

*Protecting Civilians from*

# **Explosive remnants of war**

A Guide to Providing Risk Education under CCW Protocol V



A large pile of unexploded ordnance (UXO) in a dilapidated building. The ordnance consists of numerous cylindrical metal shells of various sizes, some with visible markings and others with damaged or missing components. The shells are scattered across the floor and some are leaning against a wall with peeling plaster. The overall scene is one of a significant military or industrial site that has been abandoned and is now a source of hazardous waste.

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# Contents

Foreword	4
Introduction	5
The need for the guide	5
The preparation of the guide	5
How to use the guide	6
1 The obligations of international humanitarian law	8
Civilians must receive general protection	8
Protocol V to the Convention on Certain Conventional Weapons	8
Amended Protocol II to the CCW	9
Anti-Personnel Mine Ban Convention	10
A few words on terminology	10
A comprehensive risk education programme	
– not two separate programmes!	10
Integration into the national mine action programme	11
2 Risk education: how best to do it	12
The programme cycle	12
A Deciding on the need for a programme	14
B Information requirements	18
C Programme planning	21
D Programme implementation	34
E Evaluation and reorientation	39
3 Roles and responsibilities: who should do what?	41
States Parties	41
Other parties to the conflict	41
The United Nations	41
Regional organisations	42
The International Committee of the Red Cross	42
Non-governmental and other organisations	43
Annexes	45
Annex 1 Selected resources	45
Annex 2 Protocol V (extracts)	46
Annex 3 The International Mine Action Standards (adapted extracts)	50
Annex 4 Information required for a needs assessment	61
Annex 5 Advice on how to field test materials and messages	67
Annex 6 A model KAPB survey	70

## Foreword

A key objective of Norwegian foreign policy is to support and participate in international work aimed at reducing the threat posed by the use of inhumane weapons. Our government wishes to contribute to international work focusing on the suffering caused by explosive remnants of war.

Unexploded ordnance is killing and maiming large numbers of innocent civilians and has a severe and prolonged impact on rebuilding programmes.

International and non-governmental organisations merit appreciation for having brought these effects to the attention of the international community. Their initiatives and dedication in this respect over the last years were rewarded last November, when the meeting of State Parties to the Convention on Certain Conventional Weapons (CCW) adopted a much-needed legally binding protocol on Explosive Remnants of War (ERW).

A core element in this new instrument is the clear obligation it imposes on parties to a conflict to remove or destroy all explosive remnants from the battlefield without delay after the cessation of active hostilities.


Humanitarian clearance operations are essential for social recovery and economic development. However, clearance of mines and unexploded ordnance is a long and costly process. Thus, complementary provisions are necessary. Warnings and other forms of risk education are such complementary measures. If implemented with knowledge and skills and in accordance with the needs of the affected communities, risk education is a highly effective measure in itself, but would also enhance the end product of other measures being executed.

This publication provides guidelines necessary for effective execution of this important post-conflict remedial measure. It will support the implementation of obligations contained in the new ERW-protocol. We welcome the work of Landmine Action, which we feel merits the utmost attention of States and other parties to a conflict.

Let me therefore thank Landmine Action for this valuable and essential contribution to the international effort to reduce the humanitarian impact of ERW.

Norway's funding of the research and production of this guide is in line with our overall principles for humanitarian work.

*JAN PETERSEN, Minister of Foreign Affairs, Norwegian Royal Ministry of Foreign Affairs*



# Introduction

## ***The need for the guide***

Unexploded and abandoned ordnance – munitions such as bombs, shells and grenades – kill and injure thousands of civilians worldwide every year in dozens of countries across Asia, Africa, the Americas, Europe and the Middle East.

With the adoption in November 2003 of Protocol V to the Convention on Certain Conventional Weapons (CCW), States now have legal obligations to protect the civilian population against the threat of these explosive remnants of war, including through the provision of warnings and other risk education.

This guide is intended to assist governments and their armed forces and international and non-governmental organisations in the appropriate delivery of risk education against explosive remnants of war. It is based on the experiences of humanitarian organisations in this field over the last 15 years.

A second guide published by Landmine Action, *Protecting Civilians against Explosive Remnants of War: A Guide to Providing Warnings under CCW Protocol V*, focuses on the provision of warnings in an emergency situation. In addition to being available in hard copy, both documents can be downloaded from the Landmine Action website: [www.landmineaction.org](http://www.landmineaction.org). Hard copies can be requested by e-mail at: [info@landmineaction.org](mailto:info@landmineaction.org).

As explained below, although the international legal definition of explosive remnants of war (ERW) specifically excludes landmines and booby-traps – explosive traps designed to be victim-activated by pressure or tripwire – programmes and initiatives intended to protect civilians should cover all explosive devices left on the territory of a country in an armed conflict.

## ***The preparation of the guide***

*Protecting Civilians against Explosive Remnants of War: A Guide to Providing Risk Education under CCW Protocol V* has been written by Laurence Desvignes, Stuart Maslen and Johan Sohlberg for Landmine Action. Input into the development of the guide was requested from States Parties to the

CCW and drafts of the guide were circulated widely for comment among specialist organisations before its finalisation; their input is gratefully acknowledged.

The project was managed by the Director of Landmine Action, Richard Lloyd, and funded by the Norwegian Royal Ministry of Foreign Affairs.

## ***How to use the guide***

This guide is intended to provide straightforward guidance on how to protect civilians against explosive remnants of war by providing appropriate risk education. It is written for the newcomer to the discipline, so no prior technical knowledge is assumed or required.

A more specific objective of the guide is to support the implementation of obligations to conduct or facilitate warnings and risk education contained in Protocol V to the CCW. In this, it is directed primarily to States, including their armed forces, as well as to other parties to a conflict. (Other parties to a conflict are non-governmental armed groups, for example armed opposition groups, rebels or guerrillas.) It is also hoped that the guide will further strengthen the work of international and non-governmental organisations (NGOs).

The guide is divided into three sections:

- The first section looks at the international legal framework for warnings and risk education. It describes the – limited – obligations under general international humanitarian law, identifies the requirements of CCW Protocol V, *including the definition of warnings and risk education*, and reviews the relationship between Protocol V and the obligation to support “mine awareness” set out in the Anti-Personnel Mine Ban Convention.
- The second section, which makes up the bulk of the guide, summarises best practice in risk education. It describes the content of a well-designed risk education programme, including a typical programme cycle which moves from the decision to conduct risk education to identifying the specific needs, planning a programme through to its implementation, reviewing progress and reorienting the programme as the context evolves and better information becomes available.

- The third section of the Guide reviews the roles and responsibilities of the many different actors involved in carrying out or supporting risk education, describing briefly their mandates and experiences in the field. Beyond States and other parties to a conflict (sometimes called non-State actors), we look at the United Nations and its relevant bodies and agencies, the International Committee of the Red Cross and NGOs.

There are six annexes.

- Annex 1 contains selected resources, including key documents and websites and contact information for the main actors.
- Annex 2 contains key extracts from CCW Protocol V.
- Annex 3 contains key extracts from the International Mine Action Standards (IMAS).
- Annex 4 contains a suggested list of information to be included in the needs and capacities assessment for risk education.
- Annex 5 contains advice on how to “field test” messages and materials prior to their finalisation and dissemination.
- Annex 6 contains a model form for a survey of knowledge, attitudes, practice and beliefs, known as a KAPB survey. As is explained below, the KAPB survey provides useful information on the type of risks being faced by local communities as well as the more specific target populations for a risk education programme.

# 1 The obligations of international humanitarian law

## ***Civilians must receive general protection***

According to 1977 Additional Protocol I to the Geneva Conventions, which governs international armed conflicts, the civilian population and individual civilians shall enjoy “*general protection against dangers arising from military operations.*” Similar obligations are included in 1977 Additional Protocol II to the Geneva Conventions, which governs internal (civil) armed conflicts.

This requires that parties to a conflict at all times “distinguish” between the civilian population and civilian objects and military objectives, meaning they must direct their operations only against military objectives. It also requires that parties to a conflict take precautions in any attack to minimise civilian deaths and injuries.

These rules are generally considered to be customary international law, which binds every party to a conflict – government or armed opposition group – whether or not it has ratified the relevant Protocol. Subsequent treaties have built upon these general rules and provide more specific reference to the provision of warnings and risk education.

## ***Protocol V to the Convention on Certain Conventional Weapons***

Protocol V to the CCW was adopted in November 2003 after a year of formal negotiations. Article 5 of the Protocol requires that States Parties and parties to a conflict take “*all feasible precautions in the territory under their control affected by explosive remnants of war to protect the civilian population, individual civilians and civilian objects from the risks and effects of explosive remnants of war.*” The article also provides that such precautions “*may include warnings, risk education to the civilian population, marking, fencing and monitoring of territory affected by explosive remnants of war.*”

Risk education is defined (indirectly) in the Technical Annex, rather than the body, of the Protocol: “*Risk education to the civilian population should*

*consist of risk education programmes to facilitate information exchange between affected communities, government authorities and humanitarian organisations so that affected communities are informed about the threat from explosive remnants of war. Risk education programmes are usually a long term activity.”* The Technical Annex is not legally binding, but gives guidance to the States Parties on “best practice” in the implementation of their obligations under the Protocol.

The provisions of the Technical Annex are set out below.

### **Best practice elements of warnings and risk education**

- All programmes of warnings and risk education should, where possible, take into account prevailing national and international standards, including the International Mine Action Standards.
- Warnings and risk education should be provided to the affected civilian population which comprises civilians living in or around areas containing explosive remnants of war and civilians who transit such areas.
- Warnings should be given, as soon as possible, depending on the context and the information available. A risk education programme should replace a warnings programme as soon as possible. Warnings and risk education always should be provided to the affected communities at the earliest possible time.
- Parties to a conflict should employ third parties such as international organisations and non-governmental organisations when they do not have the resources and skills to deliver efficient risk education.
- Parties to a conflict should, if possible, provide additional resources for warnings and risk education. Such items might include: provision of logistical support, production of risk education materials, financial support and general cartographic information.

### ***Amended Protocol II to the CCW***

The obligations laid down in Protocol V follows the logic of those imposed by Amended Protocol II to the CCW whereby “all feasible precautions” must be taken to protect civilians from the effects of landmines and booby-traps.

The protocol also requires, however, that “effective advance warning” be given “of any emplacement” of mines or booby-traps “which may affect the civilian population, unless circumstances do not permit.” It further obliges parties to the conflict to record the location of landmines and booby-traps and to take all necessary and appropriate measures to protect civilians from the effects of these weapons in areas under their control.

### ***Anti-Personnel Mine Ban Convention***

The Anti-Personnel Mine Ban Convention requires that States Parties “in a position to do so” provide support for mine awareness programmes, as part of a broader framework of international cooperation and assistance. The phrase “in a position to do so” is not defined in the Convention, but considerable resources have been allocated to mine awareness. In addition, while clearance of anti-personnel mines is ongoing, States Parties are required to mark and fence affected areas to protect civilians following the obligations in Amended Protocol II.

### ***A few words on terminology***

Mine awareness is what mine risk education used to be called (and many key actors, such as the International Committee of the Red Cross (ICRC), still prefer to use the term *mine awareness*). For some, including the ICRC, the two terms are synonyms.

According to the International Mine Action Standards issued by the United Nations, risk education includes not only public education but also community liaison (see below for a discussion of community liaison.)

As has been seen, Protocol V refers to both warnings and risk education.

### ***A comprehensive risk education programme – not two separate programmes!***

Of course, a well-structured awareness or risk education programme should include information on the dangers of all types of explosive remnants of war (including abandoned or looted ammunition as well as the threat posed by abandoned fighting vehicles and abandoned small arms and light weapons)

and similarly a so-called “ERW risk reduction” programme should address, where relevant, the dangers of landmines.

There should, therefore, be no question of conducting separate programmes for mines on the one hand and explosive remnants of war on the other, on the basis of minimum legal requirements in the two different legal instruments: the Anti-Personnel Mine Ban Convention and CCW Protocol V. Where the threat to the civilian population comes both from landmines and from unexploded or abandoned ordnance, a single programme or initiative must address both aspects even where this goes beyond minimum legal obligations.

### ***Integration into the national mine action programme***

It is generally agreed that risk education should not be stand-alone programmes, but should be integrated into the national mine action programme.

Mine action comprises four other key components in addition to risk education: victim assistance, humanitarian demining (which includes marking, fencing, survey, clearance of mines and unexploded ordnance, and community liaison), stockpile destruction, and advocacy against the use of anti-personnel mines. Thus, for example, risk education could also inform the population where to seek medical assistance in case of injury in an incident involving ERW (and help them get it!) or encourage communities to report findings of ERW so that they can be cleared.

It is increasingly understood within mine action that programmes should also be integrated within broader relief and development initiatives. As part of this, risk education programmes, especially those engaged in community liaison, could look beyond the problems posed by explosive devices by using multi-disciplinary community development teams.

## 2 Risk education: how best to do it

### ***The programme cycle***

The key to providing effective risk education is a well-thought out programme. Ad hoc initiatives, such as broadcasting warnings, may save lives and limbs in the very short term, but any sustained attempt to minimise the number of victims from unexploded ordnance and other explosive remnants of war requires a more systematic approach.

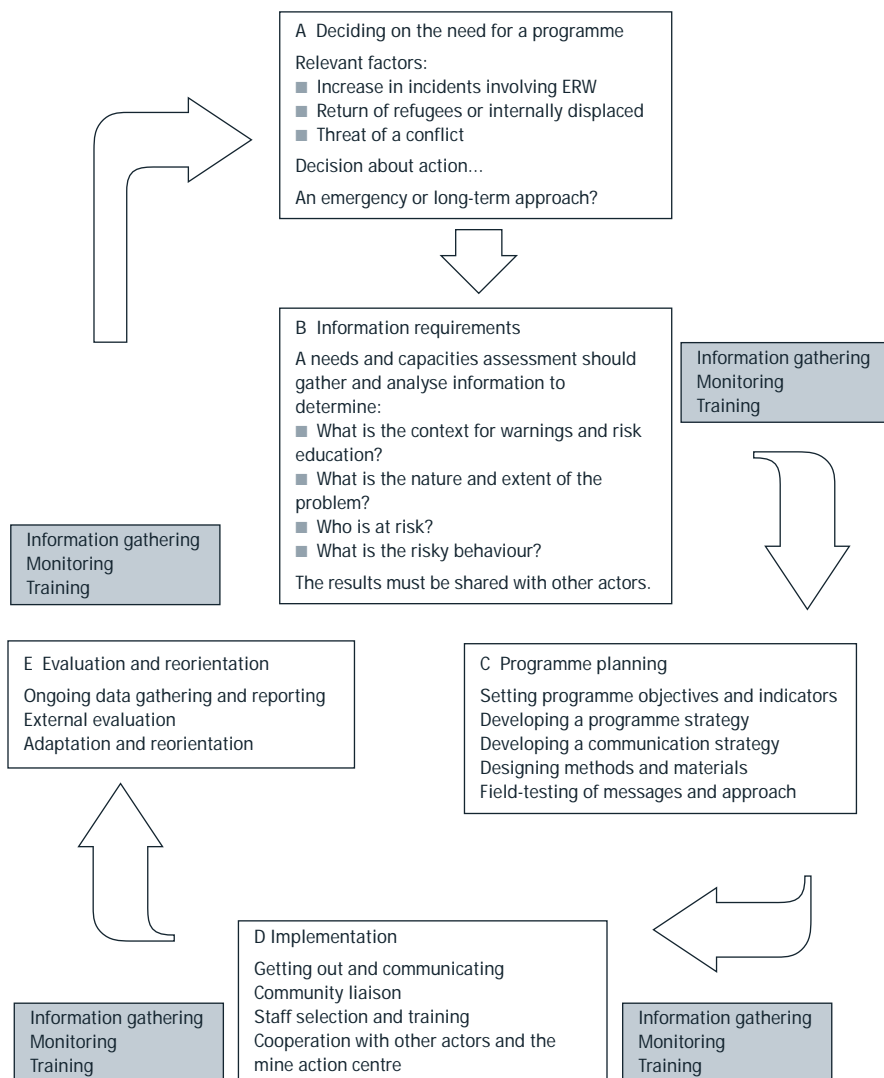
A good risk education programme is one that:

- identifies clearly the needs of the at-risk population,
- sets clear objectives for the programme,
- plans (as far as possible in concert with the target population) an appropriate strategy to respond to their needs,
- selects and trains the necessary staff and deploys them efficiently,
- coordinates its work with others, and
- reviews progress to ensure that the programme is achieving its objectives and that those objectives are relevant.

This approach is collectively known as the *programme cycle* and a typical example is depicted overleaf in Figure 1. As can be seen, the cycle is circular and not linear, a reflection of the fact that risk education activities need to follow a logical chain and that the programme should be in continuous evolution.

The programme cycle is not inherently complicated and should not prove daunting to anyone. It is explained in greater detail in the remainder of this section.

Figure 1 The programme cycle



## ***A Deciding on the need for a programme***

But not every country with ERW contamination demands a programmatic response. Many European nations, for instance, still have unexploded bombs, mines and shells left over from the 1939-45 War (in some cases also the 1914-18 War) and most of them also have a large number of military exercise areas where various types of ordnance have been used, leaving some unexploded. However, most of these countries have placed warning signs at entry points to these often-well-defined geographical areas. In these circumstances, given that the threat to the civilian population is minimal, risk education programmes are typically considered unnecessary.

The first step in the programme cycle is therefore to decide on the need for a programme.

A number of factors may suggest the need for an ERW risk education programme, for example:

- an increase in incidents involving ERW,
- the planned or ongoing return of refugees or internally displaced persons, and
- the threat of conflict.

### **Increase in incidents involving ERW**

The most common reason for issuing warnings or initiating risk education activities is an increase in the number of incidents involving ERW. This can either be the result of a recent conflict, sudden access to ERW (e.g. through looting of ammunition stores or dumps), or the return by previously displaced populations to an area affected by ERW. If the area has seasonal changes with limited access during certain times of the year, an increase in the recorded number of victims may only occur several months after return when seasonal activities forces the population into certain areas.

For governments with a potential ERW problem it is advisable to task the Ministry of Health structures to monitor incidents/accidents involving ERW as a separate issue. This monitoring will serve as an early warning system for any change in the situation. If this surveillance system is already in

place before the problem emerges it will also serve later as a valuable monitoring tool during an established risk education programme.

### **Return of refugees or internally displaced**

The return of refugees and/or the internally displaced could be a planned activity or a spontaneous return decided by the population themselves. Regardless, experience has shown that population movements are one of the principal triggering factors for an increase in incidents involving ERW.

There are basically two reasons for this. First, the areas that displaced populations evacuated are sometimes deserted until their return. If they are, this means a lack of or no knowledge of where and when the clashes took place, what weapons were used and whether there have been any earlier incidents involving ERW. (Where areas are not entirely deserted, of course, there may be a reliable local source of knowledge for returnees.)

Second, there is a naturally strong desire to investigate the normal habitat. Even though returning populations may have been warned about possible dangers and advised to obtain local knowledge about the situation before approaching their own home, they very often go directly home into their deserted gardens and houses to see what has happened while they were gone. This very often results in tragic incidents in the very first days of return.

### **Threat of a conflict**

The threat of conflict (whether international or internal) could also lead to a ready availability of abandoned or looted weapons among civilians. This is another early warning indicator to the authorities of the need to consider preparing for a risk education programme.

### **A decision about action**

Although they are the most common indicators of the need for a programme, these three categories are not the only ones. Whatever the justification, the safety of the civilian population is central to any programme. Decisions therefore need to be taken quickly and the necessary resources mobilised to ensure an effective intervention.

## An emergency or a long-term approach?

But sometimes the urgency of the situation might not allow any time delay before action. In these circumstances, an emergency approach (typically, the issuing of warnings to the civilian population through the mass media) is started directly with whatever means seem



© Johan Sohlberg, ICRC

*Various items of unexploded ordnance – Iraq*

appropriate at the time, based on whatever knowledge is available.

In parallel to this, or as soon as possible afterwards, a more detailed needs and capacities assessment should be launched and the programme can gradually be adjusted in its emergency approach and a proper long-term programme can be planned and developed.

The box below discusses some of the differences between an emergency and a long-term programme. See also *Protecting Civilians against Explosive Remnants of War: A Guide to Providing Warnings under CCW Protocol V*.

### DECISION MAKING: AN EMERGENCY OR LONG-TERM APPROACH?

Far too often, “long-term” (i.e. risk education) and “emergency” (i.e. warnings) programmes are considered different approaches, whereas in reality they should be seen only as two different possible phases within a single programme. Whether both approaches are employed and how long one phase will be, as compared with the other, is determined by the context.

The emergency approach has the sole objective of reaching as many people as possible within the shortest possible time with awareness messages and advice on dangers and correct behaviour to be adopted. Typically, emergency activities are warnings (public information campaigns) primarily using mass media items such as TV or radio spots, leaflets, posters, billboards, or lectures/briefings and so on. An emergency warnings programme is only a

stop-gap approach, never a final solution, and should always seek to evolve into a long-term programme as soon as feasible.

It is normally possible to involve some representatives of the affected communities even in the planning for an emergency programme (especially in a refugee situation).

A long-term approach focuses on creating a sustainable national programme by developing capacity within local communities to encourage the population to take certain responsibility for the problem. This may be through awareness-raising activities or by seeking alternative solutions to support safer behaviour. An important characteristic is that the educational approach is largely guided by two-way communication models, such as community networks, interactive training, peer-to-peer activities, and so on.

Community liaison – where teams work on a longer-term basis in and with the communities to identify solutions to the ERW threat – should be an increasingly significant component of this approach.

### ***What factors will guide us in choosing the approach?***

The following are the issues that normally need to be clarified in order to decide on the programme set-up and the approach to choose:

#### **TIME**

- Is this an old problem, recent problem or a problem that will exist within the near future (i.e. an upcoming conflict)?
- Is there a limitation in the time available - for example to address a certain target audience before the conflict starts or before the population becomes displaced?

If time is limited or if the threat is something new to the population, an emergency approach is normally chosen initially. If, on the other hand, the population has been living with the problem for some time it is normal to start building a longer-term programme in close cooperation with the affected population.

## **POPULATION MOVEMENTS**

- Is the target audience resident in a certain area, nomadic or temporarily in a refugee camp?
- What is the risk of future or further displacement?
- When might displaced populations return to their normal habitat?
- Can the displaced population be reached before, during or only after returning?

## **ACCESS**

- Is there a limitation in access to the geographical area or to the population at risk?
- Does the political and/or security situation allow access to the area?

If there is no access to a population or a certain area the only possible way might be a warnings campaign comprising radio spots and air-dropped leaflets (ie an emergency approach).

## ***B Information requirements***

Information is required for tasks such as the needs and capacities assessment but also as part of ongoing activities such as field-testing (of activities, materials, methods etc.), reporting and monitoring.

Information gathering is central to an effective programme and should take place before (e.g. needs and capacity assessment, casualty data), during (e.g. casualty data, reporting, monitoring etc.) and following (e.g. evaluation) any risk education programme. Further, it should be conducted not only at national, but also at provincial/district and community levels (based on a representative sample of respondents and key informants).

### **The “needs and capacities assessment”**

The information to be collected before the programme is initiated is called the “needs and capacities assessment”, as it identifies who is typically at risk as well as when, where, why and how, and what resources are already

available to deal with it. A successful risk education programme is normally the result of a well-planned assessment.

Regardless of the reason for attention being given to the ERW threat, it is critical to try, as best one can, to assess the specific needs of the civilian population before launching into programme activities. Historically, this is the area in which programmes have most often gone awry, as it is very tempting to jump straight into programme activities, designing messages and materials “copy and pasted” from another programme in a totally different context.

The information to be collected by the needs and capacities assessment is summarised below and outlined in greater detail in Annex 5, including suggested methodologies for carrying out the assessment (*see also the extracts from the IMAS 08.50 on needs assessment and data collection in Annex 3*). It should comprise general contextual information on the country or region, the nature and extent of the problem, the at-risk populations, and the prevalent knowledge, attitudes, practices and beliefs of local communities. This information will help to ensure appropriate programme planning, and implementation of monitoring and evaluation.

The needs and capacities assessment is a step that must not be bypassed or ignored (although as we will see, in an emergency, it may be more limited in the data it can gather or even postponed). It should gather all relevant data to establish:

- general information on context (demography, geography, socio-economic situation, infrastructure, administrative structure)
- the scale of the problem (size, location),
- the population at risk (target audience),
- the prevalent knowledge, risk-taking behaviour, attitudes and beliefs (i.e. why do incidents occur – *see below the section on the KAPB survey and the model form for adaptation to the relevant context contained in Annex 6*),
- the impact on the community, and
- the best approach to use in tackling the problem.

Obviously, the better the quality of the data available, the better the result of the analysis (and thus the programme planning) is likely to be. All training and communication planning efforts require good quality information and proper analysis.

This means that time and effort will have to be spent on deciding exactly what data is needed for the analysis. If this is not done properly, valuable time and resources may be wasted without getting the information needed.

## BE AWARE!

***Casualty data gathering must be ongoing and needs to distinguish age and sex*** Data gathering must be an ongoing process throughout the life of the programme. To target activities correctly, data on victims must be collected so that it can be disaggregated according to both age and gender.

***Community involvement from the first step...*** Crucial to the gathering of credible and relevant data, as well as to making the conclusions on which to base programme decisions, is the need to work in close collaboration with the affected community. Ownership of the problem by the affected populations themselves is the best start for a programme seeking to find appropriate solutions and to ensure sustainability.

## Analysing and sharing the information

Following the needs and capacities assessment, all available information and data have to be analysed to determine the target audiences, how they should be reached and with what types of ERW warnings and awareness messages. This means:

- Information on the context to help determine the structure of the programme and available communication channels (literacy rates, media coverage and traditional methods for education are all critical items of contextual information);
- Information on the nature of the problem to identify what threats should be covered by the programme;

- Information on the extent of the threat and access to affected areas to guide decisions on size and scale of programmatic interventions as well as define logistical needs;
- Information on who is at risk to indicate who the programme should target; and
- Information on risky behaviour to help develop appropriate messages.

The result and recommendations of the needs and capacities assessment should be shared with other bodies and organisations involved in ERW warnings and risk education activities. This will ensure that the results from different assessments can be compared, possible shortfalls identified and that agencies fully coordinate their activities and thus avoid duplication.

Sharing the results with the affected communities will help verify that they are correct and pave the way for good cooperation. Sharing results with donors and the media will help mobilise funds and other useful resources.

The results might also be interesting for agencies not directly involved in ERW warnings and awareness programmes, but which could cooperate in a similar activity, such as HIV/AIDS awareness programmes or other public health education initiatives, as well as agencies or organisations distributing food or engaged in reconstruction programmes.

## ***C Programme planning***

A thorough needs assessment will go a long way towards ensuring that any programme is targeted towards the population most at risk, using a strategy that is both culturally appropriate and effective. Once information from the needs assessment has been analysed, programme planning can take place (to make the link with information analysis). This is the aim of the next stage in the programme cycle – the programme plan.

There are many options for how to prepare the plan and how it should look. Some donors, for instance, insist on a “logical framework analysis” (more commonly known as a logframe), which requires detail of opportunities, constraints and assumptions in relation to specific objectives. What is most important in planning risk education activities is the “who” – who is involved in the planning process.

Thus, an expatriate sitting in an office writing a plan is infinitely less desirable than a cooperative “team” process involving what are called the programme “stakeholders”. Although the term stakeholders has sometimes been debased in international development circles, it means all those who will be involved in implementing or supporting the programme as well as its intended beneficiaries – i.e. the impacted population.

A small but representative sample of affected communities can make a big difference to the effectiveness of your programme. It takes less effort than you might fear to ensure their active participation, but the rewards will be disproportionately high.

### **Setting programme objectives and indicators**

The first task in the planning process is to set the overall objectives for the programme and indicators that can be used to measure its success (through monitoring). Clear objectives are also useful when communicating to the media, donors and other implementing agencies.

An objective should describe what should be achieved based on a needs assessment that has been performed. Indicators should be determined for each one of the objectives and could be described as the question(s) to be asked to determine if a certain objective has been achieved.

#### **BE AWARE!**

A common indicator of success is to measure the reduction in incidents and victims. Although this is relevant it is vital to keep in mind that many other factors influence the number of incidents/victims. These include seasonal changes (i.e. the start of the ploughing season), refugee and IDP return, clearance activity, posting of warning signs, and the harsh reality of having friends and relatives injured by ERW. It is therefore important to be aware that the success cannot only be measured by a decrease in incidents and victims. Indeed, an increase does not necessarily mean that the programme has not been a success!

Objectives should be specific, not vague. One way to set useful objectives is to ensure that they are “SMART”:

Specific	Describing clearly what should be done,
Measurable	Enabling the possibility to determine if we have reached the objective,
Achievable	To ensure that the work can actually be carried out,
Relevant	Adapted to the present situation and context, and
Time bound	To show by what time things should be done.

Thus: *“To instil ERW-safe behaviour among refugees returning to province X in the six months through to January 2005” is to be preferred to the more general: “To reduce ERW accidents among the civilian population”*. Of course, the specific objectives will depend on the context.

### **Developing a programme strategy**

Once the programme objectives have been set, the analysis will then be turned into a detailed programme strategy consisting of two main parts: the Implementation phase and Evaluation and reorientation. Decisions will therefore have to be taken about:

- What are the different target audiences and why have they been chosen?
- What type of warnings and awareness messages need to be passed to the different target audiences?
- How should this information be passed to them (i.e. which activities and, where necessary, materials)?
- What type of reporting is needed to follow the progress of the programme?
- How will we monitor the ongoing activities?

In deciding on the strategy, consider:

- How do we ensure that the programme activities do not become an outside activity, but actually part of the daily life in the community?
- Can we take special steps in promoting sustainability in terms of the

involvement of authorities, as well as the affected community?

- What links will we establish with other actors to maximise effectiveness and ensure good coordination?

## **Developing a communication strategy**

A critical element in the overall programme strategy is the communication strategy. This typically requires input from communication experts (ideally local experts to ensure that cultural specificities are taken into consideration) – something that has been all too often lacking in risk education programmes.

A communication strategy demands understanding of who you are trying to target, the messages that you want to communicate and the best ways (media) to do this. But, as the GICHD has pointed out in its publication *Improving Communication in Mine Awareness Programmes*, there is no universally effective communication strategy: different communication processes and channels will reach different age and gender groups depending on the social, economic, political and geographical context and will have a different impact on achieving mine-safe behaviour. *What works in one place may not work in another.*

## **Determining the target audiences**

With the requisite information it is possible to establish a number of target audiences:

At-risk populations – those directly affected by the problem, living in or near the dangerous areas.

Community message bearers – people who can be used as formal or informal information carriers to the primary target audience (e.g. community leaders, school teachers, religious leaders). This group is made up of people who are seen as figures of authority in their local community or a means of passing on information (parents to children and vice versa, peer education, etc.).

National message bearers – that is, people not directly affected by the problem but who can either promote better warnings and awareness activities, particularly politicians, singers, famous athletes or footballers, or

people who can help spread programme messages such as newspaper editors, radio/TV people, etc.

Other key actors – for instance, NGOs and international organisations, with which cooperation can be developed to strengthen or complement programme activities.

### ***What is special about each target audience group?***

For each of the identified groups, a profile of their knowledge, attitudes, practices and beliefs must be set up. One should also look into socio-economic factors that might influence them as well as possible misconceptions about the ERW issues. For instance, do certain cultural, religious or other aspects influence the way messages have to be communicated?

### ***Determining the key messages***

Based on the needs assessment, the messages to be communicated should first be determined and then the precise text elaborated. The former is normally easier than the latter. If people involved are not well acquainted with mass communication it is advisable to get help from outside.

However, even if the planning team is well acquainted with communication techniques, be aware that the cultural differences might still make the ideas less suitable. Always consult colleagues from the region who possess the necessary knowledge of language and cultural differences.

Again, in the words of the GICHD: “The golden rule for every campaign is that there must be a positive message – people need to feel that they are able to take action and that by taking action they can improve their and their families’ lives. And, with [ERW] awareness, be careful – the wrong message can kill!

Good messages should do the following:

- Reinforce positive factors;
- Address misunderstandings and areas of deficient knowledge;
- Address attitudes;
- Give the benefits of behaviours being promoted;
- Urge specific action;

- State where to find the services being promoted;
- State where to find help, if needed; and
- Address barriers to action.”

When formulating the messages:

- Make sure the messages are relevant,
- Use words that attract the eye and are catchy (i.e. slogans, rhymes and wordplays all make it easier to remember the messages),
- Make sure the language used is simple (i.e. short words are better than long sentences and complicated words),
- Be aware of what is socially, culturally and religiously appropriate, and
- Avoid using dialect that could be misunderstood if the messages end up in the wrong location.

So don't say:

*“Explosive remnants of war can be hazardous or fatal and should be avoided. It is forbidden to move closer to them...”*

Say:

*“Military objects are dangerous and can kill you! Do not approach! Report any objects you find to the police.”*

### **Selecting the communication approach**

There are many communication approaches (“channels”) that can be used to transmit warnings and risk education messages. Each of the channels has advantages and disadvantages, but the general rule is that a mix of channels is best. Different methods may be chosen for different age and gender groups.

In an emergency situation mass media might be one of the few options available to reach out with information to a certain target audience, especially if access to the affected areas is limited or the population is moving.

A long-term programme should mainly rely on a community network. This network can be built from volunteers, someone officially appointed, a working committee or a combination of these. It is up to the community to decide what is most suitable and very often it will mean that different communities will choose different approaches. This is the key to sustainability and ownership even though it might create headaches for the body in charge of coordination of the activities.

The United Nations Children's Fund (UNICEF) has put the different communication approaches into four categories: interpersonal communication, "small" media, mass media and traditional media.

### **PERSON-TO-PERSON OR INTERPERSONAL COMMUNICATION**

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

Interpersonal communication, i.e. communication between people, is one of the most effective means of promoting behavioural change. When done well, it can provide highly relevant information with strong credibility, afford an opportunity to discuss sensitive or personal topics, and allow immediate feedback on ideas, messages and practices.

The limitations of interpersonal communication are that it is inherently time consuming, with a high cost per person/contact; it typically reaches only a small number of individuals; and it demands practical skills-training and support of field workers.

### **SMALL MEDIA**

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

The strengths of small media are that they can provide accurate, standardised information in a handy and re-usable form that can be used as visual aids in workshops, discussions and teaching. They attract attention and may be distributed to areas where the mass media do not reach. Most commonly, however, small media are used in isolation from other mine awareness activities and as a result have little meaning or impact with target audiences.

Research clearly shows that posters, brochures and flip charts have limited use and are seldom cost-effective or durable. They are expensive to produce and to distribute, have a short lifespan, and training is necessary for effective design and production.

Training is also usually needed in how to use them effectively. Although experience shows that the bulk of small media production remains in store rooms and is never distributed, communicators are often seduced by the “ease” of production and the possibility to control (“plan”) the communication. Too often they are used to illustrate that the programme is “doing something”.

### **BE AWARE!**

Posters may look good, but ... you need to be aware that it is the least effective medium of communication for development, particularly among the poor and those who have limited literacy skills.

If you must use them, posters, brochures and flip charts must have a specific purpose and be carefully integrated into communication activities. They may be designed to support a key message and to provide an ongoing reminder of that message. Or they may be designed to promote easier understanding of messages during interpersonal communication. As the cost of developing flip charts and other visual aids can be high, there is a tendency to develop a prototype that is used for a number of ethnic groups and situations. These need to be adapted to local situations if they are to be effective.

### **TRADITIONAL MEDIA**

Traditional media are performance arts that are used to illustrate and convey information in an entertaining way. Live performances can provide special opportunities for interaction between performers and audience.

They include drama, traditional forms of theatre, puppet shows, street theatre, storytelling, songs and dance. Traditional media are often artistic methods of communication passed down from generation to generation.

Travelling theatre groups have been used quite often in mine awareness programmes. When done well, theatre can be participatory and effective. In Kosovo, for instance, a former Red Cross mine awareness instructor, who was an actor by profession, successfully developed a version of Little Red Riding Hood (well known in the local culture), in cooperation with the Red Cross Mine Awareness Instructors, into a mine awareness play for children. On other occasions, however, there has been a tendency to turn to farce — making an explosion into a humorous event. Care and good judgement need to be exercised.

The strengths of traditional media are that they are entertaining and attract and hold people's attention. Traditional media put messages and situations in a familiar context, use local jargon and slang, employ local talent and get the community involved, and have the potential to be self-sustaining at low/no cost. They can be used to provide new information, new attitudes and to stimulate discussion of ERW risk reduction among families, friends and neighbours in the community.

But, like small media, traditional media reach a relatively small group and it is difficult to guarantee and monitor consistent accuracy of messages, especially across language and cultural divides.

## BE AWARE!

Select communication channels that are accessible and appropriate to programme participants. For example:

- Radio messages should be scheduled for those radio stations that programme participants actually listen to and at broadcast times when they actually listen.
- Print materials, even without text, should be used only for literate or semi-literate participants who are accustomed to learning through written and visual materials.
- Interpersonal communication should be provided by those who people respect and who have credibility.



*A participatory risk education play for children based around the story of Little Red Riding Hood*

## **MASS MEDIA**

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

### ***Broadcasting***

If you're going to use radio or TV to communicate risk education messages, remember these general rules:

- Keep it short and concise — don't confuse your audience with too much information;
- Use simple, straightforward language;
- Offer specific, practical advice;
- Organise the information clearly and logically; and
- Repeat the information.

If resources are limited, bear in mind it is much more likely that people will hear a few short spots rather than one 30 or 60 minute discussion programme on ERW. You may be able to get airtime for free; if not, consider providing equipment for a local radio or TV station to build their capacity.

Paying for media coverage should not be used in long-term approaches unless absolutely necessary. Media are part of society and should be encouraged to assume ownership of the national problem. An exception can, though, be made in an emergency situation.

## *Radio*

Radio may be the forgotten medium in most risk reduction programmes. Yet it reaches a wider audience than any other medium: there are an estimated 94 radios per 1,000 people in the least developed countries — ten times the number of televisions or copies of daily newspapers available.

Radio builds on oral traditions and programmes are cheap, quick and easy to make. Radio listening is often a group activity, which encourages discussion of educational issues after the broadcast. This is an important stage in the process of behaviour change.

On the other hand, radio is not usually appropriate for teaching practical new skills, nor is it appropriate in some cultures for sensitive messages. Some risk reduction information needs to be discussed and demonstrated. And some more sensitive issues might be best communicated using traditional media. To a large extent, this is a matter of common sense. But information that is given by visiting risk reduction teams, teachers in schools or in community workshops should be regularly reinforced by local radio, television or other media.

For emergency situations where the ERW warning and risk education organisation has no access to the affected area or the target population, the use of short wave radio stations might be the only possibility to reach the audience.

### **BE AWARE!**

Select communication channels that are accessible and appropriate to programme participants. For example:

- Radio messages should be scheduled for those radio stations that programme participants actually listen to and at broadcast times when they actually listen.
- Print materials, even without text, should be used only for literate or semi-literate participants who are accustomed to learning through written and visual materials.
- Interpersonal communication should be provided by those who people respect and who have credibility.

## **Designing methods and materials**

When designing materials and methods it is always advisable to involve the population at risk as much as possible. This will ensure that the methods and messages are appropriate, understandable, relevant and achievable in terms of behavioural change. A group or groups of the target audience can be consulted during the whole design process, by using discussions, brainstorming and to test the activities on the relevant age/gender groups.

For the production itself it is preferred to use local artists to write stories, draw animations and create slogans. They will know what communication approach normally works and ensure that the material looks familiar and at the same time has a design that is culturally, politically and religiously acceptable.

### ***Methods and materials from another context***

As already mentioned, it is often very tempting to adopt a curriculum, materials, methods etc. from another programme in a totally different context. This might seem right if the programme has been successful and the materials were duly tested, however it is not. The types of ordnance depicted, dangerous situations, and cultural communication approaches can be totally inappropriate.

One can however use methods and materials from different contexts as examples and ideas when designing the material. Regardless of the chosen way, the methods and materials will have to be properly field-tested to ensure effective communication (see below).

### ***Using models or images of explosive remnants of war***

Whether or not to use models or even FFE (free from explosive) items of ERW has been greatly debated over the years. Some will claim that it is crucial to understand what the threat looks like, but there is a danger that they run counter to the fundamental message “do not touch!” Monitoring of risk reduction sessions has shown that it is more effective to use images and thus we advise against using models.

Images should show ERW in situ, in their normal surrounding, rather than on a display (i.e. arranged photos). Here, consider using the technique of

first showing an overview photo of an area asking the audience if they can see the dangerous objects and later showing a close-up or the same image with all the dangerous objects marked with a red circle. This technique will enhance understanding that much of the time ERW can't be spotted. (This is especially relevant when talking about mines as they normally cannot be seen at all).



© Johan Sothberg, ICRC

*Distribution of leaflets – Iraq, April 2003*

## **Field-testing of messages and approach**

Regardless of who has been involved in deciding about the communication approaches, it is crucial to actually test them on the target audience for which they are intended before deciding finally that they are the right ones. This is done to ensure that we can verify that they are appropriate for the affected community and the target audience.

This naturally applies for both emergency and long-term planning situations, but it is obvious that in emergency situations it is sometimes not possible to do a full field-test. At those times it is at least advisable to check pictures and language with people of the same nationality and/or culture and to ensure that the information given is based on facts rather than beliefs that could later prove to be wrong. A wrong message is very often impossible to correct later and can create dangerous situations for the population that we strive to assist.

One example of this occurred in Kosovo when, at the beginning of the mine risk education programme, many organisations stressed the risk of booby-traps, without having any proof that such a threat existed (it was simply a “copy and paste” from the Bosnia and Herzegovina programmes). It was later shown that the problem was minimal, whereas the target audience remained worried about the danger of booby-traps for the life of the programme and probably still are...

Advice on how to field test materials and messages is included in Annex 5.

Once the printing starts...

When the field-testing is finalised, the relevant changes done and field-tested again it is time to complete the materials. If you are printing, even though the field test has been finalised it is advisable to print a smaller number (e.g. just enough for the first month or first target area of the programme). This way it will be possible to make further alterations once the material comes into wider circulation.

## ***D Programme implementation***

Once you've decided on your programme strategy it's time to get out and communicate. This requires dedicated and well-trained staff, but as programme manager you should take it upon yourself to be part of the overall communication effort.

### **Getting out and communicating**

Organising a simple, well-focused briefing for media and communications people in your location can be a very effective method of starting to get your messages across and in the longer term save you and your staff a lot of time, at the cost of only a few cups of coffee and some photocopying.

In two hours you can:

- Give them a quick overview of the ERW problem to be tackled and how this can be done.
- Ask them who they can reach and what materials they might need.
- Invite them to commit to doing certain specific tasks.
- Give them a simple "core" information kit on the major issues to be faced and the messages that need to be delivered.

### **Community liaison**

But to change attitudes and behaviours, materials distribution or/and lectures – which will mainly assist in raising the awareness and knowledge of the people through one-way communication strategy – are not sufficient:

it is also crucial to involve communities in the whole process. This is the community liaison component of the programme.

Community liaison is a means to involve affected communities in identifying the problems relating to, as well as discuss potential solutions to the mine/UXO threat so that communities' needs are responded to. The focus is on behaviour change, identifying risky behaviours and looking at alternatives.

Solutions can be:

- Information-based (e.g. more information is needed for each or for some of the target groups and activities will be organised to deliver this information),
- Technical (e.g. information collected from communities by risk education teams or volunteers will be provided to mine clearance organisations to enable them to better determine the needs of communities and to prioritise their resources. Similarly, staff implementing the programme can take detailed reports of any incidents, perceived dangerous areas, or objects of ERW found in the community. This information can then be shared with clearance and victim assistance organisations.), or
- Socio-economic (e.g. distribution of wood can be carried out in villages whose forests are mined and whose inhabitants are prompted to take risks in collecting wood. Wells can be drilled in safe areas and clearance agencies can be lobbied to clear areas that offer real social and economic benefits to the local community.)

These solutions will target both children and/or adults, depending on needs identified by each of the groups at-risk.

Working with children is generally easier than working with adults: children are usually motivated and show interest in learning and in carrying out new activities. Interactive methods (e.g. competitions, quizzes, theatre/puppet shows, drawings, games, safe playgrounds etc.) are essential to transfer messages of advice and information.

Children can also be used as a means to deliver the information to their peers or to adults through activities such as "child-to-child". It is also important to target parents, for example, or other adults (e.g. teachers) as they are a means to disseminate information to other adults and to children.



Working with adults, especially men, is more challenging as they generally think that they already know about the issue and safe behaviours to practice around ERW – but which in reality are not always proved to be safe. Interactive activities for adults (e.g. group discussions, community mapping, traditional media e.g. community theatre, story telling, songs, dance, sport and cultural events, exhibitions and so on) are also a means to get adults involved and to reduce the risks to communities.

*Distribution of leaflets – Iraq, April 2003*

## **Staff selection and training**

As mentioned, personnel carrying out risk education activities must be carefully selected. A number of options are usually available, but, whichever is chosen, the involvement of the authorities and affected communities are critical.

Field staff should normally be nationals from the affected country and be representative of the different ethnic groups, if any, so that language barriers can be overcome and cultural identity, religious beliefs and so on can be taken into consideration when implementing activities. Gender is a relevant factor and female trainers should be included.

The people involved can also be “community volunteers” from affected communities. They can receive incentives, although this has often proved difficult to sustain, but they must at least be reimbursed for the costs incurred in carrying out risk education (e.g. food, transportation). Experience has shown, however, that networks of paid volunteers give no sustainability when the payments have to stop, whereas non-paid community networks very quickly develop an ownership of the problem and will still act, and be seen, as the focal point for issues related to ERW even after formal organisational structures have left.

Many risk education programmes are implemented by a combination of both paid field officers and community volunteers, the field officers usually

being responsible for monitoring the work of the volunteers and organising regular meetings.

The following main points need to be considered when recruiting programme staff:

- Who to involve? Organisation staff members, community volunteers? Involvement of local associations of NGO? A combination of both?
- Number of personnel and volunteers needed? This will depend on among other things: the affected areas to cover; the size and types of groups to be targeted (i.e. teenagers, farmers, women?); access to those groups; time available to implement the programme (i.e. emergency programme?).
- Selection criteria for staff at management level (e.g. good communication skills, teaching background, good knowledge of rural areas, ability to manage a group of people, take initiatives and work independently).
- Identification of a national employee to continue managing the programme following adequate training if an expatriate is in charge at the beginning.

### ***Training***

Experienced risk education personnel should conduct the training. Training must focus not only on ERW issues i.e. types of ordnance, how they are made to explode, safe behaviour, etc. but also on how to implement and monitor risk education activities, e.g. field testing of materials, implementing activities for children, monitoring of activities targeting farmers, community liaison, etc.

Key points to think of when planning for training:

- Content – this depends on the result of the needs and capacities assessment and will vary according to groups at risk and their knowledge, attitudes, practice and beliefs.
- Duration – usually 10 days for risk education trainers (i.e. the programme manager and field officers). For community representatives, the training can vary from one to five days and usually involves continuing education through follow-up meetings and refresher training courses.

- Location and timing – At central level for field officers/trainers (in the office of an organisation, the mine action centre, or in a national administration office such as the Ministry of Education). This generally takes place before implementation.
  - At local level, for community representatives, before or during implementation (e.g. as part of community liaison activities).

An ideal training of risk education trainers would involve the development of the curriculum which will be used as a basis for risk education activities for each of the target groups. This would only be possible for risk education managers, field officers and sometimes volunteers providing they were involved in the needs and capacities assessment. This requires a well-thought-out planning process before the assessment takes place.

### BE AWARE!

Training is not a “one-off”, it should be ongoing throughout the implementation and evolution of the programme.

## Coordinating and cooperating with other actors

Coordination and cooperation should be seen as equally important components of a successful programme implementation, as the ultimate success of an awareness programme is not only dependent on the quality of the awareness work carried out, but also on other parallel, interacting and complementing activities.

Coordination must take place between the various actors involved in the programme activities, as well as with actors involved in EOD (Explosive Ordnance Disposal) and victim assistance activities, to ensure that there is a common approach in terms of messages communicated, the target audience and information collected. This includes avoiding overlapping or that a certain geographical area or target audience is missed altogether.

Coordination must also take place with other humanitarian actors and the major stakeholders (i.e. media, government, authorities, donors, etc.) where synergies could be sought through joint activities with e.g. assistance or reconstruction agencies.

One of the most fruitful forms of cooperation is where one actor does one part of the work and another complements with a second (or third) element. Thus, for example, a risk reduction team produces radio spots with warning messages, which are broadcast free of charge by the local radio station. At the same time, another actor distributes radios to areas where it is known that radios are less available.

## ***E Evaluation and reorientation***

During implementation of the programme, monitoring of activities – which should have been detailed at the planning stage of the programme cycle – must take place. Too often, monitoring is limited to counting the number of posters put up or T-shirts distributed. Although useful for organisational and budgetary purposes, it tells us nothing about the impact of a risk education programme. We're looking for evidence of behavioural change ("impact") not programme outputs.

### **BE AWARE!**

The number of posters printed or people "briefed" means nothing in terms of successful behavioural change. Monitoring should focus much more on how the community perceives the ERW threat and how that perception changes following, and, possibly, as a result of, a risk education programme.

In almost all cases, organisations or institutions have to report to the national mine action coordinating body (typically the mine action centre or MAC), whether this is under national control or within the auspices of the UN.

Reporting to national and local authorities is imperative to inform them on the progress of the programme, ensure their continued support and get their feedback on the relevance and usefulness of the programme. This is a way to involve them in the monitoring of the activities so that the programme can be reoriented or adapted if necessary. It is also a normal and required procedure when the programme involves key ministries and takes place within national structures e.g. Ministry of Education for school programmes.

## Evaluation

While monitoring is an ongoing process, aimed at following up on the programme's progress to redirect interventions when necessary, evaluation is carried out at a specific stage of the programme cycle to determine whether the overall programme objectives are being met.

Evaluations can be internal or external and will allow programmes to be continued, stopped or reoriented accordingly. Impact evaluation can also be conducted to determine whether risk education interventions have resulted in change of knowledge, attitude and behaviours of targeted groups and whether they have directly or indirectly contributed to a decrease (or increase!) of mines/UXO accidents.

Key points to address in any evaluation include:

- Who will carry out the evaluation i.e. managers, field officers or external consultant(s)? What will be the community volunteers' involvement?
- Specific training will be needed for staff participating in evaluation.
- When should the evaluation take place?



## 3 Roles and responsibilities: who should do what?

There are many different actors potentially involved in supporting or conducting ERW risk education at field level. Below we look at some of the main ones, notably the future States Parties to CCW Protocol V and other parties to a conflict falling under its scope, who will have moral as well as legal obligations to fulfil, the UN, including its relevant bodies and agencies, regional organisations, the ICRC, and other organisations such as NGOs and the GICHD.

### ***States Parties***

As we have seen, under Protocol V, States Parties have obligations to seek to protect civilians, the civilian population and civilian objects from the effects of explosive remnants of war. The obligation on States Parties includes the relevant ministries of affected countries (e.g. of education).

These obligations can be fulfilled by direct provision of warnings, notably by a State Party's armed forces, or by providing financial support to an organisation or body better placed to provide such warnings.

### ***Other parties to the conflict***

Similar obligations apply to other parties to a conflict (sometimes called non-State actors) falling under the scope of CCW Protocol V (i.e. parties to a conflict involving one or more State Parties). These armed groups may not have the financial, human or technical capacity to fulfil the requirements and aspirations of the Protocol. They can, however, offer unfettered and safe access to affected populations and cooperate in the implementation of a programme by an organisation or agency.

### ***The United Nations***

UN peacekeepers, under the control of the UN Department for Peacekeeping Operations (DPKO), have sometimes been involved in risk education activities (in Bosnia-Herzegovina and Kosovo, for example). Within the UN system, UNMAS – the Mine Action Service – is the focal point for all mine

and UXO-related activities. It is located within the DPKO in the UN Secretariat.

UNICEF – the Children’s Fund – has primary responsibility for risk education for all sections of the population, not just children. In this capacity, UNICEF supports programmes in nearly 30 countries and has completed the drafting of international standards for mine risk education within the context of the IMAS (International Mine Action Standards) issued by the UN.

In any given conflict, all three of these bodies may have an important role to play in supporting and/or coordinating risk education activities.

### ***Regional organisations***

A number of regional organisations, military and civilian, also have potential roles and responsibilities in providing or supporting risk education to at-risk communities. These include the European Commission, the North Atlantic Treaty Organization (NATO), the Organization of American States (OAS) and the Southern African Development Committee (SADC). Their precise involvement will of course depend on the context – geographical, military and political.

### ***The International Committee of the Red Cross***

The ICRC, whose mandate, given by the international community, is the protection of the victims of war, is one of the leading actors in mine/ERW awareness, with programmes in many countries worldwide. The ICRC always works in close collaboration with the national Red Cross or Red Crescent Society in the programme implementation.

Beside the mine/ERW awareness programmes (in ICRC normally referred to as Towards Safer Communities), the ICRC and the Red Cross/Red Crescent Societies provides assistance to victims, as well as promoting international humanitarian law through dialogue with authorities. Although not directly involved in clearance activities, the Red Cross movement will advocate for demining, and/or marking of dangerous areas, and through its community links speak for the local community in terms of socio-economic needs, with the aim of ensuring an effective prioritisation of clearance efforts.

The ICRC normally works in close collaboration with the clearance organisations. In the territory of Kosovo, for example, it made agreements for actual clearance work while in Lebanon and Iraq it provided mine-field marking materials to clearance teams – and in Nicaragua it provided ambulances to support the clearance operation.

The Red Cross movement's mine action work is guided by:

- Guidelines on RC/RC involvement in mine-clearance activities (1997), and
- Movement Strategy for Landmines (adopted by Council of Delegates in 1999).



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*Female deminer in Kosovo*

## ***Non-governmental and other organisations***

Humanitarian NGOs are organisations that are typified by their objectives – to promote development and to ease suffering around the world. To date, they have been among the major implementers of risk education programmes and some of the best innovators of new programme approaches. Indeed, their often close relationship with the community is an invaluable asset in any warnings and risk education programme.

### **International NGOs**

Several international NGOs that are specific to, or have a considerable involvement in, broader mine action, such as Danish Church Aid, the HALO Trust, Handicap International, Mines Advisory Group, Norwegian People's Aid and the Vietnam Veterans of America Foundation, also have a risk education component.

## **Local NGOs**

Many local or indigenous NGOs have also been involved in direct implementation of risk education activities, typically with the support of the UN and/or international NGOs.

## **The Geneva International Centre for Humanitarian Demining**

The GICHD is a Swiss-based organisation that provides operational and technical assistance in mine action, including risk education. It has an outreach component that can support training in risk education programmes upon request.

## **Commercial companies**

Increasingly, commercial companies are also involved in providing risk education, normally as part of a demining programme, but sometimes as a joint venture with an NGO.

## **Academic and research institutions**

Academic and research institutions have been playing an important role in surveys, analysis, training and developing methodologies and tools for information gathering. The Mine Action Information Centre at James Madison University, for example, has a useful online database ([www.hdic.maic.edu](http://www.hdic.maic.edu)), which includes discussion of lessons learned in mine action.

## ***Annex 1 Selected resources***

The Geneva International Centre for Humanitarian Demining

The Geneva International Centre for Humanitarian Demining (GICHD) has expertise on risk education, including the provision of training, within its Socio-Economic Section. For further information contact Eric Filippino (tel: + 41 22 906 1660; fax: + 41 22 906 1690; e-mail: [e.filippino@gichd.ch](mailto:e.filippino@gichd.ch)). It has published a guide to improving communication in mine risk education, available at: [www.gichd.ch](http://www.gichd.ch)

Handicap International

Handicap International France has developed a basic guide to planning and implementing mine risk education: *Mine Risk Education Guide*, Handicap International, Lyons, France, 2001. See Handicap International's website: [www.handicap-international.org](http://www.handicap-international.org)

IMSMA – The Information Management System for Mine Action

This is the UN's preferred database system for managing mine action information and is used by most of the mine action centres around the world. It has a module specifically for recording information related to risk education programmes.

The International Mine Action Standards

The International Mine Action Standards (IMAS), including the IMAS on mine risk education, are available online at: [www.mineactionstandards.org](http://www.mineactionstandards.org)

The International Committee of the Red Cross

The International Committee of the Red Cross (ICRC) has a specialist at its headquarters dealing with mine awareness. Contact the Communication Department (tel: + 41 22 730 6001). See also the ICRC website: [www.icrc.org](http://www.icrc.org)

The United Nations Children's Fund

The United Nations Children's Fund (UNICEF) is the UN focal point for mine risk education (MRE) and has developed the MRE standards for the IMAS. Contact UNICEF HQ in New York (tel: + 1 212 326 7000; e-mail: [landmines@unicef.org](mailto:landmines@unicef.org); website: [www.unicef.org](http://www.unicef.org)).

## ***Annex 2 Protocol V (extracts)***

*The High Contracting Parties,*

Recognising the serious post-conflict humanitarian problems caused by explosive remnants of war,

Conscious of the need to conclude a Protocol on post-conflict remedial measures of a generic nature in order to minimise the risks and effects of explosive remnants of war,

(...)

*Have agreed as follows:*

### Article 2 – Definitions

For the purpose of this Protocol,

- 1 Explosive ordnance means conventional munitions containing explosives, with the exception of mines, booby traps and other devices as defined in Protocol II of this Convention as amended on 3 May 1996.
- 2 Unexploded ordnance means explosive ordnance that has been primed, fused, armed, or otherwise prepared for use and used in an armed conflict. It may have been fired, dropped, launched or projected and should have exploded but failed to do so.
- 3 Abandoned explosive ordnance means explosive ordnance that has not been used during an armed conflict, that has been left behind or dumped by a party to an armed conflict, and which is no longer under control of the party that left it behind or dumped it. Abandoned explosive ordnance may or may not have been primed, fused, armed or otherwise prepared for use.
- 4 Explosive remnants of war means unexploded ordnance and abandoned explosive ordnance.
- 5 Existing explosive remnants of war means unexploded ordnance and abandoned explosive ordnance that existed prior to the entry into force of this Protocol for the High Contracting Party on whose territory it exists.

#### Article 4 – Recording, retaining and transmission of information

- 1 High Contracting Parties and parties to an armed conflict shall to the maximum extent possible and as far as practicable record and retain information on the use of explosive ordnance or abandonment of explosive ordnance, to facilitate the rapid marking and clearance, removal or destruction of explosive remnants of war, risk education and the provision of relevant information to the party in control of the territory and to civilian populations in that territory.
- 2 High Contracting Parties and parties to an armed conflict which have used or abandoned explosive ordnance which may have become explosive remnants of war shall, without delay after the cessation of active hostilities and as far as practicable, subject to these parties' legitimate security interests, make available such information to the party or parties in control of the affected area, bilaterally or through a mutually agreed third party including inter alia the United Nations or, upon request, to other relevant organisations which the party providing the information is satisfied are or will be undertaking risk education and the marking and clearance, removal or destruction of explosive remnants of war in the affected area.
- 3 In recording, retaining and transmitting such information, the High Contracting Parties should have regard to Part 1 of the Technical Annex.

#### Article 5 – Other precautions for the protection of the civilian population, individual civilians and civilian objects from the risks and effects of explosive remnants of war

- 1 High Contracting Parties and parties to an armed conflict shall take all feasible precautions in the territory under their control affected by explosive remnants of war to protect the civilian population, individual civilians and civilian objects from the risks and effects of explosive remnants of war. Feasible precautions are those precautions which are practicable or practicably possible, taking into account all circumstances ruling at the time, including humanitarian and military considerations. These precautions may include warnings, risk education to the civilian population, marking, fencing and monitoring of territory affected by explosive remnants of war, as set out in Part 2 of the Technical Annex.

## **Technical Annex to Protocol V**

### 2 Warnings, risk education, marking, fencing and monitoring

#### *Key terms*

- (a) Warnings are the punctual provision of cautionary information to the civilian population, intended to minimise risks caused by explosive remnants of war in affected territories.
- (b) Risk education to the civilian population should consist of risk education programmes to facilitate information exchange between affected communities, government authorities and humanitarian organisations so that affected communities are informed about the threat from explosive remnants of war. Risk education programmes are usually a long term activity.

#### *Best practice elements of warnings and risk education*

- (c) All programmes of warnings and risk education should, where possible, take into account prevailing national and international standards, including the International Mine Action Standards.
- (d) Warnings and risk education should be provided to the affected civilian population which comprises civilians living in or around areas containing explosive remnants of war and civilians who transit such areas.
- (e) Warnings should be given, as soon as possible, depending on the context and the information available. A risk education programme should replace a warnings programme as soon as possible. Warnings and risk education always should be provided to the affected communities at the earliest possible time.
- (f) Parties to a conflict should employ third parties such as international organisations and non-governmental organisations when they do not have the resources and skills to deliver efficient risk education.
- (g) Parties to a conflict should, if possible, provide additional resources for warnings and risk education. Such items might include: provision of logistical support, production of risk education materials, financial support and general cartographic information.

*Marking, fencing, and monitoring of an explosive remnants of war affected area*

- (h) When possible, at any time during the course of a conflict and thereafter, where explosive remnants of war exist the parties to a conflict should, at the earliest possible time and to the maximum extent possible, ensure that areas containing explosive remnants of war are marked, fenced and monitored so as to ensure the effective exclusion of civilians, in accordance with the following provisions.
- (i) Warning signs based on methods of marking recognised by the affected community should be utilised in the marking of suspected hazardous areas. Signs and other hazardous area boundary markers should as far as possible be visible, legible, durable and resistant to environmental effects and should clearly identify which side of the marked boundary is considered to be within the explosive remnants of war affected area and which side is considered to be safe.
- (j) An appropriate structure should be put in place with responsibility for the monitoring and maintenance of permanent and temporary marking systems, integrated with national and local risk education programmes.

### ***Annex 3 The International Mine Action Standards (adapted extracts)***

IMAS 07.11 – Guide for the management of mine risk education  
(edited extracts)

The development of international standards for mine risk education

In 1998, International Guidelines for Landmine and UXO Awareness Education were developed by UNICEF with the aim of providing an internationally agreed approach to planning, implementing, monitoring and evaluating mine risk education (previously referred to as “mine awareness”) programmes. At that time it was understood that these “Guidelines” would be subsequently reviewed to reflect developing mine action practices and norms.

Mine risk education (MRE) is one of the five components of mine action. The others are: demining, victim assistance, advocacy to stigmatise the use of landmines and support of a total ban on anti-personnel landmines, and stockpile destruction. The first two editions of the International Mine Action Standards (IMAS) did not include MRE-specific standards and guides. This guide and others in the MRE series addresses the particular needs of MRE, as an integral part of mine action.

As with all IMAS, the purpose of the MRE standards and guides is to improve the safety and the efficiency of mine action. As the MRE standards and guides require a strengthened link between mine action operators and the affected communities, they also assist to improve the effectiveness of mine action operations.

This Guide for the Management of MRE and the other IMAS standards for MRE have been developed from, and replace, the aforementioned 1998 UNICEF Guidelines. The MRE series of IMAS has been sponsored and developed by UNICEF in recognition of its role as focal point for MRE within the United Nations. Input has been received from national mine action authorities, UNICEF field offices, and other organisations and individuals involved in the implementation of mine action.

In this Guide and other related IMAS documents the term mine awareness has been replaced by mine risk education – the meaning and scope of the term MRE is explained in this Guide.

## The application of IMAS to mine risk education

The MRE series of IMAS have been developed to improve the quality of mine action programmes and to ensure that MRE can effectively meet the needs and priorities of the affected communities. They assist national mine action authorities to develop national standards and national standing operating procedures (SOPs) by establishing a frame of reference which can be used, or adapted for use, as a national standard. They also assist in the development of mine action organisations' SOPs.

The MRE standards and guides provide a common language, and recommend the formats and rules for handling data that enable the accurate and timely exchange of information. They also encourage national authorities to develop the tools and capacities to plan, implement, monitor and evaluate MRE within an integrated national mine action programme.

The MRE series of IMAS do not define the way in which MRE requirements are to be achieved in the field – that is covered in national and local SOPs, instructions and codes of practice. Guidance on the preparation of national and local SOPs for MRE, together with a portfolio of MRE tools and methods is given in the series Guidelines for Implementing MRE Programmes.

## Mine risk education

The term “mine risk education” (MRE) refers to educational activities which seek to reduce the risk of injury from mines and UXO by raising awareness and promoting behavioural change, including public information dissemination, education and training, and community mine action liaison.

MRE aims to ensure that communities are aware of the risks from mines, UXO and/or abandoned munitions and are encouraged to behave in a way which reduces the risk to people, property and the environment. The objective is to reduce the risk to a level where people can live safely; to recreate an environment where economic and social development can occur free from the constraints imposed by landmine contamination.

MRE has three components: public information dissemination, education and training, and community mine action liaison. They are complementary and mutually reinforcing. Descriptions of the three components are given below.

### ***Public information dissemination***

Public information in mine action refers to information which describes the mine and UXO situation, and is used primarily to inform and update a broad range of stakeholder groups, including populations at risk. Such information may focus on local risk reduction messages, or may address broader national issues such as complying with legislation, or to raise public support for the mine action programme.

Public information dissemination as part of MRE refers primarily to public information activities, which seek to reduce the risk of injury from mines and UXO by raising awareness of the risk to individuals and communities, and by promoting behavioural change. It is primarily a one-way form of communication transmitted through mass media, which may provide relevant information and advice in a cost-effective and timely manner.

Public information dissemination projects may be “stand alone” MRE projects that are implemented independently, and often in advance of other mine action activities. In an emergency post-conflict situation, due to time constraints and lack of accurate data, public information dissemination is often the most practical means of communicating safety information to reduce risk. Equally they may form part of a more comprehensive risk reduction strategy within a mine action programme, supporting community based MRE, demining or advocacy activities.

### ***Education and training***

The term “education and training” in MRE refers to all educational and training activities which seek to reduce the risk of injury from mines, UXO and/or abandoned munitions, by raising awareness of the threat to individuals and communities, and promoting behavioural change. Education and training is a two-way process, which involves the imparting and acquiring of knowledge, attitude and practice through teaching and learning.

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

workers and the incorporation of landmine safety messages in regular occupational health and safety practices.

### ***Community mine action liaison***

Community mine action liaison refers to the system and processes used to exchange information between national authorities, mine action organisations and communities on the presence of mines, UXO and abandoned munitions, and of their potential risk. It enables communities to be informed when a demining activity is planned to take place, the nature and duration of the task, and the exact locations of areas that have been marked or cleared.

Furthermore it enables communities to inform local authorities and mine action organisations on the location, extent and impact of contaminated areas. This information can greatly assist the planning of follow on mine action activities such as technical survey, marking and clearance, and if necessary the provision of assistance to landmine survivors. Community mine action liaison creates a vital reporting link to the programme planning staff, and enables the development of appropriate and localised risk reduction strategies. Community mine action liaison aims to ensure that mine action projects address community needs and priorities.

Community mine action liaison should be carried out by all organisations conducting mine action operations. These may be MRE-specific organisations, or MRE individuals and/or “sub-units” within a mine action organisation.

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

### **IMAS 07.41 – Monitoring of mine risk education programmes and projects (edited extracts)**

Monitoring is a process of tracking or measuring progress towards the objectives of programmes and projects. In the case of mine risk education

(MRE) programmes and projects, it includes the following:

- Internal monitoring of systems and operational procedures in relation to the implementation plan for the project.
- External monitoring of organisations to ensure that they are consistent with the terms of accreditation; and
- Monitoring change in the mine and unexploded ordnance (UXO) threat and the environment (i.e. changes to initial assumptions regarding target groups, the mine/UXO threat or the broader country context, such as the security situation).

Monitoring should be conducted both internally by the MRE implementing organisation and externally by or on behalf of the national mine action authority. External monitoring should complement (not replace) the MRE organisation's own internal quality management processes.

Internal and external monitoring and the monitoring of change should be an ongoing process. Monitoring is essential for evaluation to take place.

The development of monitoring systems should be guided by the following principles:

- Monitoring systems should be kept simple to be sustainable;
- Data collection should be focused on those activities and aspects of the project that may have an impact on achieving its objectives; and
- In order to be useful, data collection and analysis should feed into decision-making events, such as management meetings, periodic reviews, programme and funding cycles, and national events outside the context of the project.

To ensure that monitoring continues throughout the MRE project cycle, adequate resources should be given for monitoring at the inception of all MRE projects. The monitoring plan should be developed during the planning phase.

Monitoring should lead to action, and recommendations arising from monitoring activities should be used to revise and plan activities to improve performance in the short term and influence the impact of the project in the longer term.

## IMAS 08.50 – Data collection and needs assessment for mine risk education (edited extracts)

An essential part of any mine risk education (MRE) programme or project is the needs assessment and the development of a data collection system, which allows an MRE organisation to plan, implement, monitor and evaluate its activities.

Although the needs assessment should precede the planning and implementation of an MRE programme or project, it is not a one-off activity but an ongoing task to review the different needs, vulnerabilities and expectations of the affected communities.

This standard should be read in conjunction with IMAS 08.10 (General Mine Action Assessment).

### *The purpose of the needs assessment*

The purpose of a needs assessment in MRE is to identify, analyse and prioritise the local mine and unexploded ordnance (UXO) risks, to assess the capacities and vulnerabilities of the communities, and to evaluate the options for conducting MRE.

The needs assessment should take account of both primary and secondary information. Primary information involves data collected directly at the community level. Secondary information involves data derived from other sources, for example from the mine action database or other institutional and governmental sources.

### *Ethics of data collection*

The following basic principles should apply during data collection:

- a) When data is collected from secondary sources, the original source should be fully referenced as the owner of the data;
- b) Where information is given in confidence the wishes of the respondent/data provider should be respected;
- c) Interviewers should be careful not to raise the expectations of the target communities through their data collection activities by inadvertently implying mine action will commence immediately;

- d) Care should be taken not to “over-survey” communities, i.e. visit communities which have previously been visited by mine action organisations and ask similar questions; and
- e) Interviewers should conform to basic ethics for conducting interviews, such as being polite, respectful and non-intrusive.

### *Data to be collected*

The data collection and needs assessment provides the foundations upon which the plan can be developed. The data collected will allow the following to be determined:

- a) Target groups (by collecting data on who is injured, who is taking risks, and who is affected by mines and UXO);
- b) Areas of work (by collecting data on where people are injured, where is the threat, etc);
- c) Messages (and subsequently the activities) according to target groups (by assessing how people are injured and how they take risks);
- d) Approaches and methodologies likely to induce behavioural change;
- e) Channels of communication and the way the target groups communicate and learn;
- f) Institutional arrangement and partnerships for providing MRE messages and an emergency response;
- g) Resources available and their allocation; and
- h) Timeframe for the project (by collecting data on the nature and size of the mine/UXO problem, and estimated timeframe for removing the impact).

Assessment should be objective and free of bias. The process of data collection and analysis should be transparent.

## IMAS 12.20 – Implementation of mine risk education programmes and projects (edited extracts)

The term “mine risk education” (MRE) refers to educational activities which seek to reduce the risk of injury from mines/UXO by raising awareness and promoting behavioural change; including public information dissemination, education and training, and community mine action liaison.

The term “MRE organisation” refers to any organisation, including governmental, non-governmental, civil society organisations (e.g. women’s union, youth union, red cross and red crescent societies), commercial entities and military personnel (including peace-keeping forces), which is responsible for implementing MRE projects or tasks. The MRE organisation may be a prime contractor, subcontractor, consultant or agent.

The term “national mine action authority or authorities” refers to the government department(s), organisation(s) or institution(s) in each mine-affected country charged with the regulation, management and co-ordination of mine action. In most cases the national mine action centre (MAC) or its equivalent will act as, or on behalf of, the national mine action authority. In certain situations and at certain times it may be necessary and appropriate for the UN, or some other recognised international body, to assume some or all of the responsibilities, and fulfil some or all of the functions, of a national mine action authority. In such cases the UN should provide appropriate technical support including suitably qualified personnel, experienced in MRE.

### ***Project implementation***

The successful implementation of an MRE project depends on the proper application of MRE tools and methods, revised as necessary to reflect changing needs, and based on feedback from the monitoring and evaluation of MRE projects.

The implementation of MRE should be conducted in close cooperation with the implementation of other mine action activities, and mine action organisations should share information with nearby activities.

MRE activities, messages and methodologies should be piloted or pre-tested with a representative group among the target population prior to full scale project implementation.

## ***Public information dissemination***

Public information dissemination as part of MRE refers primarily to public information activities, which seek to reduce the risk of injury from mines and UXO by raising awareness of the risk to individuals and communities, and by promoting behavioural change. It is primarily a one-way form of communication transmitted through mass media, which may provide relevant information and advice in a cost-effective and timely manner.

Public information dissemination projects may be “stand alone” MRE projects that are implemented independently, and often in advance of other mine action activities. In an emergency post-conflict situation, due to time constraints and lack of accurate data, public information dissemination is often the most practical means of communicating safety information to reduce risk. Equally they may form part of a more comprehensive risk reduction strategy within a mine action programme, supporting community based MRE, demining or advocacy activities.

The needs assessment and planning phases should have identified access to mass media and patterns of radio listening, TV viewing and reading behaviour of the target groups. These may vary significantly between various groups and geographical areas, and the implementation of public information activities should recognise these differences. In addition to using the mass media, public information may also be disseminated via “small media”, such as posters and leaflets. Such media may be disseminated to areas with reduced access to mass media or as a support to mass media approaches. Posters and leaflets have limited value alone and should always be used in support of a wider MRE project.

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

## IMAS 14.20 – Evaluation of mine risk education programmes and projects (edited extracts)

The purpose of evaluation may include:

- a) improvement of the programme or project being evaluated;
- b) generating knowledge and learning for wider application (lessons learned and missed opportunities); and
- c) making project results transparent and accountable.

More specifically, in the case of MRE, evaluation of mine risk education (MRE) programmes and projects should be measured against the objectives stated in the original MRE project document and may include:

- a) reflecting on the rate of accidents;
- b) measuring the acquisition of knowledge, attitudes, practices, behavioural change, reduction in risk and reduction of accidents in the target communities which have resulted from MRE activities;
- c) assessing the impact of using specific MRE methods and tools; and
- d) identifying the extent to which the target communities' MRE needs and expectations have been addressed by the project.

Five specific evaluation criteria should be used: relevance, effectiveness, efficiency, impact and sustainability.

An evaluation will normally review and revisit the needs and information gathered during data collection and needs assessment, review the objectives and indicators defined during planning and assess MRE outputs confirmed through monitoring.

### ***Issues to be evaluated***

**Stakeholder involvement:** An evaluation should assess the degree to which the programme stakeholders (mine-affected communities, mine action organisations, governments and public institutions, aid agencies and community groups) were engaged in it.

**Coordination:** An evaluation should assess the degree to which the MRE

project was coordinated. Similarly, the presentation and outreach of the findings and recommendations of the project evaluation should be well coordinated.

**Integration:** MRE activities should be fully integrated with the other mine action, humanitarian and development activities to achieve a synergistic effect. An evaluation should assess the degree to which the MRE project was integrated with other activities.

**Community participation and empowerment:** The affected communities should be actively involved in the evaluation and communities that have been involved in the evaluation process should be given feedback on the results of the evaluation.

**Information management and exchange:** An evaluation should assess the quality of the information gathered, the way it has been analysed and its use and appropriateness for project planning and impact measurement in different phases of the project. It should also assess whether the exchange of information between affected communities and mine action organisations has been efficient and effective in the community mine action liaison process.

**Appropriate targeting:** An evaluation should assess whether appropriate targeting has been achieved and maintained by the MRE project, and it should assess the impact of the project on the target groups. In particular, the evaluation should include the views and recommendations of the target groups and should assess the selection of target groups and the process of selection.

**Education:** Where applicable, the evaluation should consider the quality of educational methodology and materials. This may include examining messages, training and curricula components.

**Training:** The competency of MRE staff and the effectiveness of the staff training programme may be assessed as part of the evaluation. In addition, evaluation staff who are likely to be exposed to mine and UXO hazards shall undergo landmine safety training.

## ***Annex 4 Information required for a needs assessment***

### **Who should do the assessment?**

The necessary information can be gathered by specially-trained staff from the programme or by sub-contracting research expertise (e.g. from a market research company, university, polling or media agency, or organisations or agencies working in a particular area). The best option is normally a mix as the final results will have to be analysed by people with a good knowledge of warnings and awareness programmes, as well as the overall issues of ERW.

In any case, a needs assessment must be carried out by experienced staff who, preferably, also have a basic knowledge of ERW risk education programmes. If the staff involved lack familiarity with appropriate assessment techniques, the results could easily be biased or misinterpreted and valuable data could be lost simply because of insufficient competence.

### **How should it be done?**

There are many different methods that can be used to carry out a needs assessment, but are generally categorised as either quantitative or qualitative. A mix of both is typically the most desirable, but is obviously dependent on time, expertise and funding.

#### ***Quantitative assessment***

A quantitative assessment typically uses a survey questionnaire which allows the results to be presented in quantitative terms, for example in percentages, ratios, graphs, etc. The same survey can later in the programme be used as a monitoring or evaluation tool, with the advantage that it is possible to compare and thus track changes in the knowledge, perception and situation from the baseline survey.

One common form of quantitative study (which also provides qualitative information) is the KAPB (Knowledge, Attitude, Practice and Beliefs) survey. It is a questionnaire designed for a specific context to clarify given issues. A model form for adaptation is included in Annex 7.

To be reasonably accurate, a KAPB survey will need to be carried out on a significant population sample, typically on a random sample of people, in

order to obtain a statistically acceptable result. This means a lot of data will be generated, so the simpler the questions (and answer options) the easier the analysis. (See below the section on monitoring and evaluation.)

Different types of questions can be used:

- Multiple choice questions, where it is important to pre-test answers to ensure that the majority of the likely answers exist among the alternatives.
- Close-ended questions, which can only result in “yes” or “no” answers.
- Open-ended questions, where the person can answer freely. It is important not to have too many of these kinds of question and to ensure that it is easy to answer this question in a fairly short manner – or else analysis will be extremely time consuming.

Other types of quantitative information can come from:

- Authorities/ministries, for example as regards victim data or statistics on how many children (of certain ages) actually attend school, literacy in different age, gender and geographical areas.
- Media as regards information on geographical areas covered by a certain media, as well as listening, viewing and reading figures.
- Other organisations working in the same or in the more general humanitarian/development field, including activities conducted, communities visited, etc.

### ***Qualitative assessment***

This method is about recording views, perceptions, thoughts and feelings in a wider way than the direct questions and is carried out in a discussion either with individuals, or in groups. This method is not as easy to get clear results from as it is largely a matter of interpretation by the facilitator or analysis team.

It is also not possible to really quantify the information, but the great advantage is that it gives the possibility to have the participants talking freely rather than asking pre-set questions. The method is also a good tool when designing the questions for a quantitative survey, as it will highlight not only answers thought of by the researcher, but all the possible answers from the potential target audience.

Information can be gathered in group discussions, workshops, forum discussions, focus group discussions, among others. Any facilitator must be well prepared, should know the ERW issue relatively well and have the ability to listen, direct the discussion, record the outcome and draw relevant conclusions.

*And don't forget to pre-test the methods to be used...*

Whatever method(s) is/are used they need to be pre-tested to ensure that they are appropriate and that the questions are easily understandable to the people taking part in the assessment. Apart from this, an open mind is important to ensure that valuable data is not lost just because a certain scenario "seems" unlikely.

### **What information should be gathered?**

The basic questions to be answered in all contexts are:

#### ***What is the context for ERW warnings and risk education?***

- What is the demography of the country (ethnic make-up, age spread, concentration of population, size of communities)?
- What is the geography of the country (mountainous, flat)?
- What is the socio-economic situation (prevailing religions, subsistence agriculture, industrial, barter economy, etc.)?
- What is the state of infrastructure (asphalt roads, railway system, electricity, safe drinking water, etc.)?
- What is the administrative structure of the country? Is there a parallel religious authority?
- What type of communication would best be used to give this target audience the warnings and awareness messages and how would it need to be designed to be credible and comprehensible to the group?
- Is the population literate and what level of schooling do they typically have?

### ***What is the nature and extent of the problem?***

Find out what is injuring or killing people. As most people do not know the difference between various types of ERW, one useful method is to ask people to draw and describe (i.e. shape, size, colour) what they talk about and then use photos to verify what it could be.

With this combination of information it can sometimes be found that the population perceive the problem to be of one kind whereas the problem is actually different. (This is sometimes due to language issues - e.g. in some contexts everything that explodes will be referred to as a bomb regardless if it is a mine, abandoned ammunition or direct shelling of an area).

#### **BE AWARE!**

For the layman, most military munitions are simply lumped together under the term "mine" or "bomb".

And although unexploded artillery shells dominate the threat in one part of the country, other areas might be affected by different types of ordnance, such as cluster munitions

Apart from discussing with the population directly, it is important to interview victims or relatives of victims to find out where accidents occurred. This will help to determine where MRE activities should be conducted. This information can sometimes also be found with the ICRC – International Committee of the Red Cross or WHO – World Health Organization.

- What is the geographical area of the problem?
- Does the population have access to the affected area?
- Does the MRE staff has access to the affected areas?
- What kind of terrain is there?
- Are different types of ERW causing problems in different areas?
- Is there a difference between rural and urban areas?
- Are there areas perceived to be dangerous that is actually without any threat altogether?

### ***Who is at risk?***

This will help to define the target population:

- Who is normally moving in the affected area?
- Is it adults or children, men or women?
- Are there certain groups carrying out activities in the area (e.g. shepherds, mountaineers, hunters, fishermen, firewood collectors etc.)?
- What are the age, gender, living area and occupation of the people that get injured or killed?

Again healthcare facilities, or international agencies working with victim assistance, will be a major source of information, as will people who have already been involved in an ERW incident.

### ***What is the risky behaviour?***

This information will help to determine the messages to be communicated. Examples of questions to be answered are the following:

- What does the population know/believe about the mine/ERW problem?
- What were the injured or killed people doing at the time of the incident?
- Was the area commonly known to be dangerous?
- Did the involved persons know about the danger?
- Had they received any warning or risk education?
- Was the area marked as dangerous?
- Had there been incidents there earlier?
- Was the behaviour a result of ignorance, social pressure or economical pressure?

We tend to talk of different categories of risk-taking behaviour. The Geneva International Centre for Humanitarian Demining (GICHD) came up with the following four categories:

- The Unaware (the victim doesn't know about the danger of mines or UXO);

- The Uninformed (the victim knows about mines but doesn't know about safe behaviour);
- The Reckless (the victim knows about mine-safe behaviour but ignores it);  
and
- The Intentional (the victim has no option but to intentionally adopt unsafe behaviour).

Arguably, there is also a fifth category: The Misinformed. This is where an organisation or agency gives incorrect information about the risk or safe behaviour. There have been reports, for instance, that one organisation operating in a country affected by ERW instructed children to put "don't touch" stickers on unexploded bombs. This could have cost lives. Similarly, ex-military figures sometimes believe they know all about weaponry by virtue of having been soldiers. This has proved tragically incorrect on many occasions.

## ***Annex 5***

### ***Advice on how to field test materials and messages***

#### **What do we have to find out?**

- Does the intended target audience understand the messages?
- Do they like the material design (i.e. quality, material, approach chosen etc.)?
- Are the messages socially, culturally and religiously acceptable?
- Are the messages and advices possible to turn into a changed behaviour in daily life?
- Are they simply relevant to the target audience?
- Do we need to make changes to the messages and designs to better suit the target audience (i.e. comprehension, cultural acceptability, clarity etc.)?

#### **How should it be done?**

There are many different techniques that can be used, such as group or individual discussions, seminars or workshops.

Distribute material and get spontaneous reactions and probed reactions. This can be combined with questionnaires to see what the participants learned.

Or give a small questionnaire to participants, followed by a programme activity and then the same questionnaire again to see if the messages were understood.

Make sure to check material and approaches designed for children with parents and teachers, but take into account the different perceptions before changes are made.

In some contexts it is crucial to test messages and mass media items on the responsible authority (i.e. Ministry of Education, Information, Interior or Defence).

## BE AWARE!

The test needs to be performed on the intended target audience. To simply ask people of the same nationality/culture, but in a different area or to do the test in an urban area when intended for a rural area is not acceptable.

The national mine action centre very often has, as a requirement for the accreditation process, the rule that material and messages need to be approved prior to programme implementation to ensure a coherent approach in the country.

### Who should do it?

Testing should be carried out by staff with a good knowledge of ERW warnings and risk reduction programme activities and a thorough understanding in the field-testing process to ensure that the results are not biased and that results are correctly interpreted. The relevant staff should be trained in carrying out field-testing.

### An example of a field test for printed material

The field test should be done as soon as there is a draft version of the printed matter. It can be done with a first test print or simply by colour printer copies in the right size. If colour printer copies are used be aware that the quality of print and paper might differ in the final version.

- 1 Make a decision on roughly how many persons should be included in the testing: number of adults v. children (different ages, gender), urban v. rural areas, affected v. non-affected, resident v. non-resident population, etc.

The selection will depend on the planned target for the publication. Remember that it could be relevant to include persons into the test that is not necessarily the primary target for the information, to establish that they do not get confused should they get hold of a copy (e.g. adults/teachers should be tested on children's material to know their opinion).

- 2 Give the publication to one person at a time and give him/her plenty of time to study the publication. It is important that the testing is done with individuals rather than groups of people as one will get more details on

possible shortfalls in the comprehensiveness and interpretation of the messages by individual testing. (This could also be complemented by group discussions of people that have been individually involved.)

Children that are waiting to be interviewed should not hear the questions and answers when they are given to the child questioned before him/her, as they have a tendency to repeat answers should they not have their own opinion.

- 3 Give a number of questions to establish what the person thinks of the publication, did they understand the message, do they know what is shown in the pictures, can they describe a correct reaction if encountering ERW, can they draw/describe a dangerous object/warning sign, etc.

Design the questions so that the person cannot answer yes or no (i.e. open-ended questions). Yes/No or Good/Bad are not sufficient answers, we need an opinion. Therefore it is important to probe for answers. When the answer is not full – just simply reformulate the previous question to encourage the respondent to re-phrase the answer.

- 4 The answers should be written down as it is said, without any interpretation (or possibly recorded on a tape recorder). This way one can sit down at a later stage to interpret and analyse the answers to see possible differences, shortfalls, room for improvement etc.
- 5 Draw a summary report with the main findings. If there are changes to be done, the field-testing process will have to be redone to see that the new adapted version is also acceptable. Redo the process until the field-test results show satisfactory results.

## ***Annex 6 A model KAPB survey***

The following survey is adapted with thanks from a KAPB survey developed in Eritrea.

### **INDIVIDUAL QUESTIONNAIRE KAPB on explosive remnants of war**

Interviewer name \_\_\_\_\_ Date \_\_\_\_\_

Organisation \_\_\_\_\_

Location/village \_\_\_\_\_ Sub-zone \_\_\_\_\_

Zone \_\_\_\_\_

Introduce yourself to the interviewee and explain: who you are, for which organisation you work, purposes of this interview.

First of all, you ask some information about the person you are going to interview. Explain that all information is confidential, and that his/her name will not be asked.

Age \_\_\_\_\_ Sex  M  F \_\_\_\_\_

Occupation \_\_\_\_\_

Education level \_\_\_\_\_

Start now the questionnaire. Use the instructions in italic to complete it. Whenever there is a  , tick the appropriate answer.

1 Have you ever heard about mines or unexploded ordnance?

Yes  No

If you have, can you describe them?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

2 What can mines and unexploded ordnance do?

**(Do not read answers; tick what the person mentions)**

- |                                   |                                     |
|-----------------------------------|-------------------------------------|
| <input type="checkbox"/> Kill you | <input type="checkbox"/> Maim you   |
| <input type="checkbox"/> Nothing  | <input type="checkbox"/> Don't know |

Other (specify) \_\_\_\_\_

3 Where are mines and unexploded ordnance most likely to be?

- |   |  |
|---|--|
| <input type="checkbox"/> Trenches       | <input type="checkbox"/> Abandoned houses  |
| <input type="checkbox"/> Military posts | <input type="checkbox"/> Destroyed bridges |
| <input type="checkbox"/> Riverbanks     | <input type="checkbox"/> Water points      |
| <input type="checkbox"/> I don't know   |  |

Others (specify) \_\_\_\_\_

4 How are places where there are mines and UXO marked?

**(Wait for the response and tick the mentioned one. DO NOT READ OPTIONS!)**

- |  |   |
|--|---|
| <input type="checkbox"/> Warning sign    | <input type="checkbox"/> Red flag             |
| <input type="checkbox"/> Cans            | <input type="checkbox"/> Crossed sticks       |
| <input type="checkbox"/> Piles of stones | <input type="checkbox"/> Skull and crossbones |
| <input type="checkbox"/> Painted stones  |   |

Others (specify) \_\_\_\_\_

5 What would you do if you see a mine and you were in a safe place?

**(Wait for the response and tick the mentioned one. DO NOT READ OPTIONS!)**

- Run away/go back
- Continue on my way
- Go and tell a friend/neighbours
- Go and tell the local authorities (police, army)
- Mark the spot in some way
- Take the mine/UXO to authorities/police
- Take the mine/UXO home
- Don't know

Other (specify) \_\_\_\_\_

6 What would you do if you think you are in a minefield?

***(Wait for the response and tick the mentioned one. DO NOT READ OPTIONS!)***

- Stop, stand still and shout for help
- Go to a safe area
- Retrace my steps carefully
- Don't know

Others (specify) \_\_\_\_\_

7 If you saw a friend or family member lying injured in a minefield, what would you do?

***(Do not read answers; tick what the person mentions)***

- Run to their assistance
- Run away
- Get an expert/deminer
- Don't know

Others (specify) \_\_\_\_\_

8 What makes a mine/UXO explode?

***(Do not read answers; tick what the person mentions)***

- |   |  |
|---|--|
| <input type="checkbox"/> Tampering with it    | <input type="checkbox"/> Throwing things at the mine |
| <input type="checkbox"/> Fire                 | <input type="checkbox"/> Pressure of foot            |
| <input type="checkbox"/> Movement of the mine | <input type="checkbox"/> Pulling a wire              |
| <input type="checkbox"/> Don't know           |  |

Others (specify) \_\_\_\_\_

9 How can you avoid a mine/UXO accident?

***(Do not read answers; tick what the person mentions)***

- Walking on known/used paths
- Asking locals about dangerous areas
- Keep away from suspicious/marked areas
- Don't know

Others (specify) \_\_\_\_\_

10 Why do people risk going into dangerous areas?

***(Do not read answers; tick what the person mentions)***

- Farming
- Grazing cattle
- Fetching water
- Collecting firewood
- Hunting
- Don't know

Others (specify) \_\_\_\_\_

*The questionnaire is now finished.*

*Thank the interviewee for his/her time and patience before moving on.*





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