



Tackling Poverty in Conflict-Affected Contexts: Linking Development, Security and the Remnants of Conflict

3-6 November 2008
Hue, Vietnam

Summary Report

The objectives of this workshop were to:

- Strengthen coordination between humanitarian/development and mine action organisations
- Discuss practical examples of how mine action activities (eg survivor assistance, clearance, mine risk education (MRE)) can be integrated into humanitarian and development programmes
- Share and document good practice and lessons learned

The following is a brief synthesis of the main experiences, lessons learnt and recommendations.

Reducing vulnerability in conflict-affected communities

Session purpose: examine how landmines and other remnants of conflict exacerbate vulnerability and undermine development, and discuss options for reducing vulnerability.

Katleen Maes (Handicap International-Belgium) discussed the impact of explosive remnants of war (ERW) during air strikes, humanitarian emergencies and in the longer term as countries struggle with post-conflict recovery and development. Returning IDPs, refugees and those living in contaminated communities are among those most affected. Victims are typically men and boys, injured while carrying out livelihood activities, such as farming and shepherding. Specific recommendations for mitigating the impact include:

- Undertake swift clearance and risk education
- Disseminate information to humanitarian and development agencies about the contamination problem and the mine action services available
- Link mine action programmes to emergency resettlement and reconstruction programs
- Reinforce risk education by providing economic alternatives to contaminated communities
- Improve community infrastructure (public health, access to water, land, services)
- Integrate people with disabilities in micro-credit schemes, inclusive education, medical services, etc

http://www.gichd.org/fileadmin/pdf/ma_development/practitioners-network/wk-nov2008/LMAD-Wk-HI-3-Nov2008.pdf

Hugh Hosman

(Handicap International-Belgium) used mine/ERW contamination maps to illustrate the wide-ranging impact of mines/ERW (including cluster munitions) in Southeast Asia. He emphasised the need for improved coordination and information sharing between development and mine action actors to avoid duplication and overlap and conserve increasingly scarce donor funding.

http://www.gichd.org/fileadmin/pdf/ma_development/practitioners-network/wk-nov2008/LMAD-Wk-HI-1-Nov2008.pdf

Tom Gillhespy (previously with Norwegian Peoples Aid (NPA) Sri Lanka) discussed the role of mine action following the 2002 ceasefire and the 2004 Tsunami. When NPA first started working in Sri Lanka, clearance was not linked to follow on development support. This was the result of poor assessment and prioritisation by mine action organisations, and poor links with development organisations. NPA used Task Impact Assessment (TIA), a monitoring and evaluation (post-clearance assessment) tool to work with affected communities to better identify the impact of contamination and prioritise areas for clearance. TIA provided NPA with a better understanding of wider developmental challenges. In response to the Tsunami, mine action organisations were able to provide logistical support to the large-scale emergency response. Coordination and information-sharing improved considerably after the Tsunami.

http://www.gichd.org/fileadmin/pdf/ma_development/practitioners-network/wk-nov2008/LMAD-Wk-Gillhespy-Nov2008.pdf

Integrating mine action into development programming: Key approaches and lessons learned

Session purpose: discuss how humanitarian and development NGOs can integrate mine action and armed violence reduction activities into their programming.

Anna Miller (Canadian Physicians for Aid and Relief (CPAR)) shared practical examples of how MRE and survivor assistance were integrated into CPAR's programmes in Northern Uganda:

- CPAR integrated MRE into their Standard Operating Procedures (SOPs) for emergencies.
- MRE was integrated into all school-based programming (curriculum and recreation). School gardening projects (livelihoods and nutrition focused) incorporated sessions on risk avoidance. MRE became a mobile component of any project that could accommodate it, such as HIV/AIDS programming.
- MRE groups carried out a wider range of activities, eg they reported abandoned small arms through the referral network (as part of the Disarmament, Demobilisation and Reintegration process), carried out HIV/AIDS prevention activities and facilitated community mobilisation in response to floods.
- Survivors who received vocational training were employed in infrastructure development projects. Critical infrastructure, eg health centres, was designed to ensure access for people with disabilities.
- Those trained to provide counselling to war returnees also provided counselling to mine/ERW survivors.
- Survivors were included in expanded market reach activities (farm or off-farm) and assisted in the scaling-up of successful businesses (where direct access to markets was not possible).

(http://www.gichd.org/fileadmin/pdf/ma_development/practitioners-network/wk-nov2008/LMAD-Wk-CPAR-1-Nov2008.pdf)

Ali-Marc Wazneh (World Vision Lebanon) discussed the integration of mine action activities into World Vision's Area Development Programme in south Lebanon following the July 2006 conflict with Israel. In response to significant cluster munitions contamination in the south, World Vision launched a four-month relief project to reduce casualties and improve the livelihoods of survivors and their families. Farmers were specifically targeted for MRE. Brochures on organic agriculture included MRE messages. Direct and indirect victims were provided with farm animals, equipment and machinery for car repair, sewing, bakery and construction. Subsequent assistance has focused on post-conflict recovery, community resilience and transformational development through advocacy, livelihoods development and psychosocial support. Advocacy focused on raising awareness about contamination and support for a ban on cluster munitions. A livelihoods assessment assessed livelihoods interventions, identified the needs of vulnerable communities and supported the development of alternate sustainable livelihoods. Psychosocial support consisted of a needs assessment and art therapy for children. (http://www.gichd.org/fileadmin/pdf/ma_development/practitioners-network/wk-nov2008/LMAD-Wk-WVLebanon-Nov2008.pdf)

Deborah Leaver (Austcare) discussed Austcare's approach and experience from integrating mine action into development programming. She emphasised that integrating mine action is essential for the success of development programmes in communities affected by mines/ERW. Development agencies should work with mine action organisations to ensure the needs of contaminated communities are met. Austcare has designed development programmes which expressly integrate mine action. They work in partnership with mine action organisations who undertake mine clearance. Lessons learnt include:

- Ensure a broad range of technical expertise, strong financial management and project planning skills.
- Focus integrated programmes on strengthening the capacity of existing structures and organisations.
- Maintain a focus on community priorities.

(http://www.gichd.org/fileadmin/pdf/ma_development/practitioners-network/wk-nov2008/LMAD-Wk-Austcare-2-Nov2008.pdf)

How to integrate mine action activities into sectoral/thematic programming:

Livelihoods

In order to provide those engaged in high risk activities (eg scrap metal collection and trade) with safe alternate livelihoods

- Employ adults as deminers
- Target high risk individuals with livelihoods assistance
- Defuse and recycle scrap metal and return it to affected communities to sell (without encouraging further high risk activities)
- Provide affected communities with tree seedlings post-clearance to enable them to produce and sell paper

Child protection, health and nutrition

- Include people with disabilities in development programmes
- When setting priorities for clearance, consider child protection (eg school grounds and play areas), nutrition and health needs
- Provide demining teams with HIV/AIDS prevention awareness

Water, sanitation (wat/san), hygiene and infrastructure

- Involve mine action organisations when planning and designing wat/san and infrastructure interventions
- Ensure clearance focuses on clearing access to key infrastructure, water points, health services
- Combine MRE with wat/san education
- Ensure survivors have access to water and infrastructure

Emergency response

- Undertake immediate clearance to facilitate safe passage of food aid, safe routes for IDPs, refugee camps and resettlement
- Mine action organisations can provide briefings and maps of safe routes to NGO/UN staff (they often also act as de-facto security advisers)
- Consider the joint deployment of humanitarian and mine action personnel to affected countries, eg ICRC and Swedish Rescue Services Agency (SRSA) have a pre-existing arrangement which allows for joint deployment
- Contact mine action organisations during humanitarian emergencies as they have the logistics capacity to respond to natural disasters (eg food distribution, immunisation, flood response, etc) based on the availability of flexible, responsive teams.
- Ensure mobile health care targets survivors
- Include mine contamination in disaster risk reduction assessments

Food security

- Include the needs of survivors and their families in livelihoods assessments, micro-credit schemes and vocational training
- Undertake joint village development planning with mine action organisations to identify priority clearance needs, eg for agriculture (grazing land, orchards, crops, etc), road access to markets, etc (example: CARE/FSD partnership in Laos).
- Ensure secure land title (and reassurance) is provided to beneficiaries

Drawing on mine action services to promote development

Session purpose: discuss how mine action can promote reconstruction and development, and the specific services that mine action organisations can offer humanitarian and development agencies.

Rob MacGillivray (Mines Advisory Group) briefly discussed MAG's work and their range of services.

(http://www.gichd.org/fileadmin/pdf/ma_development/practitioners-network/wk-nov2008/LMAD-Wk-MAG-2-Nov2008.pdf)

To promote reconstruction and development, mine action organisations can:

- Brief humanitarian/development NGOs about mine action services available and how/when to access support
- Conduct outreach to key government bodies at the national level (eg Ministries of Agriculture, Health, etc) in association with national mine action authorities and advocate for the inclusion of mine action in development plans and programmes
- Partner with humanitarian/development organisations and develop a shared language and common indicators.
- Develop a better understanding of community development and strengthen the capacity of affected communities
- Involve development NGO staff in community liaison teams to obtain and share information, and reduce duplication
- Get involved in the UN cluster system to transmit information about the contamination problem and mine action services

Specific mine action services available:

- Timely information: surveys, casualty data, location and needs of survivors, maps, and risk/security assessments
- Emergency risk education for staff going to contaminated areas and for returnees/IDPs
- Development of security plans
- Community liaison
- Clearance of key infrastructure (development NGOs can advise on community infrastructure needs), health/education centres, housing, livelihoods assets
- Provision of training and employment opportunities to affected communities (including survivors) as deminers

Gender implications of working in conflict and post-conflict affected communities

Session purpose: discuss the gender implications of working in conflict and post-conflict affected communities and share examples of how to ensure integrated programmes are gender-sensitive.

Marie Nilsson (Swiss Campaign to Ban Landmines (SCBL)) explained that mine action has explicit gender dimensions. Gender affects the likelihood of becoming a victim, accessing medical care and MRE and reintegrating into society after being injured. All mine action activities should be non-discriminatory, efficient, sustainable and diverse, and should reach all members of a community (men, women, boys and girls).

Recommendations for gender-sensitive programmes include:

- Employ women as well as men as deminers
- Conduct participatory surveys which include both men and women as surveyors and informants
- Ensure both men and women have access to the cleared land

- Ensure women, men, boys and girls are represented in MRE images and that MRE sessions target high-risk individuals, often men and boys
- In countries where women cannot travel alone, employ brother/sister and husband/wife teams to enable women to work as MRE instructors
- Include female survivors in income generating activities

(http://www.gichd.org/fileadmin/pdf/ma_development/practitioners-network/wk-nov2008/LMAD-Wk-SCBL-Nov2008.pdf)

Kristen Rasmussen (International Women's Development Agency (IWDA)) discussed the joint IWDA-World Vision Community Strengthening and Gender Mainstreaming in Integrated Mine Action project in Cambodia. The project has mainstreamed gender by:

- Providing technical advice on gender mainstreaming to the national mine action authority (ie CMAA)
- Considering gender during site selection, priority-setting and post-clearance assessment
- Improved targeting of MRE to relevant gender groups
- Conducting research on the gender dynamics of integrated mine action
- Providing gender mainstreaming advice to World Vision and other AusAID-funded NGOs implementing integrated mine action and development programmes in Cambodia

(http://www.gichd.org/fileadmin/pdf/ma_development/practitioners-network/wk-nov2008/LMAD-Wk-IWDA-CSGMIMA-Nov2008.pdf)

Recommendations for ensuring integrated programmes are gender-sensitive:

- Targeting
 - o When organising training or introducing new lifestyle/technology to affected communities, consider who is trained and has power. It can be easier to involve women in new initiatives (eg MRE and victim assistance).
 - o Target victims and their families with livelihoods assistance, training, etc. Strengthen support networks within affected communities and particularly for survivors. Facilitate information sharing among victims/survivors
- Important to adapt programmes to specific needs and cultural context.
 - o Use local languages to communicate with community members. In Laos, many women in affected communities do not speak Lao but minority languages
 - o Consider local customs and socio-gender structures and work within them. Use appropriate people to convey specific messages to target groups, eg targeting children through their parents.
 - o Consider mixed survey teams to gain access to different members of the community
- Timing and access
 - o Consider when is best to access all members of the community
 - o Certain projects (eg improved access to water) enable women and girls to have more time for other activities
 - o Ensure both men and women have sufficient time to contribute to income generating activities
- Appropriateness and relevance is vital
 - o Ensure inputs are appropriate eg motorbikes that both genders can use, gendered job requirements that specify tasks
 - o Ensure livelihoods activities targeted at women are appropriate for them. For example, agricultural activities which are closer to home, taking care of livestock/animals which are "appropriate" for each gender
- Involve both men and women in post-clearance handover processes. Ensure both names are included in land title certificates

Adapting development tools and approaches to mine-affected contexts

Session purpose: discuss key considerations when working with communities contaminated by mines/ERW, and how to adapt specific development tools and approaches.

Andrew Wells-Dang (Catholic Relief Services Vietnam) emphasised that adapting development tools and approaches to reflect specific contexts is simply part of good practice. When working in conflict-affected contexts, it is important that at a minimum, development interventions "do no harm" and do not fuel further conflict. CRS Vietnam applied standard education approaches to MRE. This involved the use of child-to-child education, peer education, child to adult approaches, active teaching methodologies, disability awareness in schools and school-community events – all to transmit messages about risk reduction.

(http://www.gichd.org/fileadmin/pdf/ma_development/practitioners-network/wk-nov2008/LMAD-Wk-CRS-Nov2008.pdf)

Factors to consider when working in conflict/mine-affected contexts:

- Ensure agency staff have the skills, experience, networks and capacity to respond
- Ensure accurate information gathering and risk analysis to ensure well-informed decisions about when to intervene
- Assess your organisation's tolerance of risk and the level of funding and human resources available
- Consider the receptiveness of local communities – to outside actors, your organisation, the project (design, reach). Consult community members first to identify capabilities/expertise at this level

- Work through local authorities wherever possible and remain flexible.
- Is the safety/security of the community, staff and partners at risk? How might the security situation affect mobility and reach?
- Are small arms and light weapons widely available and used?
- How will your project/programme affect conflict dynamics (positively, negatively, otherwise)?
- How sustainable is your intervention?

Specific tools and approaches which can be adapted to conflict/mine-affected contexts:

- There isn't always a clear distinction between mine action and development tools/approaches as they are often used interchangeably. Tools need to be adapted to reflect local context and needs.
- Participatory Rural Appraisal (PRA) techniques - adapted to the local context
- Area Development Programmes and participatory community assessments - involve mapping risk and vulnerability. These can include mine action and broader weapons contamination issues. As part of standard ICRC relief distribution to IDPs, ICRC staff in Colombia now ask communities about health, nutrition, etc as well as broader weapons contamination issues.
- Do no harm, conflict-sensitive approaches to humanitarian and development assistance (conflict/context analysis)
- Personal Security Assessment - involves risk analysis at community level through the development of a community action plan, regular community meetings and use of traditional/indigenous conflict resolution mechanisms within this. DDG has applied this to their small arms control programmes.
- Gender analysis – can be adapted to look at time, roles, targeting (mapping/info collection) and application (eg targeting through MRE, considering specific groups (men, women, boys, girls) that may be at higher risk)
- Priority needs assessment – involves being realistic about what can be done in response to assessed needs, how to fill the gaps identified and clarifying who is doing what.
- Participatory monitoring and evaluation – MAG is piloting a post-clearance impact assessment tool to assess the long-term outcomes of mine action on conflict-affected communities. DDG and NPA have similar tools which look at livelihoods.
- Sustainable Livelihoods Framework - how to provide safe alternate livelihoods for scrap metal collectors
- MIS/GIS – involves using a GPS (Global Positioning System) to locate the position of every community. In Vietnam, CHF uses the MAP-info system to identify communities which may require livelihoods assistance. Mine action organisations could use this type of data collected by development organisations.
- HIV-AIDS groups use awareness-raising techniques to target high-risk individuals. These techniques could be adapted to target high-risk behaviours in conflict-affected communities.

Exploring areas for replication and scaling-up of integrated mine action and development approaches

Session purpose: discuss the key things to consider when replicating or scaling-up¹ integrated mine action and development programmes, potential challenges, opportunities and lessons learned.

Kathryn James (World Vision Australia) discussed World Vision's Area Development Programmes (ADPs) which it has adapted and replicated in different countries and communities. ADPs are long-term multi-sector poverty reduction projects funded through child-sponsorship. Communities are typically engaged for 12-17 years. Sustainability is a challenge and as it is a long-term approach, it can breed dependency. In some cases it is not sufficiently responsive to local conditions and addressing the structural causes of poverty. When replicating the ADP approach, some of the specific factors which World Vision considers include:

- Ensure sufficient time is factored in for building relationships with communities
- Assess the level of poverty/vulnerability at the family or household level, and community level
- Integrate cross-cutting issues such as gender and disability, in programme design and implementation
- Plan for an eventual phase-out from the beginning
- Build capacity for action, in particular developing resources, skills and organisational structures

(http://www.gichd.org/fileadmin/pdf/ma_development/practitioners-network/wk-nov2008/LMAD-Wk-WvAustralia-Nov2008.pdf)

Ruth Bottomley (MAG Lao) discussed how MAG has replicated its Locality Demining and Village Assisted-Clearance approaches in Lao PDR (they were first implemented in Cambodia). Locality Demining involves recruiting people from affected communities as deminers and employing them locally (as opposed to deploying them far from their homes). Deminers are recruited for between 2-3 years, and beyond that, many return to farming or labouring. Demining is linked to follow-on development projects. Key benefits include the savings earned through lower wage, transportation and accommodation costs. This approach also facilitates the employment of women and people with disabilities because the demining is close to home. This approach works best in highly contaminated areas with multiple tasks. In 2006, MAG replicated it in Lao, recognising that contamination was largely UXO-related and that it would be applied for small-scale clearance in support of development. Some initial problems were encountered. For example, the

¹ Replication refers to taking one approach and adapting and applying it elsewhere (at the same level), whereas scaling-up involves scaling a programme up to a higher level to ensure it has a broader reach and wider impact, eg from community-level to the provincial or national level.

teams were too productive. As well, while MAG pays community members to assist with marking and vegetation cutting, other operators expected community members to do this for free. Key lessons learned include:

- Involving communities in clearance maximises the impact of mine action activities
- One approach does not fit all contexts
- Locality Demining and Village Assisted Clearance work best where there is long term development assistance available to support affected communities and in highly contaminated areas

http://www.gichd.org/fileadmin/pdf/ma_development/practitioners-network/wk-nov2008/LMAD-Wk-MAG-1-Nov2008.pdf

John Donoghue (Northwest Mycological Consultants, Humpty Dumpty Institute and Project Renew) discussed efforts to scale-up mushroom farming by UXO survivors in Vietnam. The project is being scaled up to achieve a larger impact and meet the demand for mushrooms. At present, the mushrooms are grown by UXO survivors and sold locally. The focus is now on how to sell more mushrooms beyond the local market, eg high-end grocery stores in Vietnam. They have developed the concept of “mushrooms with a mission” where mushrooms will be dried and sold to an entity for assured sale beyond the local market (which is easy to flood) with specific packaging indicating that they were grown by survivors, and profits going to survivors and their families. One challenge is dealing with price fluctuations in light of increased production/supply of mushrooms, which requires extensive modelling. Ensuring a clear marketing plan is in place is vital to get production to the wider market. Sustainability is another concern. As it is a natural resource-based industry, they need to think about the sustainability of the natural resources required to produce mushrooms and scale-up production.

http://www.gichd.org/fileadmin/pdf/ma_development/practitioners-network/wk-nov2008/LMAD-Wk-MwM-Nov2008.pdf

Livelihoods and insecurity: Promoting sustainable livelihoods in conflict-affected contexts

Session purpose: discuss how to apply the Sustainable Livelihoods Framework to the design and implementation of humanitarian and development programmes in conflict-affected contexts, and to share practical examples of how the framework has been used by development and mine action organisations.

Anna Wood (independent livelihoods expert) started by providing a brief overview of the importance of livelihoods and the Sustainable Livelihoods Framework (SLF)². A livelihood is sustainable when it can cope and recover from stresses and shocks and provide for future generations. It takes up to two weeks to apply the SLF and work with a community to assess their livelihoods. The SLF provides a checklist of key issues and how they are linked. It can be applied to the micro and macro level – and is participatory, people-centred, dynamic (factors in changes over time/context). ODI’s report on Power, Livelihoods and Conflict³ looks at assets as positive things but notes that in conflict situations, some assets can become liabilities, eg owning jewellery during a conflict can make someone a target. When analysing conflict, it is important to look at policies, institutions and processes. People can become vulnerable as a result of weak policies and practices. The SLA should therefore be used to help design programmes as it helps to assess impact by looking at changes to vulnerability, etc. In conflict/mine-affected contexts, conflict is a shock which may destroy or curtail access to assets. For example, mines/ERW block access to land and result in a shock to the livelihoods of affected communities who depend on farming.

http://www.gichd.org/fileadmin/pdf/ma_development/practitioners-network/wk-nov2008/LMAD-Wk-Wood-1-Nov2008.pdf

Mike Lord (CHF Vietnam) started applying the Sustainable Livelihoods Approach to CHF’s programming in Vietnam in 2003. They have used the approach to assess and measure HH assets and to assess the percentage of capital that each HH has in relation to what is available. HHs were targeted through village meetings where they defined the criteria and decided themselves who were the poorest. In Da Krong commune, 67% of the households placed themselves in the poor, or poor and hungry categories. (They later had to reclassify some who had wrongly identified themselves as poor and hungry.) By measuring the assets belonging to each family, they determined each family’s potential livelihood. Assets were then mapped out on a pentagon. Based on this, they determined how best to improve each aspect of HH assets. For example, human capital (through training in agriculture), financial capital (micro-credit), physical assets (providing seeds, tools, etc). MAG clearance of the villages prior to the start of CHF’s project resulted in increased access to natural assets (land). Based on the livelihoods analysis, CHF provided livelihoods assistance to promote production of forest saplings and rear livestock.

² A study by the Overseas Development Institute looked at whether interventions were addressing real constraints to food security. It concluded that many food security interventions have failed to address the needs of people affected by crises. This eventually led to the development of the Sustainable Livelihoods Approach (SLA), of which the Sustainable Livelihoods Framework is one component. The other component is a set of principles of guide action and address poverty. For more information on the SLF, see <http://www.livelihoods.org/SLDefn.html>

³ Overseas Development Institute. Power, livelihoods and conflict: case studies in political economy analysis for humanitarian action, Edited by Sarah Collinson, HPG Report 13, February 2003.

http://www.gichd.org/fileadmin/pdf/ma_development/practitioners-network/wk-nov2008/LMAD-Wk-CHFSLA-Nov2008.pdf

Ruth Bottomley (MAG Lao) discussed MAG's pilot Post Clearance Impact Assessment (PCIA) methodology which will assess the development outcomes and impacts of MAG's mine action activities on livelihoods. MAG will pilot PCIA in Cambodia and the DRC. PCIA is an impact monitoring system, based on the SLF, which tracks the ongoing dynamics in HH assets (physical, human capital, social capital, natural, financial) and factors which result in shocks to these assets. Mine action has the potential to improve livelihoods by strengthening the asset base of HHs and reduce suffering from mine/ERW-related shocks.

http://www.gichd.org/fileadmin/pdf/ma_development/practitioners-network/wk-nov2008/LMAD-Wk-MAG-3-Nov2008.pdf

Danish Demining Group (DDG) is also developing an impact monitoring tool.⁴ One challenge with assessing development outcomes is what to do in situations where no baseline data exists. Another challenge is that funding cycles do not allow for measuring longer term outcomes and impact.

The focus of the session then shifted to the links between land and livelihoods in countries emerging from conflict, particularly those contaminated by mines/ERW. *Anna Wood* emphasised that land is a natural resource/asset – both in terms of what is in it and on it, and that it serves multiple purposes (eg cultivation/crops, grazing, wild foods, fodder, fuel, timber, medicinal plants, minerals, building materials, water for fishing, wildlife conservation & protection, hazard buffer, water filtration). Land is linked to other livelihood assets, structures, processes and vulnerability. For example, land can be a basis for investment (financial assets), power and status (political), meeting place (social capital), housing/infrastructure (physical) and sanitation (human capital). Having land and preserving it reduces HH vulnerability to the elements. However, land can also make HHs more open to attack in some situations. In post-conflict situations, adequate legal or institutional protections are often lacking or where they exist they are inadequate or unenforceable. Violation of insufficiently protected land tenure rights can lead to conflict and violence. Conflicting land claims may arise as a result of conflicts between formal state law vs. informal or customary claims, overlapping rights granted to parties under different legal regimes, and overlapping and competitive rights granted to different parties for the same land. Conflict over land, land access and rights disproportionately and negatively impacts women.

http://www.gichd.org/fileadmin/pdf/ma_development/practitioners-network/wk-nov2008/LMAD-Wk-Wood-2-Nov2008.pdf

Anna Roughley (Austcare Cambodia) discussed Austcare's experience with post-conflict land security issues in Cambodia. Between 1975-79, the Khmer Rouge destroyed all cadastral land ownership records which disrupted the continuity of land titling. Land is currently either state public or private land. In 2007, Austcare commissioned a study on land titling⁵ to develop procedures to ensure a clear process for land allocation and titling for the poor living in mine affected areas. The study revealed a lack of harmonisation between the current land laws and the land title certificates provided to beneficiaries once land is cleared. At present AusAID (who funds Austcare's programme) is considering a proposal made by the national mine action authority to harmonise Sub-decrees 70 and 19 for post clearance land titling through the UNDP's Clearing for Results program. Mine/ERW contamination is only part of the problem. Should land be cleared if there is no support provided to communities on land rights and how to use the land? Insecure land tenure post-clearance can lead to HHs abandoning the land, as well as land conflicts – which can further marginalise the poor. Austcare's experience illustrates the importance of understanding land security issues and how they affect livelihoods when designing programming.

http://www.gichd.org/fileadmin/pdf/ma_development/practitioners-network/wk-nov2008/LMAD-Wk-Austcare1-Nov2008.pdf

How can land security issues impact livelihoods?

- Land conflicts can hinder the clearance of land and other forms of development
- Insecure tenure affects identity, income, land conservation, food security, housing, HH planning, resource access and status
- There may be no incentive to farm land if tenure is insecure. May encourage unsustainable land practices
- Changes in the land law can nullify land ownership (Cambodia) and undermine livelihoods
- Government officials may demand land title as debt repayment. Poor families may be forced to sell their land to repay debts
- Rising land values can increase the likelihood that land will be grabbed by rich/powerful

What land-related issues need to be considered before undertaking development and clearance in communities?

⁴ DDG's tool will be on their website by December 2008: http://www.drc.dk/Mine_action.3712.0.html

⁵ Mao Vanna and Srin Davy (Austcare). AIMAD Land Titling Pilot Project - Research on Post Clearance Land Titling. February 2007, <http://www.gichd.org/fileadmin/pdf/evaluations/database/Cambodia/Report-AIMAD-LMAD-Austcare-Feb2007.pdf>

- Gender implications: Who has access to land? Who has rights to land title/ownership? Who is involved in decisions about post-clearance land use? Whose name appears on land title certificates?
- Environmental implications: river catchments/channels, flooding/drought, sustainable land management practices, land erosion, coastal erosion, land grabbers who take advantage of natural (and other) disasters
- When resettling communities, do they have the skills, knowledge, inputs, tools, etc required to farm the land productively?
- Mine action issues: Is the land contaminated by mines/ERW? Are there disputes over land prioritised for clearance? Are there clear land laws in place? Should clearance take place in areas where there are land conflicts? Wait until the issue is resolved or clear the land anyway? Identify what needs to happen before, during and after clearance depending on context. Ensure timeliness of mine clearance, and undertake post clearance monitoring to flag problems and take action if required.
- Specific challenges may include: timelines, power struggles, relocation/resettlement, clarification of land ownership, different land use planning priorities, physical safety in using the land, communal vs. individual land ownership
- Do not avoid communities simply because there are land conflicts. This may be an entry point for assistance to communities.
- Check the status of the proposed land (eg via land registry office, community) and find out if there is a land use plan. Find about land law, policies, regulations relating to land and agriculture
- Will communities have secure tenure of land once cleared and handed over? Facilitate legal registration to ensure land security for communities after clearance. Advocate at international and national levels to government for secure title

Partnerships between mine action organisations and humanitarian/development organisations

Session purpose: discuss different approaches and issues to consider when partnering.

Ilona Schleicher (SODI) discussed SODI's experience of working with Gerbera, a commercial mine/ERW operator. SODI started working in Vietnam's Quang Tri province in 1998. Due to heavy contamination by mines/ERW, they contracted Gerbera to clear the communities based on encouragement from the German Foreign Office. In 2006, their cooperation with Gerbera ended. Gerbera handed over mine clearance responsibility to Vietnamese staff, who are now managed by SODI. The German Foreign Office funds the mine clearance, while BMZ, the German aid agency, and supporters fund the development work. Their cooperation with Gerbera was largely successful though there were some differences in opinion/approach, eg non-profit vs. for profit. SODI did not have an exit strategy at the end of 2006 and their phase out was bumpy. Year by year funding made it difficult to develop a phase-out plan and SODI did not have the experience and initiative to draft a plan. Key lessons learned included:

- Non-profit and commercial organisations can have completely different operating approaches
- Partnerships require careful examination of project needs and partner capacity
- Humanitarian/development NGOs need to develop some competence in mine action
- Develop a joint exit strategy

http://www.gichd.org/fileadmin/pdf/ma_development/practitioners-network/wk-nov2008/LMAD-Wk-SODI-Nov2008.pdf

Gareth Richards (CARE Yemen) provided an overview of the developmental context and challenges in Yemen. Over 900 communities in Yemen are mine affected and at present, the Yemen Executive Mine Action Centre (YEMAC) undertakes all mine/ERW clearance. 550 communities have been cleared but require livelihoods assistance. CARE Yemen, and other development agencies, have been trying to work with YEMAC to see how they can support the 3 governorates still affected by mines/ERW.

Tony Fish (FSD Southeast Asia) provided an overview on partnering considerations based on his experience as a mine/ERW operator. He emphasised that operators are service providers, there to assist humanitarian/development agencies. They often provide information on contamination in specific areas. Mine action organisations rely on development agencies to advise on what is a priority for clearance, and to provide a realistic workplan. They require discussions, agreements and preparatory activities to be sorted out before clearance teams arrive – as last minute changes result in time/money wasting. In return, they provide advice on what is technically feasible. Development agencies need to understand that clearance/demining is not always required. They also need to know what the risks are – and figure out what risks their organisation will tolerate. In Cambodia, CARE wants areas for livelihoods activities to be cleared to reassure communities and NGO staff, but the problem is that it means diverting scarce mine action resources to clear low priority areas. It is not sustainable to clear all low priority areas.

http://www.gichd.org/fileadmin/pdf/ma_development/practitioners-network/wk-nov2008/LMAD-Wk-FSD-Nov2008.pdf

The ICRC have a small team consisting of 2 HQ and 4 regional advisors who give advice to staff on weapons contamination. Consider building in-house capacity in order to profit from partnerships better.

Funding integrated mine action and development programmes

Session purpose: discuss the extent to which official development cooperation agencies support integrated programmes, and the funding implications of the Convention on Cluster Munitions.

Kat Mitchell (AusAID Cambodia) discussed the Australian Government's support for integrated mine action and development in Cambodia. AusAID is working to mainstream mine action into broader development cooperation programmes. A key focus in Cambodia is rural poverty reduction through agricultural productivity, mine clearance and integrated rural development, and improving rural infrastructure. Principles underpinning AusAID's policy include:

- Mine clearance alone does not necessarily benefit poor people living in mine affected areas
- Local people have the most accurate knowledge about mine affected land and its use
- Development is most effective and sustainable when beneficiaries participate in planning and implementation of projects that affect their lives

Specific lessons which AusAID has learned from support to integrated programming include:

- Support at national institutional and policy levels is required to ensure prioritisation for clearance, land allocation and titling is implemented effectively and equitably
- Engagement and ownership at local levels is necessary to ensure sustainable community development
- Effective communication and relationships from local to national levels is necessary
- Governance must be strengthened at all levels of decision-making, within government and civil society
- Communication and coordination between different donors and implementing partners is critical

http://www.gichd.org/fileadmin/pdf/ma_development/practitioners-network/wk-nov2008/LMAD-Wk-AusAID-Nov2008.pdf

Nevin Orange (CIDA Sudan Programme) discussed Canada's role in mine action and support for linking development with mine action, remnants of conflict and security. CIDA's Sudan and Afghanistan programmes have integrated mine action activities explicitly to reduce the vulnerability of conflict-affected populations and promoting early recovery in the form of stability, reconstruction and setting the foundation for longer-term development. Mine action priority interventions in Sudan consist of opening of primary and secondary routes for humanitarian assistance activities, IDP return and recommencement of trade; survey, marking, targeted clearance; MRE; victim needs assessments and victim assistance; and capacity-building. Nevin advised mine action organisations to steer away from using mine action outputs when making funding requests and instead translate expected results into development outcomes. As integration of mine action activities into development assistance programmes poses the risk of mine action falling off the radar of donors, NGOs need to raise the awareness of donors. Larger programmes focused on priority reconstruction, eg Afghanistan and Sudan, generally have some mine action understanding due the nature of the contamination problem. However, smaller programme staff are less likely to understand mine action.

http://www.gichd.org/fileadmin/pdf/ma_development/practitioners-network/wk-nov2008/LMAD-Wk-CIDA-Nov2008.pdf

Katleen Maes (HI Belgium/Cluster Munitions Coalition) discussed the funding implications of the new Convention on Cluster Munitions. Countries severely affected by cluster munitions, which are not states parties to the Anti-Personnel Mine Ban Convention but who will sign the CCM, may see an influx of donor funding for all aspects of cluster action. Countries that have ratified both treaties could benefit from new resources. The CCM specifies that a state party can ask for financial, technical and in kind assistance based on presentation of a clear plan of action with timelines, requirements and context. States parties in a position to do so should provide assistance. Specific ways of ensuring funding through the CCM include:

- Extend mandate of mine action trust funds and budget lines to CCM
- Make better use of funding mechanisms
- Make cluster munitions a priority for mine action and development
- Insert mine action expertise in development departments

http://www.gichd.org/fileadmin/pdf/ma_development/practitioners-network/wk-nov2008/LMAD-Wk-HI-2-Nov2008.pdf