Community Liaison in Mine Action: Partnerships for Growth

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landmine victims accounted for 29 per cent of all injuries in 1997, they accounted for only nine percent in 2000. POWER will provide technical support to the MINSAU for running the orthopaedic services.

The Mozambican Red Cross, in cooperation with Japard Limb Campaign (JLC), established an orthopaedic centre in Manica district, Gaza province, in 2000. Most beneficiaries are victims of landmines. A plan for a mobile centre could not yet be implemented for lack of funds.

The Ministry for Women and the Coordination of Social Action developed a Policy for Disabled Persons, which was approved by the Council of Ministers and published in 2000. HI, POWER and other donors support the Ministry at various levels in the implementation of the policy. But a lot still has to be done to reach the objective of social and economic integration of disabled persons.

Complaints about the lack of concern regarding victim assistance on the part of the government and government employees were rampant.

POWER is working closely with local disability organisations, specifically with the Association of Disabled People of Mozambique (ADEMO), the main association for disabled Mozambicans. ADEMO runs a community school for disabled children in Maputo and is developing training programmes for social workers, occupational therapy (bakery, metal works, carpentry and probably leather works at a later stage) as well as a pilot project to provide rural disabled people with donkey carts as an alternative means of transport in order to enhance their mobility and livelihood.

**Mine Action Funding**

According to the Landmine Moni- tor Report 2001, mine action funding totalled some $17 million in 2000. Of this, $6.6 million was allocated to the IND, and $1.6 million was provided to mine clearance organisations.27

Major donors are the UNDP with funds from Canada, Sweden, Denmark, Switzerland, Germany, and Ireland, as well as the individual countries of Canada, Norway, Germany, Austria, the Netherlands and the United States, which funded mine action activities directly.

**Conclusion**

Although most areas in Mozambique affected by landmines and UXO are not heavily mined, the presence of mines and UXO continues to represent an impediment to development. Landmine action in the country is primarily carried out by a number of foreign humanitarian NGOs and a host of different commercial companies contracted by donors and international humanitarian agencies. The military plays a very limited role.

Although precise data on mine victims in Mozambique is not available, their numbers appear to be comparatively low. However, falling over time. It seems relatively clear that the needs of mine victims are poorly attended to and that even denouncing programmes do not necessarily heed to the requirements of the local population concerned.

Due to limited resources and a challenging socio-economic environment, the adoption of participatory monitoring and evaluation approaches would not be an easy task. The most promising line of approach is the introduction of pilot participatory monitoring and evaluation projects in collaboration with the major humanitarian NGOs already active in the country and in conjunction with IND. Preliminary inquiry suggests that HI, NPA and ADP would be willing participants in the establishment of such projects.

**Endnotes**

1. The author’s representation of recent studies of mine victims in Mine Action and conflict in Mozambique are in a Mozambique 42 (2000) 2, pp 1-10, which included Inland

2. Mozambique 42 (2000) 2, pp 1-10, which included Inland

3. Mozambique 42 (2000) 2, pp 1-10, which included Inland

4. Mozambique 42 (2000) 2, pp 1-10, which included Inland

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**Using a Community Liaison (CL) model that emphasizes community participation, Mines Advisory Group (MAG) prioritises minefield clearance to lessen landmines’ impact on communities in Angola.**

**by Tim Carstairs, MAG**

A recent interview at the May International Standing Committee of Experts (ISCE) meeting in Geneva was paraphrased in this way: "The humanitarian impact of landmines must guide the priorities of donor countries." This statement made by the representative of Norway goes directly to the point and prescribing us with all the real problem of ensuring that our resources are used most wisely and effectively to address these needs. This article seeks to briefly explain how MAG conducts the process of prioritisation as an integral part of mine action response.

What seems clear to us is that mine action is not and should not be allowed to remain a "stand-alone" discipline. Mine action is an integral part of wider rehabilitation and development. As the opening quote says, we have to deal with the impact of mines on people. In this case, the impact of mines and UXO is most often to be considered within a wider context of economic, social and political recovery from conflict. Prioritisation and appropriate action are therefore to be taken at the same level. Furthermore, the individuals and groups in the equation are not passive and helpless but active parts of the process and worthy of respect.

In the mid-1990s, MAG developed the practice of applying a CL model to mine action situations in Angola. We believe in working together with all actors to find the best possible solutions. This includes different human subjects—the communities that live in mined areas or that have been driven from mined areas and who no longer have any means of survival or economic activity. The individual communities in these areas have been affected, often in a large way, by the landmines and UXO on basic human needs and on the longer-term developmental process and economy and thus is a factor in establishing the long-term priorities for humanitarian mine action. That being said, the survey process is not designed to cope with the immediate needs of communities faced with life-threatening mine/UXO contamination. We also need to provide mine action to those that need it now: at the same time that placing a family that belong within the development sphere, working

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Following clearance, a safe IOP camp has developed in Maiculombo, outside Luena. A school and health centre have now taken root.##
Water Supply In Luena
Water and access are as much immediate and urgent concerns for a beleaguered community and an IDP population as they are development needs in the longer term. In 1993, mines were laid to protect the water treatment and pumping station against attack by rebels of the Capitalist National Union for the Independence of Angola (UNITA). However, the mines did not stop the station from being damaged in fighting, and since then, fresh water has been in short supply. Angolan water is pumped from running water, most townspeople would come to wash clothes, botha and collect water using a well-worn path beside the pumping station. There is a market garden area just near the river. Three people have been injured in the area.

The local community asked MAG to help with this situation. The area was cleared. In 1998, 17 mines had impacted on some 300,000 people.

where possible within national and provincial development programmes. In an emergency and emerging situation—Luena in eastern Angola is a good example—CL skills as developed by MAG can be a good way to fulfill this function at reasonable cost. CL enables us to carry out emergency mine and UXO clearing and at the same time build up a community-minded picture of the wider development needs within society.

Partnership: Mine Action for Development in Angola

No single agency or person has all the answers. No single agency or NGO can provide all services or help with the post-conflict rehabilitation of every aspect of community development; that is why partnership is so important. Our experience points to partnership as being a very real element in the ability and capacity to appropriately prioritize. Degraded communities have saved themselves, and MAG CL teams will regularly provide information about other needs to appropriate partners. If it can’t be done, someone else will be able to.

In Angola, MAG works with a variety of other partners in such fields as:

- Action Against Hunger
- World Food Programme (WFP)
- Refugee/IDP matters
- Ministry for Reconstruction and Social Affairs
- United Nations High Commission for Refugees (UNHCR)
- Lutheran World Federation (LWF)
- Medical Care and Protection (Social Reintegration)
- CAPDC
- Vietnam Veterans of America Foundation (VVA)
- Trauma Care Foundation
- Medical International (MI)

As in many other areas of the globe, relative peace and stability bring with them added dangers. Luena, the capital city of Angola has been home to 300,000 people. Many of these people were displaced in 1998 when conflict flared again after the elections of that year. Almost under siege for several years, movements were restricted and the population became reliant on WFP food deliveries. Mines ripped the town. Mine action became impossible between 1998 and 2000; mine clearance was not permitted during that time. Security has improved since 2000, and people are again able to think longer-term.

Todays the Ministry of Defence, Support and Reintegration (MINARS)—the government authority charged with social and refugee matters—is gradually identifying internally displaced persons (IDPs) in different and previously unused areas to relieve pressure on space and resources. MINARS consults with MAG before planning new refugee and IDP camps. The Muachimo camp is just one such example. In 2001, in response to CL interventions, MAG cleared the road of mines that had cut off all communications since 1993. LWF started rebuilding basic infrastructure. IDPs began arriving, and a new community is building itself. In CL, playing a key role in creating the means on the ground to build community and economy.

MAG’s work, if not enough in itself, as the IDPs find their feet and expand their activities from their new base, they begin to find landmines and UXO. MAG’s CL teams are tasked in the IDP

Community Liaison:
An Academic View
Development writers also argue for approaches like CL. "An development is an essentially hummungous process, participatory development must be consciously based on people, their needs, their analyzes of issues and their decisions," writes Peter Oakley. There is a strong body of opinion that argues that participation, the basis for CL, brings the following benefits:

- Enables development practitioners, government officials and local people to work together to plan community-appropriate programmes (World Bank Sourcebook).
- Ensures greater eficiency of resources.
- Improves cost-effectiveness.
- Makes projects more effective as instruments of rural development.
- Helps to break the mentality of dependence that characterises so much of development work.
- Promotes self-awareness and confidence.
- Has a much wider coverage than government participation increases people’s power over the issues which affect their lives; they learn how to plan and implement development projects.
- Ensures sustainability as people maintain a project’s dynamism (Paulo Tarrafas).

It is the Ministry of Defence, Support and Reintegration (MINARS)—the government authority charged with social and refugee matters—that is gradually identifying internally displaced persons (IDPs) in different and previously unused areas to relieve pressure on space and resources. MINARS consults with MAG before planning new refugee and IDP camps. The Muachimo camp is just one such example. In 2001, in response to CL

The Community Liaison Process
A MAG office or a MAG team is usually contacted by a village leader and informed of problems relating to mines or UXO as part of clearing a particular area. It is true to say that MAG’s flexible, mobile teams (MATS) facilitate and strengthen the process as they are accessible to the local people and are already skilled in CL. The MAG office or team will visit the village and assess local needs, discuss village mapping, collect village history, identify the beneficiaries of clearance tasks and prioritise the minesfields to be cleared.

MAG will also coordinate with local authorities and NGOs to make sure that the agreed prioritisation meets with national or provincial clearance and development plans. The CL teams will only negotiate local ownership and the use to which the land will be put post-clearance. In some countries where MAG works, land ownership is handed down through families and knowledge of it is carried with tribal and village chiefs. In other areas, ownership is recorded and registered with local authorities.

If required, the CL team will conduct mine risk reduction education in the community prior to completion of the mine clearance. Once clearance has been undertaken, the CL teams will continue to liaise with authorities locally to ensure that agreed development of the land goes ahead smoothly, and that the identified beneficiaries are indeed benefiting.

STOP PRESS:
Community Liaison Assists Demobilisation
In the Cunene province of southern Angola, MAG was recently requested by the provincial authorities to help with the establishment of resettlement camps for former UNITA soldiers and their families in Londe. The actual quarterly area is reported free of mines, but the roads and towns in the area are heavily mined. Working with the UN Office for the Coordination of Humanitarian Affairs (UNOCHA), MAG’s CL team has been gathering data and has conducted initial visits, inspecting eight minesfields to date.

The soldiers’ families are expected to join them, and as many as 300,000 people may be involved. As of mid-May 2002, 697 soldiers in the camps were accompanied by 633 married women, 977 children (10-16), 441 male children (under 9), 41 female children (10-16), 529 female children (under 9), 9 mice widows, 47 male orphans and 54 female orphans.

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• Cultivating land in Luena that was previously a minefield.
July 5, 2002: MAG Opens Main Road from Luena, Moxico Province, Angola
Allowing Aid to Be Distributed to Thousands of Starving Families

The Lucusse Road between Luena and Lucusse in Moxico province in eastern Angola has been the scene of heavy fighting for decades. There was fighting many years ago between Cuban and South African forces and over much of the last decade between the government and forces of the National Union for the Total Independence of Angola (UNITA). The road is littered with the wrecks of trucks and armored vehicles destroyed in anti-tank mine blasts and ambushes. It is said that over 6,000 soldiers died here trying to get convoys of supplies in and out of Luena. The road itself serves thousands of people living in its vicinity. Opening it up can dramatically change the socio-economic situation in the province.

On July 3, 2002, Mines Advisory Group (MAG) staff met with the Angolan Technical Unit for Coordination of Humanitarian Assistance (UTCAH). Lucusse will be used as a quartering area for 4,000 UNITA soldiers being disarmed and demobilised under the new peace agreement. While the Lucusse Road has been closed, thousands of families have not received aid of any sort. It is reported that 38 percent of the children in the area are severely malnourished. The World Food Program (WFP), the Angolan Ministry of Social Assistance and Reintegration (MINARS) and the United Nations all agreed that the major demining priority in the province was this road.

Due to the grave humanitarian situation, MAG undertook an emergency survey of the road immediately following the request from UTCAH to see how much the situation had changed since 1997/98. Previously, during this brief period of peace, MAG had surveyed and cleared 92 kilometers of the 148-kilometer route. After re-survey on July 3, 2002, it was clear that there had been no new vehicle wrecks since that time; however, using the route still requires extreme care.

The survey team was able to travel to Lucusse where they met with the Police Commandant and UNITA officials who explained they were desperate for food and other emergency aid.

MAG teams returned July 4 to clear and destroy several items of UXO seen on the road. Areas where vehicles will have to travel off the edge of the road to get around mine craters or vehicle wrecks will also be checked for mines. MAG has already identified several suspect mined areas on the roadsides that will be marked. Possing areas are being targeted for special clearance efforts to minimize the risk in the immediate future. MAG has made it clear that all drivers intending to use the route must first attend a mine safety briefing conducted by MAG. Although it can be safe to use the road, there is a very good chance that any deviation from tracks of the previous vehicle may lead to a fatal mine accident. It is hoped that funding can be raised to enable complete clearance of the verges and other suspect areas along the route.

On July 6th, MAG escorted Médecins sans Frontières—Doctors Without Borders (MSF) to Lucusse so that medical assistance would be made available to the UNITA quartering areas. MAG has also facilitated the access of Dom Bosco, a respected Angolan non-governmental organization (NGO) to the quartering area. Dom Bosco has already begun registration and identification of needs. It is hoped that WFP deliveries will be authorized within the next week. These are all vital elements in the peace and confidence-building, demobilization and normalization process. MAG is proud that mine action can play its role and is grateful to all those parties in Angola and to its donors for enabling such progressive and positive outcomes.

For additional information, visit www.magclearmines.org

Locating Landmines and UXO: A Methodological Lesson from the Ethiopian Landmine Impact Survey

One of the most important parts about implementing effective Landmine Impact Surveys is first identifying which communities have a landmine/UXO problem. The author describes how Expert Opinion Collection (EOC) is used in Ethiopia to overcome the obstacles survey teams face when gathering their information.

by Michael L. Fleisher, Ph.D.,
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Ethiopian Landmine Impact Survey

Introduction

In every country where a Landmine Impact Survey is being implemented, those charged with conducting it are faced with the challenge of compiling a reliable list of the communities that need surveying—because before a community can be surveyed to assess the landmine/UXO impact, it must first be accurately identified as a community having a landmine/UXO problem.

Owing to its vast size and its ongoing, highly vascular conflict history, Ethiopia presents Landmine Impact Surveyors with particularly daunting difficulties. The Italian invasion of the 1980s, Eritrea's protracted, and ultimately successful, war for independence: the 1990s Ogaden war with Somalia: the Eritrean People's Revolutionary Democratic Front's (EPRDF's) successful revolution to topple the Marxist Dergue regime: the recently concluded trench war with Eritrea and the still-simmering internal conflicts with the Oromo Liberation Front (OLF) and the Ogaden National Liberation Front (ONLF)—any and all of these must be regarded as potential contributors to Ethiopia's landmine/UXO legacy.

To make matters still more complicated, the country's arduous terrain and prior-to-nonexistent roads make travel in the rural areas problematic in the best of times and, in innumerable areas during the long rainy season, all but impossible. Even in sublethral weather, many Ethiopian communities are accessible only by foot or by mule. The task of determining where the landmines/UXO are, so as to be able to formulate a complete, reliable list of landmine/UXO-affected communities for impact surveying, is not an easy one.

The technique developed for surmounting this problem, EOC, entails gathering information from all available sources—civilians, government administrators, military authorities, UN agencies, NGOs, and in-country scholars and so on—and using this information to compile a gazetteer of the affected communities to be surveyed. However, because time and resources are inevitably limited, survey teams are pressed to devise methodologies that will enable them to separate the landmine/UXO-affected communities from the non-affected communities as quickly and as efficiently as possible.

To accomplish this, they must first devise a strategy that will enable them to determine where the most thorough, most reliable information regarding the locations of landmines/UXO may be obtained and how to acquire this intelligence as swiftly, systematically and cost-effectively as possible.

This article aims to facilitate this information-gathering process for all communities undertaking Landmine Impact Surveys by sharing some lessons learned by the Ethiopian Landmine Impact Survey (ELIS), which is currently being carried out by Norwegian Peoples Aid (NPA), under the auspices of the Surveys Action Center (SAC), in Washington, D.C., and in close partnership with the Ethiopian Mine Action Office (EMAO) in Addis Ababa.