medium Impact	6 to 9	
Low Impact	1 to 5	
Requests		Requests will be categorized separately.

The impact category assigned to a hazard (note that a hazard in this case is a single entity such as a minefield, rather than a community) is a **guide** only and decisions on how to proceed with that hazard might be influenced by additional factors (e.g. the hazard might be in a war zone or it might be in an area of important economic development).

Two examples of this are given below.

A. **Saighanchi:**

- Repeated local requests for clearance
- More than 41 accidents occurred to human and livestock subjects
- The hazard is blocking the use of a type of medicinal bush (Heng - *Ferula assafoetida*)
- The hazardous areas were located close to areas used by many from Mazar –e Sharif for picnics

B. Sarwan Tepa:

- Site for the establishment of a new power station for Mazar city
- On the route of the new railway
- On the route of a road to Khairabad village
- Clearance would facilitate clearing both sides of Hayratan and Dorahi Hayratan
- Local requests
- Mine accidents

In such cases, these considerations would upgrade the priority for clearance.

Survey Findings

The findings of the livelihood survey show that the local villagers are satisfied with the cleared areas within their communities in terms of their importance for their communities.

Statements from the communities reveal that in most cases they are satisfied with the prioritization of the clearance sequence. When asked for suggestions about the mine clearance process, only those villages that still had contamination responded, as in Sayghanchi: *"We are happy with the demining, but we wish that the mine action team's work expands to those areas where there are still mines".*

In another example in Suffokhel (Shakardara) village the locals says that they are satisfied with what demining teams did for their community.
"We all appreciate the work of the HALO-Trust organization because they started the mine cleaning process with the village first, then the agriculture land and pasture, and after that they started mine cleaning in the mountain".

The two examples below show that the community was involved in key decisions about mine clearance and its aftermath:
Villagers assisted the demining teams by showing them the minefields, and they told the demining team which areas should be cleared first (Qala-i-Hashmatkhan)

In our village the mine cleaning process is successful. The village people take part in the process (men) and encouraged the mine cleaning organization regarding the process. After cleaning the area they distributed land for house making and it was really good and they gave us equally (women in Gojurkhel).

In nearly all cases the villagers were very grateful to the work of demining teams, saying that they are brave people and worked hard and honestly. In some villages they stated that only demining teams have helped them with tangible outputs for their village (i.e. there were no other organizations helping their community). They wonder why demining is not followed up by support to other community priorities.

The findings of the survey encourages MACCA and the Department of Mine Clearance (DMC) to keep the present criteria used for selection of areas for clearance, but at the same time to identify improvements through conducting similar surveys in other regions. In addition a stronger and more methodical **community liaison process** (with men, women and children) needs to be established and maintained to **ensure community** engagement in planning and advising the sequence and location of clearance.

11. ADAPTATIONS TO THE PRIORITY-SETTING PROCESS

The nature and extent of the mine/ERW problem in Afghanistan results in many assistance requests being received from a variety of individuals, communities and organizations (government, UN and NGOs). However, since resources are limited, a process of prioritization is applied. Socio-economic impact and community benefit are the primary principles upon which the priority system is based. These could be where several civilian mine/UXO casualties are occurring, or where supporting rehabilitation or repatriation of refugees or internally displaced persons (IDP).

In general, the number of people expected to benefit from the mine action work, and the immediacy of that benefit, are guiding factors when determining mine action priorities.

The current MACCA priority setting process is based on the available information recorded in the IMSMA data base. All relevant information about the nature of each contaminated areas including blockages caused by the contamination are collected and recorded in the database. This information is collected either by LIS, or recently by the polygon survey. The polygon survey, completed in October 2009, not only provides a clear picture of the impact of landmines and ERW in most of the communities in Afghanistan, but also allows the development of a more comprehensive system of prioritization throughout the programme.

The information from these surveys is used to compile a ranking of communities according to the severity of mine impact. The criteria for assessing impact are chosen to reflect the risks and the extent and value of blocked assets, the types of areas to which landmines are blocking access, including services and livelihoods; the actual number of recent victims and the nature of the contamination and the terrain. The high-impact communities are given priority attention for clearance **and** mine risk education.

Impact indicators and influence on prioritisation and planning[27]

The impact of different minefields is measured by the MACCA based on identifying specific 'impact indicators' as explained in Chapter 10. These indicators relate to factors such as minefields blocking access to schools, agricultural land or water sources. With the minefields ranked according to impact, it is possible to make a plan by identifying priorities from among the high impact minefields. Therefore, a *'killing field'* should be prioritized for further on-site investigation and analysis and incorporation into a proposal for clearance. However, it is important to note that it is too simplistic to suggest that addressing only high impact sites makes up a clearance plan. Broader issues need to be considered; for example it may be a good plan and signify a sensible use of resources to include the clearance of a small, low impact minefield within a project focused on the clearance of high impact minefields if the low impact minefield is very close and both quickly and easily cleared as part of the project. Therefore, it is important not to make direct conclusions from the indicators of impact alone. Nonetheless they form an extremely useful guide for implementers and donors to assess how well a plan addresses humanitarian and developmental needs.

[27] This part is copied from the 1390 Integrated Operational Framework (IOF)

Survey findings

The findings of the livelihood survey encourage MACCA and the DMC that in most cases the priority of villages in term of mine clearance have been appropriately chosen, but it is also to be noted that most of the areas cleared within the surveyed communities are based on the previous approach of MACCA for prioritisation by which AMAC was the key influence in the process.

The new approach, by which the IPs are the key decision makers – based on the list of contaminated areas they receive from the MACCA database - needs to be followed by MACCA through a documented process to make sure that the IPs have also consulted with the relevant communities on their priorities for the tentatively selected areas.

Thus, MACCA can ensure of community involvement and at the same time keep or improve the current criteria in order to be more effective and efficient in terms of responding to the needs of communities.

There are different groups of men, women and children in the community, so the priorities of each group should be identified separately, and these should be addressed. This can be done through maintaining a strong and documented **community liaison process**, which according to findings of the survey this process is weak at present because it is *ad hoc* and not a structured process.

12. QUALITY MANAGEMENT OUTCOMES OF THE SURVEY

An objective of this study was to *inform internal and external Quality Assurance on quality at the development outcome level.* The MACCA Quality Management process starts from accreditation of the demining organization, and ends with cleared area inspection. Although Quality Management is successful in terms of monitoring and controlling the technical processes and outputs of mine action, there is no focus on the outcomes and impact on communities, and there are no specified outcome or impact targets against which mine action interventions are evaluated. This Chapter provides insights into the question – are communities satisfied with clearance outcomes?

Survey Findings

Although there were no specific questions during the survey about the quality of mine clearance conducted in the community by demining organizations, generally it was found that the community members (men and women) are confident that the area is safe after it was cleared by demining teams. While it must be hard for people who have feared an area for up to 30 years to immediately use it without misgivings, it is remarkable that cleared areas that have economic or cultural value are utilised very quickly after clearance.

For example, good agricultural land in heavily contaminated areas in villages near to Bagram airbase have been planted to grapes and cereals immediately after clearance, and recreational areas have been reclaimed in their first season after clearance for picnics and sporting events.

Significantly no one talked of any accidents to community members[28] within the cleared areas after they were handed over to community use, and also no one indicated that they found any mine or UXO after the clearance was completed. Statements such as those below were voiced in most of the communities surveyed:

Men:
Demining teams are brave people, they work hard and honestly; we respect their hard work and trust them to fully clear the contaminated areas.

Women:
The benefit of demining is that we feel safe about our children to go out of the house or our husbands to go for work; we feel relaxed because they are safe.

The findings of the survey indicate that MACCA has successfully established procedures for monitoring and controlling the technical processes and outputs of mine action such that the area handed over is safe for community use for agriculture, grazing, recreation, passage and construction purposes.

However, the survey also highlights the fact that the Afghanistan mine action Quality Management process does not have an explicit focus on the process of community liaison with mine action personnel. Such community liaison would help to understand the priorities of communities in terms of demining operations (covered in Chapters 10 and 11), and the degree of satisfaction with the outcomes for different sections of the community (men, women, children) and for different purposes (agriculture, grazing, use of mountain land, recreation, housing, passage, construction etc).

[28] There were however 1 injury and 2 deaths to deminers (probably new demining operations rather than previously demined areas) reported in the surveyed villages

Although the demining organizations claim that they have close contacts and discussions with the villagers, there is no **systematic** approach to ensure, for instance that women are included in these discussions, and this is not followed by Quality Assurance to make sure it happens for all communities.

Although some post demining impact assessment (PDIA) had been conducted by MACCA in the past for some cleared areas, none of the communities stated that during or after clearance someone came to ask them how confident they are in the safety of the area cleared by demining, or what they are thinking about in terms of future use of the land cleared.

Another statement collected during the survey in Sarwan Tepa village in Mazar Province was the perception of people about the work of some demining organizations having operations in safe areas: "*They are wasting their times in unnecessary and safe areas"* (it was found that they are mentioning operations of commercial demining teams, as one of the commercial demining agency teams was working in an area adjacent to the main road to Hayratan). This again comes back to weak community liaison processes that merit attention.

There are five main areas of outcomes to clearance:

6. The social outcomes of reduced fear, and of feeling safe and relaxed for ones own and ones family's safety, and the use of recreational areas, construction/reconstruction of mosques, schools and other social amenities
7. The humanitarian outcome of eliminating injury and death from mines and UXOs, and providing treatment and support for those affected by mine/UXO accidents
8. The economic outcomes for the community (agriculture, grazing, fuel and construction materials, construction/reconstruction of houses, markets, roads, water courses and other contributors to the local economy)
9. The legal outcome of the correct use of freed assets (e.g. is land allocated to its rightful owners or is it [illegally] appropriated by those with power)
10. The strategic and political outcomes (major constructions of national importance, return of migrants and IDPs etc)

The results of the survey for these five outcomes have been detailed in Chapter 6 (with additional gender considerations in Chapter 7). The question here is whether the MAPA Quality Management processes **do** at present capture these outcomes? It is suggested that **only outcome 2 results are captured through the present QM process.** The present system focus is on outputs and not outcomes, and is generally more task related than community-related.

A second question (for MAPA) is whether QM **should** capture all or some of these outcomes and if so to what end? Capturing all of the above outcomes would require further investment in skills and finance, but would provide evidence of the social, humanitarian, economic, legal and strategic outcomes that could be presented to government and donors for their support and funding for both clearance **and post-clearance** development activities.

Effective monitoring and controlling systems are essential for programme accountability and quality assurance, and for assessing the full value of outcomes and impact against the resources and money invested. But equally, they are fundamental to learning about processes and problems and hence to improving performance (especially if performance is defined in terms of attainment of community and national objectives).

The MACCA process focuses on the capability of mine action organizations; i.e. their human resources, equipment and procedures, and considers how this capability is being applied to provide the outcome of complete hazard clearance. External monitoring complements an internal

monitoring system and verifies that procedures are appropriate and being applied effectively. In addition, external studies or occasional surveys can provide information on those outcomes not covered by the internal quality management processes.

13. CONCLUSIONS AND RECOMMENDATIONS

This pilot survey of 25 villages (out of 2,115 mine-affected communities in Afghanistan) in 4 Provinces assessed the social and economic outcomes of demining, mine/ERW risk education and mine/ERW survivor assistance during June/July 2010. A stakeholder workshop was held in Kabul in February 2011 to discuss the findings.

The survey had four main objectives:

1. Learning – to gain a better understanding of the development outcomes and impacts accruing from demining and how to enhance these through:
    a. revisions to criteria for selecting priorities and adaptations to the priority-setting process
    b. enhanced linkages with rural and community development organisations
2. Accountability – more complete reporting to the Government of Afghanistan (GoA) and donors on the contribution made by the MAPA to Afghanistan's development
3. Capacity Development – ensure the MAPA, in partnership with Afghan livelihoods experts, can conduct and analyse such surveys on a periodic basis
4. Quality Management – inform the post-clearance survey efforts of demining operators (internal QA) and the MACCA/DMC (external QA plus national standards) on quality at the development outcome level

It comes at a time when very significant progress has been made by the Mine Action Programme in Afghanistan towards achieving Ottawa Treaty and Afghan Compact targets (48% and 70% achieved by January, 2010).

Methods used and lessons learned for future surveys

Four teams of Afghan men and women surveyors, each with an embedded Afghan or international social scientist spent 2 days in each community using a range of qualitative and quantitative methods within a Livelihoods Analysis approach.

The villages were selected from two Regions (Central and North) to give a contrasting sample of: cleared and partially cleared situations, different agro-ecological zones, a mix of contamination types (UXO and/or mines), and urban and rural locations. Commercial demining operations were not included.

In the villages discussions were held separately with men (village leaders, farmers and key informants), women and children (boys and girls). Lessons learned from the methods used include:

- Including women surveyors considerably enhanced the breadth of the information obtained
- The use of a range of participatory tools meant that the information could be "triangulated" for consistency between different sources
- During the survey there were deliberately engineered opportunities for the members to interact within and between teams
- The link with the MRRD's Afghanistan Institute for Rural Development (AIRD) was an excellent initiative, and the two social scientists provided specialist local knowledge to the consultants and methodological support to the survey teams. However, these benefits were later reduced when both social scientists left AIRD for alternative employment
- The translation of village datasets from Dari to English took a long time and detail was lost in the translations

For future surveys it is suggested that the following changes be made to the survey methods:

- A separate set of tools should be developed for the women, who have restricted mobility within and outside the community, to explore those aspects of mine clearance that are particularly important to women, rather than their repeating the tools used by the men. Tools such as daily and seasonal calendars would be appropriate to women
- While some useful financial information was collected, a more effective (simple, practical) way of gathering costs and revenues from agricultural and non-agricultural economic opportunities arising from demining needs to be incorporated into future surveys
- In future surveys that don't include international staff it may be possible to remove some of the village selection restrictions, particularly those pertaining to security and access. This might mean that random sampling of villages could be used, rather than purposive sampling
- The survey teams failed to meaningfully engage with government at the District Focal Points for health, education, agriculture. Future surveys could obtain valuable local information from these key informants
- Questions omitted from the survey that would have been useful include:
    - What assets freed by demining are **not** being used and why?
    - What is the community reaction to the "nuisance" of mine action – e.g. dust, explosions, wasted land and chemical contamination of land and water
- A major error in planning was the omission of representatives of the 25 surveyed villages in the stakeholder feedback meetings. Village representatives (e.g. village council (*shura*) representatives would have been able to provide an additional perspective on the findings and take the main points back to their villages)
- Future surveys should consider the use of wealth ranking that differentiates households into poor, medium and better off categories and allows sampling within these groups to understand the impacts of demining on difference sectors of the community.

A major limitation of this survey was the lack of skill in *probing* (asking a series of follow-up questions in order to obtain detail on important topics). Further training of surveyors will be necessary to get the most out of future surveys.

Development outcomes from mine/UXO action

Cleared land is mostly returned to its rightful owners (government, private or communal ownership) and is quickly used for productive purposes.

In a minority of cases, villagers are unhappy about the unfair and/or undemocratic way in which the land has been used (e.g. opportunistic land grabbing by a local politician in Qal'eh-ye-Khwaja, dominance of "people of power" in Hayratan, and building houses for the "elite" in Qal'eh-ye-Khater).

Ensuring the correct distribution of cleared assets at clearance or the follow-up of any commitments does not appear to have been part of the mine action process.

In some instances requests for clearance were not acted on for a long time (10 years in the case of Kariz-e-Mir). In other cases the process of clearance took up to nine years (Rabat). However, there were sound operational reasons for these delays.

Villagers were satisfied with the conduct and performance of the demining teams, and the village men were often involved in deciding the sequencing of demining operations.

This survey recorded **no casualties** due to mines/UXO after clearance. This commendable record has translated into quick use of the freed assets by men and a great feeling of relief on the part of women (*"The benefit of demining is that we feel safe: if our children go out of the house or our husbands go to work we feel relaxed because they are safe"* - woman, Ala Chapan).

While men emphasise the productive opportunities made possible by clearance plus the infrastructure installed to date, women emphasise the safety and recreational benefits that give them peace of mind and a better life for their children.

Men receive more information than women directly from the demining teams on the demining process and the status of clearance. In a number of instances, village men said that the village and cultivated lands are safe, but that they are unsure about some cleared outlying grazing lands which they have not fully tested for themselves (e.g. Suffokhel).

The wide variety of assets freed and opportunities created following clearance include:

- The freedom to return home from within and outside Afghanistan, and on return to be able to re-build homes, businesses, agricultural enterprises and communities
- The ability to safely access and improve their gardens
- Access to grazing land for cows, sheep and goats, for villagers and nomadic Kuchis
- Access to collect scrub and wood for fuel, stone, sand and soil for building and wild food and medicinal plants
- Cleared land that is used for housing, mosques, schools, telecom masts, cemeteries, storage and petrol stations
- Cleared land and thoroughfares allowing villagers and visitors to use the community for recreation and sport
- Cleared battlefield used for markets/shops
- Cleared corridors that can be used for major infrastructure projects
- Cleared premises allowing factories to re-open or be newly established
- Making safe watercourses that can then be repaired to increase land productivity

The absence of casualties since clearance provides a significant **economic** benefit as the reduction in injury and death has led to reduced medical costs and increased productivity.

The assets freed by demining include crop and grazing land, land for housing and other local construction (schools, mosques, markets, businesses etc.), access to construction materials and fuel, watercourses, roads and strategic structures such as phone masts, railways, electricity pylons etc. Most of these have a tangible economic impact at community and/or national level in the short, medium or long-term.

The benefit:cost ratio for a limited number of clearance situations was calculated. A number of cases (e.g. Qala-i-Kashif, where a battlefield has been cleared and Base Sokhta – a large minefield that was cleared close to Mazar-i-Sharif town) yielded high economic returns, in part by allowing public or private investments on the safe land. In other instances, the clearance of a command post has enabled two factories to start up, while important infrastructure (e.g. phone masts, electricity pylons and a railway) that contributes to national economic development has been made possible by mine clearance

A more common use of cleared land is for cropping or grazing. Unfortunately, the quantitative data collected (or, perhaps, translated) in this survey typically was missing key pieces of information, preventing the proper analysis. However, data collected from the PDIA survey undertaken at about the same time is adequate for 'good enough' analysis. In most cases, clearance of minefields for

agricultural purposes does not lead to a positive outcome in economic terms alone, in part because agricultural productivity remains low in Afghanistan. There were, however, a number of cases in which good soils, adequate water and reasonable access to markets mean that minefield clearance is a good economic investment. BAC is far less expensive, and the data indicates that battle area tasks will often lead to positive returns, even when only economic benefits are considered.

The survey confirmed that male victims outnumber those of females, and that young men make up the majority of these. However, women are the mothers, wives and sisters of men who make up the majority of mine victims, and their role as care givers for the injured should not go unmentioned.

From the 25 villages, only one example of a woman receiving victim assistance was identified. Support to male survivors is far more common than for women, with nine instances of artificial limbs being made available, and thirteen instances of regular cash payments (mostly from the MoLSAMD). There were few examples of livelihood support. In one village (Kareiz-e-Mir) a survivor was assisted with a loan to open a shop.

Both male and female survivors received free medical treatment in most cases. Such treatment depended on their being able to get to a suitable hospital, which is difficult for more remote villages, especially in winter. Both hospital treatment and government financial support seem to be more common nearer the main centres of Kabul and Mazar-i-Sharif.

The amount provided by MoLSAMD appears to be a flat rate of 700 Afghanis per month (roughly $15). While this is not a living wage, it can help the family to buy basics for the survivor. Several survivors and their families complained that the amount was insufficient.

All villages surveyed received at least some Mine Risk Education, with the adult males and children reporting that they had received more than the adult women. However, the coverage of MRE appears to be far from universal. Not all children attend school to receive their awareness there, and many women have restricted mobility thus reducing their ability to attend meetings. The level of MRE coverage for women appears to vary between villages and between age groups, with younger women more likely to have received MRE. Some MRE visual aids (posters and leaflets) were in evidence, as the following photos show but these were only found in three villages.

Community development priorities

During separate focus group discussions, men and women were asked about the developments that would most benefit their community. Each community was different with regard to proximity to urban facilities and the level of facilities already present in the village. There was also a marked variability in the cohesion and organisational capacity of different communities. The rapid utilisation of assets following clearance for housing, community amenities and productive gardens is testament to the hard work of individual families and collective action at the community development council (*shura*) level.

The most requested development items are clinics, schools and electricity, followed by drinking water, roads and bridges. All of these are physical infrastructure projects. However, there is also a significant number of requests for educational/vocational and employment initiatives, especially for women who have limited literacy and limited income-generating opportunities. These requests are both for classes and for the facilities that would enable new skills to be practiced for income generation.

It is interesting that agriculture, which is seen as the mainstay of most village economies, comes low down the list of development opportunities, apart from the rehabilitation of damaged water courses which has severely limited productive potential in a number of villages.

The provision or enhancement of assistance to survivors of mine accidents was mentioned (medical care, artificial limbs, appropriate vocational training, loans, grants and regular payments). Also mentioned in some communities was the need to carry on demining until the whole village area is cleared and safe.

Women's development priorities are more related to women's needs (clinic, girls schooling, drinking water, employment for women, literacy courses for women) and also quite consistent across villages.

In general, women are primarily concerned with raising children, housework and activities such as collecting grass for fodder (some households keep a cow for milk), collecting fuel including twigs and dry cow dung, keeping chickens, and work in the fields, especially during harvest and for land preparation.

There was some frustration among the women that development opportunities were not being fully realized. The survey also came across several well educated young women (eight years at school) who were keen to support others by teaching girls or leading literacy classes, but the lack of facilities and teaching materials, as well as a lack of support from their families, had discouraged them. In most villages, boys' schools were more common than those for girls and this means that either girls do not attend school or they have to walk long distances to a school that will accept them. The lack of female teachers and the reluctance of families to allow girls over the age of eight years to be educated by male teachers are also restricting attendance.

While the above analysis provides a good indication of the type and frequency of perceived community needs, the process used to obtain these needs was not comprehensive or democratic. We talked to groups of women and men, but often these groups were self-selecting and opportunistic, rather than necessarily representative of all sections of the community.

Capacity development

This survey was a pilot to test the survey tools and the survey capacities of local organisations. Participatory capacity assessments were conducted with the survey teams at the mid-point of the survey and again at the end. The results indicate that the process of training and implementation had no major hitches, and that the surveyors felt that they are now capable of conducting similar surveys (with the support of social scientists from the Afghan Institute for Rural Development). However, the actual **data collected by the survey is rather disappointing.** This points to deficiencies in the training, the methodology and the surveyors.

A deficiency in the training was to underestimate the time needed to gain competence in probing (the ability to follow a storyline using the probing prompts who, where, when, why, what and how – including how much and how many).

The methodology relied too heavily on qualitative tools that required the above competence. There was also a set of questions designed to obtain quantitative data describing the changes due to clearance, but in many cases the respondents didn't know the answers and the surveyors did not try to obtain the information by other routes. The methodology also did not fully consider the lack of mobility of rural women, leading to their reduced understanding of activities even within their own

village. If this had been fully appreciated from the start, a distinct set of questions would have been designed for the women, rather than duplicating the same questions.

While three or four of the surveyors show promise in being interested in and able to master qualitative survey methods, most rushed the job despite there being sufficient time available to do the job comprehensively following up each question in the manner described above.

The support from AIRD for training and survey implementation was excellent up to the end of the fieldwork, but there is a question about the continuity of employment in AIRD.

Assessment of the prioritisation of hazard clearance

The priority setting process for hazard clearance in Afghanistan is based on specified criteria, including requests from villages; hazards near to resettlement/development areas; hazards that are blocking key assets; the number of affected families; the area of the hazard; small hazards that can be easily cleared; hazards close to community centres; minefields on flat land; presence of ERW. In general, the number of people expected to benefit from the mine action work, and the immediacy of that benefit, are guiding factors when determining mine action priorities. An assessment using these criteria (with weightings) leads to the categorisation of a hazard into one of four categories (high impact, medium impact, low impact and requests).

The findings of this survey show that villagers are satisfied with the prioritisation of cleared areas within their communities. In Suffokhel (Shakardara) the local men said: *"We all appreciate the work of the HALO-Trust because they started the mine cleaning process with the village first, then the agriculture land and pasture, and after that they started mine cleaning in the mountain".* In another village the women also showed their satisfaction:
In our village the mine cleaning process is successful. The village people take part in the process (men) and encouraged the mine cleaning organization regarding the process. After cleaning the area they distributed land for house making and it was really good and they gave us equally (women in Gojurkhel).

The findings of the livelihood survey encourage MACCA and the DMC that in most cases the priority of villages in term of mine clearance have been appropriately chosen, but it is also to be noted that most of the areas cleared within the surveyed communities are based on the previous approach of MACCA for prioritisation by which AMAC was the key influence in the process. The new approach, by which the IPs are the key decision makers – based on the list of contaminated areas they receive from the MACCA database - needs to be followed by MACCA through a documented process to make sure that the IPs have also consulted with the relevant communities on their priorities for the tentatively selected areas.

Quality management outcomes of the survey

An objective of this study was to *inform internal and external Quality Assurance on quality at the development outcome level.*

Although there were no specific questions during the survey about the quality of mine clearance conducted in the community by demining organizations, generally it was found that the community members (men and women) are confident that the area is safe after clearance by demining teams. Cleared areas that have economic or cultural value were utilised very quickly after clearance.

The findings of the survey indicate that MACCA has successfully established procedures for monitoring and controlling the technical processes and outputs of mine action such that the area handed over is safe for community use for agriculture, grazing, recreation, passage and construction purposes.

However, the survey also highlights the fact that the Afghanistan mine action Quality Management process does not have an explicit focus on the process of community liaison with mine action personnel. Such community liaison would help to understand the priorities of communities in terms of demining operations, and the degree of satisfaction with the outcomes for different sections of the community and for different purposes. Although the demining organizations claim that they have close contacts and discussions with the villagers, there is no **systematic** approach to ensure, for instance that women are included in these discussions, and this is not followed by Quality Assurance to make sure it happens for all communities.

There are five main areas of outcomes to clearance:

1. The social outcomes of reduced fear, and of feeling safe and relaxed for ones own and ones family's safety, and the use of recreational areas, construction/reconstruction of mosques, schools and other social amenities
2. The humanitarian outcome of eliminating injury and death from mines and UXOs, and providing treatment and support for those affected by mine/UXO accidents
3. The economic outcomes for the community (agriculture, grazing, fuel and construction materials, construction/reconstruction of houses, markets, roads, water courses and other contributors to the local economy)
4. The legal outcome of the correct use of freed assets (e.g. is land allocated to its rightful owners or is it [illegally] appropriated by those with power)
5. The strategic and political outcomes (major constructions of national importance, return of migrants and IDPs, etc.)

It is suggested that only outcome 2 results are captured through the present QM process. The present system focus is on outputs and not outcomes, and is generally more task related than community-related. Capturing all of the above outcomes would require further investment in skills and finance, but would provide evidence of the social, humanitarian, economic, legal and strategic outcomes that could be presented to government and donors for their support and funding for both clearance **and post-clearance** development activities.

Effective monitoring and controlling systems are essential for programme accountability and quality assurance, and for assessing the full value of outcomes and impact against the resources and money invested. But equally, they are fundamental to learning about processes and problems and hence to improving performance (especially if performance is defined in terms of attainment of community and national objectives).

The MACCA process focuses on the capability of mine action organizations; i.e. their human resources, equipment and procedures, and considers how this capability is being applied to provide the outcome of complete hazard clearance. External monitoring complements an internal monitoring system and verifies that procedures are appropriate and being applied effectively. In addition, external studies or occasional surveys can provide information on those outcomes not covered by the internal quality management processes.

Recommendations

Methodology

- Include women surveyors in future livelihood surveys
- Maintain the link with the MRRD's Afghanistan Institute for Rural Development (AIRD) for specialist social science inputs to surveys
- Develop a separate set of tools for women, who have restricted mobility within and outside the community, to explore those aspects of mine clearance that are particularly important to women, rather than their repeating the tools used by the men. Tools such as daily and seasonal calendars would be appropriate to women
- The survey teams failed to meaningfully engage with government at the District Focal Points for health, education, agriculture. Future surveys could obtain valuable local information from these key informants
- Questions omitted from the survey that should be considered in future include:
    - What assets freed by demining are **not** being used and why?
    - What is the community reaction to the "nuisance" of mine action – e.g. dust, explosions, wasted land and chemical contamination of land and water
- A major error in planning was the omission of representatives of the 25 surveyed villages in the stakeholder feedback meetings. Village representatives would have been able to provide an additional perspective on the findings and take the main points back to their villages
- Future surveys should consider the use of wealth ranking that differentiates households into poor, medium and better off categories and allows sampling within these groups to understand the impacts of demining on difference sectors of the community
- The economic benefit of the reduction in hospital costs and lost production has not been quantified. In future surveys the time pattern of casualties from planting of mines through to clearance, and the economic costs of injury and death should be quantified so that these can be factored into the overall economic benefit of clearance
- A minimum dataset needs to be developed for sample situations (e.g. crop production, grazing, small business development, construction projects etc)

Development outcomes

- In a minority of cases there are abuses in the distribution of free assets after clearance. This particularly involves the appropriation of land by powerful individuals. A mechanism is needed to prevent this abuse before it arises
- Women need to be better and more directly informed about clearance activities and the safety status of land during clearance
- Women survivors of mine accidents are far less likely than men to receive financial assistance from MoLSAMD. This needs to be further understood, and addressed.

Capacity

- The women surveyors need further encouragement and practice in reacting to the answers they receive and asking additional probing questions. They also need further practice in observation – to look around them and ask questions relating to what they see as well as what they are being told
- Further training in probing, or a shift to a more questionnaire-based approach, is needed for future surveys to improve on the quality of information collected.
- MAPA staff would benefit from training in the use of benefit:cost analysis and other economic analysis tools

Prioritisation

- The findings of the survey encourage MACCA and the Department of Mine Clearance (DMC) to **keep the present criteria** used for selection of areas for clearance, but at the same time to identify improvements through conducting similar surveys in other regions
- The estimated outcome value of clearance to the community could be added to the other prioritisation criteria. This means IPs would need to use Livelihood tools **pre-demining** to feed into prioritisation and then into the **post-demining** assessment to see if outcomes have been met
- A stronger and more methodical **community liaison process** (with men, women and children) needs to be established to ensure community engagement in planning and advising clearance

Quality management

- The present system focus is on outputs and not outcomes, and is generally more task related than community-related. Capturing the social, humanitarian, economic, legal, strategic and political outcomes would require further investment in skills and finance, but would provide evidence of the social, humanitarian, economic, legal and strategic outcomes that could be presented to government and donors for their support and funding for both clearance **and post-clearance** development activities.

The Way Forward

- A suggestion at the stakeholder workshops was to integrate the Livelihoods, Post Demining Impact Assessment and DMC audit processes into one survey process – or to use each type of survey for their separate objectives, but as part of a coherent survey toolbox. The latter is recommended.
- This report should be shared with MRRD and other relevant government departments, as well as with donors and civil society, so that appropriate action can be taken by relevant agencies to support the development needs of men, women and children in mine-affected communities.

The full **LIVELIHOODS ANALYSIS OF LANDMINE AFFECTED COMMUNITIES IN AFGHANISTAN** report, annexes and additional documents are available at:

http://www.gichd.org/strategic-management/mine-action-security-and-development/update-on-activities/landmines-and-livelihoods/