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Cover: young UXO awareness puppet performer in Ban Ngui, Samneua District, Houaphan, photo by Amy Delneuville

## 1. EXECUTIVE SUMMARY

The Lao People's Democratic Republic is contaminated primarily by unexploded ordnance. An estimated two million tons of ordnance were dropped in Laos between 1964-1973. Antipersonnel landmines have been used in the country but are not as prevalent as UXO. Over 5,000 recorded victims have survived UXO/landmine accidents in the Lao PDR.<sup>1</sup>

In some areas of the country, the number of UXO accidents seems to be increasing. Is it the increased opening of new land for food security? Is it resettlement to new areas, thus placing more of a burden on contaminated land? Are Community Awareness messages in schools and communities raising the level of curiosity about UXO amongst villagers? Is it the scarcity of arable non-contaminated land? Are more people dismantling UXO for money? Are education and the UXO in-school curriculum ineffective? Is clearance ineffective? Are accident rates really increasing or is it just better data-gathering? It would be naïve to point to any one factor as the contributing cause for this increase. In truth, without more in-depth analysis of the scope of the problem and even better data-gathering this question will remain unsolved.

Addressing the issue of behaviour change in the area of unexploded ordnance (UXO) requires complementary approaches at several different stages. Mass media campaigns can spread common messages quickly to a large number of people but direct community participation is also necessary in order to increase the possibility of eventually changing behaviour. Direct community participation, however, takes more time and has fewer numbers of direct beneficiaries. One medium itself is not sufficient. It is necessary to develop comprehensive participatory approaches to deal with the problem of UXO in the Lao PDR.

The challenge in increasing education and awareness about the dangers of UXO in the Lao PDR is complicated by many factors; the high level of ethnic diversity, the long-term process of clearance, inaccessible areas and the impact of UXO accidents on survivors.

The purpose of this evaluation is to assess UNICEF's strategy in relation to UXO awareness in the Lao P.D.R. by addressing issues of impact of activities, operations and sustainability. The following recommendations will contribute to UNICEF's Mid-Term Review process and provide guidance for the development of the new country program.

The evaluation was conducted in a highly participatory manner and included:

- Interviews with central and provincial level staff in UNICEF, UXO LAO, Ministry of Education, Ministry of Information and Culture and NGO partners
- A desk review of relevant documentation
- Briefing and discussion with teachers, media personnel, students, villages and UXO LAO CA teams
- Direct observation of the range of UXO awareness activities supported by UNICEF including the teaching of the school curriculum, student puppetry, radio Quiz Shows, and traditional media performances where possible
- Interviews with villages and children who have participated in UNICEF supported UXO awareness activities (See Sources Consulted/Places Visited, Appendix 1).

The objectives of the evaluation are:

To evaluate the impact at the central and community level of UNICEF supported UXO awareness activities in the areas of in-school, mass media and village based programmes.

To evaluate the current operations of these activities in terms of their effectiveness in meeting stated project objectives and long term sustainability.

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<sup>1</sup>National Socio-Economic Survey on the Impact of UXO in the Lao PDR, Vientiane, Handicap International, 1997.

To make recommendations on the most effective and appropriate role for UNICEF in the field of UXO awareness.

Outcomes include an assessment of the future technical-assistance needs of the project and recommendations on the most appropriate and relevant role for UNICEF in relation to this activity. They also include:

- A set of indicators to regularly measure ongoing performance and impact
- A review and assessment of the process whereby target audiences and relevant messages are identified and the relevancy of this process to UXO information needs of the target audience
- Assessment of the opportunities and constraints of the target audience in relation to the behaviour change messages promoted by community awareness campaigns

The timeframe for the evaluation is 8 weeks, including two field visits (June 1 – July 28, 2000)

The major recommendations proposed in this evaluation are:

- Advocate for Support and Training of UXO LAO Community Awareness Teams
- Improve UXO Accident Data-Gathering and Analysis
- Increase Activities in Ethnic Minority Languages
- Support the MOE in Revision, Production and Training of a National UXO In-School Curriculum
- Improve UXO Messages
- Provide Assistance for Survivors of UXO Accidents
- Destigmatise UXO Accident Survivors
- Provide Technical Assistance

## **2. INTRODUCTION**

### **2.1 Background**

#### *2.1.1 National Survey on the Socio-Economic Impact of UXO in Lao PDR 1997*

The Government of the Lao PDR established the Lao PDR Trust Fund for UXO to finance a program of awareness and clearance. Handicap International was contracted by UXO LAO to conduct the first national survey on the socio-economic impact of UXO in the Lao PDR in June 1996.

Survey teams visited 15 provinces that reported significant UXO contamination, and in these provinces, they visited 93 districts and interviewed district officials, business people, farmers, village elders and development committees. Both qualitative and quantitative data were collected regarding the scale of UXO contamination and its impact at the province, district and village levels. In 86 of the districts, data was collected using questionnaires from 7,675 villages about the presence of UXO, type of land contaminated, type of UXO observed, number of accidents caused by UXO and the overall impact of UXO. Over 1,000 people were interviewed to gather qualitative data summarised in the report.

**Table 1: Provinces Ranked in Order of Contamination<sup>2</sup>**

<b>SEVERE UXO CONTAMINATION IN 1 OR MORE DISTRICTS (RANKED)</b>	<b>SIGNIFICANT UXO CONTAMINATION IN 1 OR MORE DISTRICTS (RANKED)</b>
1. Savannakhet 2. Xieng Khouang 3. Saravane 4. Khammouane 5. Sekong 6. Champassak 7. Saysomboune Special Zone 8. Houaphan 9. Attapeu 10. Luang Phrabang	11. Luang Namtha 12. Phongsali 13. Bolikhamxay 14. Vientiane Province 15. Vientiane Prefecture

The three provinces not listed here did not report any significant contamination from UXO.

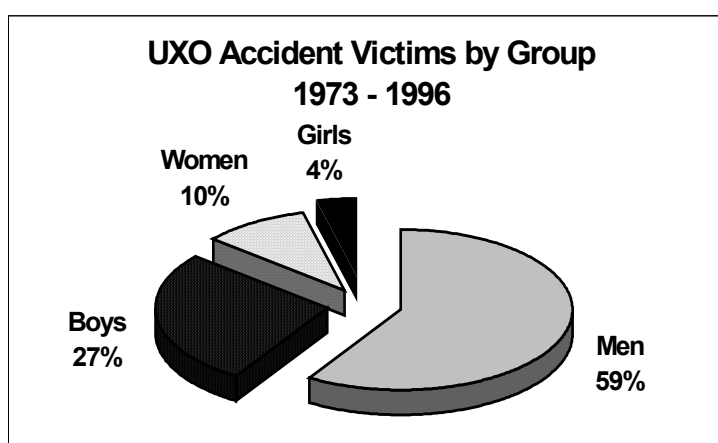
There were 2,861 villages that reported the continued presence of UXO, which represents 25 percent of all villages in the country. Of these, 948 villages reported UXO contamination in the centre of the village, presenting a severe hazard for the local people and particularly for children. Accident reports relating to UXO were collected from 1973, the total numbering 10,649 (the surveyors received reports of approximately 11,928 UXO-related accidents from 1973 to 1996 but only detailed information was collected from 10,649 people). This data includes both victims who were injured and/or died from the accident. From 1987 - 1996, the annual casualty rate was constant, averaging about 240 accidents per year.<sup>3</sup>

The most common type of UXO reported was the anti-personnel bomblet. These bomblets (or bombies as they are called in Laos) cause mainly severe wounds to the upper half of the body. More than one-half of the reported amputations due to UXO were of the hand or lower and upper arm. Landmines were reported in all provinces surveyed. Many other kinds of injuries come from UXO accidents, such as blindness, deafness and burns.

**Figure 1: UXO Accident Victims Reported, 1973-1996<sup>4</sup>**

The largest percentage of accidents happened while handling UXO. The second highest category was accidents while the victim was involved in agriculture.

The effects of a UXO accident on a family are widely felt. In one village visited during this evaluation, a villager reported that his brother died two years ago in an accident with UXO. The brother who died had three children; the surviving brother married the UXO victim's wife in order to support her and the three children. Then his first wife divorced and left him because he had taken a second wife.



<sup>2</sup>Handicap International, October 1997, Living with UXO-National Survey on the Socio-Economic Impact of UXO in Lao PDR 1997-Summary Report, p. 20, Vientiane.

<sup>3</sup>Ibid

<sup>4</sup>Ibid

The survey found 2,481 people with upper or lower limb amputations but only 44 of these people reported the use of a prosthesis. As the number of surviving accident victims increases, the numbers of survivors with disabilities will also increase. In the past, more than one-half of accident victims died, but as of 1993, the number of fatalities has stayed below 40 percent.<sup>5</sup>

Saysomboune Special Zone is the location of many recent village relocations in the Lao PDR, with many villages created since the end of the war. This could explain the high number of recent accidents compared with other provinces in the country. The district of Thathom makes up 58 percent of the total number of accidents for Saysomboune. This district is also the location of all accidents involving young girls and almost all accidents involving women as reported in the HI Survey.

Data from the survey has been summarised for each province including provincial maps, an overview of the war time activities in that province, a chart of UXO contamination, and UXO Accidents from 1973-1996.

### 2.1.2 UXO LAO

In February 1996, the Lao National UXO Program (UXO LAO) was established as the first government structure in the area of humanitarian clearance. This organisation is responsible for the management of UXO-related activities throughout the country under the MLSW. Provincial UXO offices are linked closely with the Departments of Labour and Social Welfare at the provincial and district levels. UXO LAO is the national agency responsible for UXO clearance and education in the Lao PDR. They are the focal point for government ministries, donors, international organisations and journalists.

Components of UXO LAO include:

- ◆ Community Awareness
- ◆ Survey
- ◆ Clearance
- ◆ Training and Capacity Building

All four components are integrated and support one another. It is essential that CA, survey and clearance operations be conducted as a combined and mutually supported operation.

### 2.1.3 *The Convention on the Rights of the Child*

The Lao PDR has signed the Convention on the Rights of the Child but the presence of UXO in 15 of the Lao PDR's 17 provinces violates many articles of the CRC including a child's right to survival, food security, and access to education and health services.

CRC articles which particularly lend themselves to providing protection for children against landmines and UXO:

Article 3: recognised that in all actions concerning children, the best interests of the child shall be a primary consideration.

Article 6: recognises the inherent right to life of the child and accepts that State must ensure "to the maximum extent possible the survival and development of the child."

Article 23: recognises the right of disabled children to special care, including access to education, training, health and rehabilitation services.

Article 31: recognises the right of the child to age-appropriate play and recreational activity.

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<sup>5</sup>Ibid

Article 32: protects children from performing work that may be hazardous or harmful to their health.

Article 38: reiterates the requirement that States respect humanitarian law applicable to them which is relevant to children and that they take all reasonable measures to ensure protection and care of children affected by armed conflict.

Article 39: requires that appropriate measures be taken to promote physical and psychological recovery and social reintegration of any child victim of armed conflict.

In 1997, the Committee on the Rights of the Child provided concluding observations to the government of the Lao People's Democratic Republic. Included are the points that correlate to the problem of UXO and other inter-related issues.

#### Positive Aspects:

Establishment of UXO LAO National Programme in 1995

#### Subjects of Concern:

Insufficient attention paid by the State party to systematic, comprehensive and disaggregated qualitative and quantitative data collection and to the identification of appropriate indicators and mechanisms to evaluate the progress and the impact of policies and measures adopted for all areas covered by the Convention.

The shortage of physical and psychological rehabilitation programmes and services for UXO victims.

#### Suggestions and Recommendations:

Develop a comprehensive system of collecting disaggregated data in order to gather all necessary information on the situation of children in the various areas covered by the Convention, including on children belong to the most vulnerable groups.

The committee strongly encourages the State party to seek long-term external financial assistance in order to build national capacity with regard to UXO to establish a sustainable clearing process in each area, to provide continual community awareness programmes, through schools, pagodas and local organisations, and to develop rehabilitation programmes.

The evaluation results and observations included in this report support the findings of the Committee on the Rights of the Child. In addition, this document lists six other areas of concern that need to be examined and addressed in the Lao P.D.R. A list of recommendations and information detailing the situation can be found in Section 3.

### **3. MAJOR RECOMMENDATIONS**

#### **3.1 Advocate for Support and Training of UXO LAO Community Awareness Teams**

It is crucial that the national program of UXO LAO continue focussing on survey and clearance but meanwhile, as long as there are districts with high levels of UXO contamination, it is important to educate and build awareness among villagers about the dangers of UXO. There is a continued need for the UXO LAO Community Awareness Village Based Program. Without it, other CA strategies within UXO LAO (media, social agencies, government agencies, education system, hospitals and NGO's) will not be adequate to provide sufficient impact. The CA village-based program involves a number of diverse participatory approaches for reaching different groups of people at the village level. In order to be more effective, though, these teams need training and increased monitoring. It is recommended that UNICEF advocate for continuation of the UXO LAO CA teams, work with UXO LAO to develop a strategy plan and once that plan has been agreed upon, increase its effectiveness with appropriate training.

The United Nations Policy on Mine Action states that:

"The need for a fully integrated response to the problems caused by landmines and UXO, and incorporates **mine awareness and risk reduction education**; minefield survey, mapping, marking and clearance; victim assistance, including rehabilitation and reintegration; and advocacy to stigmatise the use of landmines and support a total ban on anti-personnel landmines."<sup>6</sup>

### Strategy Planning

Eighteen UXO LAO Community Awareness teams are working in nine of the 15 UXO affected provinces. The current plan is for UXO LAO CA teams to visit each targeted village one time. One CA team can visit approximately 45 villages per year (1 village per week). If this happens, all targeted villages might be visited by August 2002. But it is not that clear cut; some provinces have more villages (Savannakhet, Saravane) and others have less (Attapeu). It must also be remembered that some areas cannot be accessed by vehicle and alternative forms of transport have to be used. Some areas cannot be accessed at all during certain times of the year. Therefore, it is very difficult to hypothesise about the longevity of the CA teams without further input from UXO LAO on their plans for the Community Awareness Component.

It is recommended that UNICEF advocate for the continuation of UXO LAO CA teams and encourages analysis and development of the teams for the future. Until a complete analysis is done, it would be inadvisable for UNICEF to support this component without increased training for CA teams.

**Table 2: Total Number of Target Villages and Villages Visited as of Oct. 1999 per Province<sup>7</sup>**

Province	Total Number of Targeted Villages	Number Villages Visited as of Oct., 1999
<b>Xieng Khouang</b>	510	329
<b>Houaphan</b>	473	230
<b>Savannakhet</b>	640	257
<b>Saravane</b>	519	193
<b>Champassak</b>	286	180
<b>Sekong</b>	347	95
<b>Attapeu</b>	102	89
<b>Luang Phrabang</b>	531	100
<b>Khammouane</b>	402	90
<b>Total</b>	<b>3810</b>	<b>1563</b>

**Table 3: Number of Remaining CA Village Visits end Year 2000<sup>8</sup>**

	Total number of target villages	Number of villages visited in 1996	Number of villages visited in 1997	Number of villages visited in 1998	Number of villages visited in 1999	Number of villages targeted in 2000	Villages left to be visited
<b>Total</b>	<b>3810</b>	<b>65</b>	<b>332</b>	<b>556</b>	<b>746</b>	<b>759</b>	<b>1352</b>

<sup>6</sup>International Guidelines for Landmine and Unexploded Ordnance Awareness Education, p. I, "Mine Action and Effective Coordination: The United Nations Policy," Sept. 1998.

<sup>7</sup>UXO LAO, Vientiane, OPS, CA Task Achievements from 1996-31 October 1999 and UXO LAO, Vientiane, CA Team Requirements per Province, Nov. 1998.

<sup>8</sup>Ibid

## Training

Once the long-term plan for CA teams has been decided and it is clear where and how long they will continue to function, CA teams should be trained in the following areas:

- data collection-consistency and accuracy
- puppetry
- Child-to-Child approaches
- drama
- training techniques and message processing and summary
- new material/activities and new shows (drama and puppet) and adaptations of old performances based on new information
- approaches to child learning and behaviour change
- basic medical training on what to do in the event of an accident and simple first aid
- review training re. CA team activities including Household Visits and Focus Group Meetings (See UXO CA Schedule-Appendix 2).
- general training about participatory learning activities for children

One possibility for the development of refresher and advanced training for CA teams would be to have a mobile CA training team assigned to conduct training for provincial based CA team members. These teams could provide on-the-spot monitoring and advice tailored to the actual situation in each province. This mobile training team could provide feedback and monitoring to the national office and suggest innovative ideas that have been developed in one province and might be useful in another. Rainy season provides a perfect window for training because many villages become inaccessible during that time.

It was also observed that some CA members who replaced staff have not had any formal training in puppetry, drama nor the methodology behind CA. Theoretically, CA members should cross train in the skills to which they are not assigned because they might be asked to fill in when someone is sick, a member leaves the team, or other contingencies but unfortunately this has not been done. Additional training is needed for new team members.

## Equipment needs

The condition of equipment varies from province to province and equipment needs must be assessed for each CA team. Two items clearly missing from the CA equipment:

- Portable First Aid Kits with simple medicines such as ORS, paracetamol, bandages, iodine, along with simple first aid training (how to set broken limbs or stop bleeding).
- Appropriate equipment for villages which are difficult access (such as, light, transportable microphones, small generators)

## Link between CA and clearance

Community Awareness team village visits should be connected as closely as possible to clearance/roving activities. In affected areas, people have been living with UXO for years and are accustomed to its presence - but children and youth have not, they did not go through the intense period of bombing during the war. CA messages work well for children but children do not retain the information as long as adults. It is important to keep the length of time between CA visits and roving and clearance to a minimum. CA teams do not give any indication as to possible dates when clearance activities may occur but some CA teams also have a form for village authorities to sign agreeing for clearance to come their village. This may already create expectations among villagers.

How can it be assured that where CA activities operate beyond the capacity of clearance teams, alternate CA activities are scheduled so as not to create resentment at the village level through the creation of expectations of clearance? The workplan for clearance and CA needs to be monitored and updated for the realistic number of village visits and the rate of clearance. Villagers complained to one visiting CA team, "You (meaning UXO LAO - the government) have money, why don't you come to clear the UXO?" Especially in Savannakhet Province, several of the CA teams are far beyond clearance activities. At the very beginning of the project in Savannakhet, CA teams started

several months ahead of clearance, this needs to be adjusted. In addition, without close collaboration regarding village visits, CA teams become very disconnected from the other teams working in the same area and there is less possibility of monitoring and information sharing between teams.

### **Adapting Activities**

Data is gathered upon arrival in the village and interviews with villagers and key figures take place during the first day. Review and revision of performances is supposed to be done based on these interviews as well as new information provided provincially and nationally about the causes and types of UXO accidents which may have changed since the CA teams' activities were developed. Most teams do not have the ability to develop their activities based on the information gathered on the first day.

For example, if presentations focus on the dangers of children playing with bombies but there are no bombies in that village, rather another type of UXO (or another age-group involved), villagers may not understand why CA teams are giving them information about something that does not pertain to their situation. CA teams can lose their credibility and villagers might not believe UXO other messages. Activities must be useful and relevant to their situation. CA teams should be encouraged to develop and practice new presentations and alter presentations as necessary on site. CA teams should also develop their activities based on Household Visits which can give them an idea about the specific village situation, for example, are people tampering with UXO, the most recent accident victim(s) and what age group is exhibiting risky behaviour.

### **Team Composition**

The numbers of females and ethnic minority group people should be increased. There is a need to reconsider the selection criteria for recruitment by UXO LAO of CA teams. This might mean adjusting hiring requirements, for example, accepting someone with less formal education but who can communicate well and speak another language or female and communicate well. The effectiveness of UXO danger messages can be reduced due to the lack of attention to gender specific considerations, especially those of women and girls.

Another target group that should seriously be considered for addition to the UXO LAO CA teams is UXO survivors. As was reiterated by each CA team visited during this evaluation:

“A UXO survivor on the team would make the message more believable because it happened to him/her and would increase the impact of the messages. It would be necessary, though, to assess the severity and type of disability in order to make sure that the survivor is able to do the work. It is also necessary that this person have a certain level of communication skills”.

Point-Before hiring a UXO survivor though, an assessment of how local villagers would perceive messages from this person need to be investigated.

No exact figures for gender breakdown or ethnic minority language speakers were available:

CA teams members: approximately 112

Ethnic minority group: maybe 14 (not sure what ethnic minority languages they speak)

Men 86 (?)

Women 26 (?)

No UXO survivors

During the evaluation, it was observed that some teams are working without the appropriate number of CA members, putting a burden on the workload of the remaining CA members.

### **Other Information: A Donor's Perspective-AusAID**

AusAID, one of the current major donors for UNICEF supported UXO education activities reported that their country office is competing with many other countries, like Cambodia and Mozambique for funds in the sector of UXO / mine action. One justification they use in order to secure funding for UXO Community Awareness projects in the Lao PDR is that clearance of UXO in the Lao PDR will

take decades-in the meantime, communities must be targeted for education and awareness messages. Their office prefers to have a complementary mix of clearance, awareness and victim assistance. If, in the future, UXO LAO does not have community awareness activities, AusAID will put the money earmarked for CA activities with UXO LAO for another organisation working in the area of community awareness.

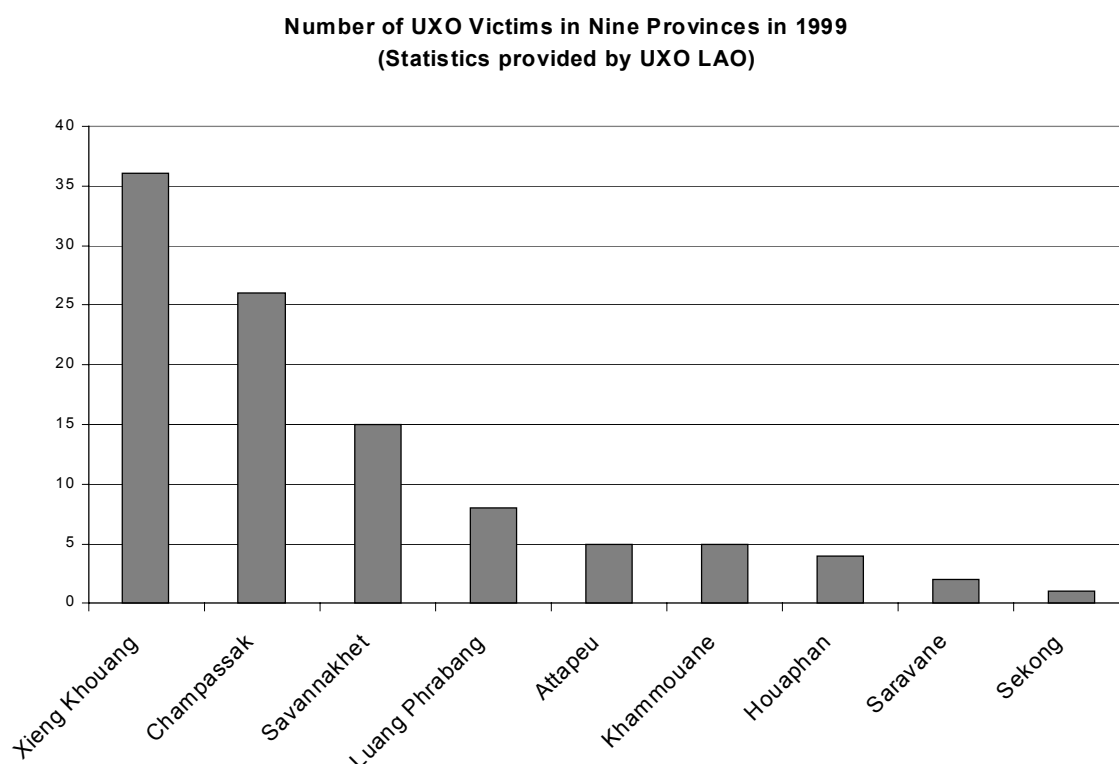
### 3.2 Improve UXO Accident Data-Gathering and Analysis

The UXO LAO accident report is a standardised form designed for reporting all relevant information about accidents because of UXO. Currently, UXO LAO CA and survey teams distribute copies of the accident report form to village authorities during their work. The village chief should report any accident information to district authorities using that form.

In some communities, the village chief reported during the evaluation that he would have no means of getting the completed accident forms to the district authorities. In several of the villages visited during this evaluation, villagers reported accidents that had happened one to two years ago - accidents that were not included in the numbers reported by provincial co-ordinators or district officials in accidents.

The collection of UXO accident data requires a national co-ordinating unit centralising information from different sources and institutions. Information gather from different sources would identify the magnitude of the problem, enable the program to develop strategies for decreasing the problem and allow for assessment of program effectiveness. This requires a well-functioning system for the timely reporting of disaggregated data, analysis and diffusion of information and should be an intrinsic and central part of government statistical activities. It also requires staff, equipment and training!<sup>9</sup>

**Figure 2: Number of UXO Victims in Nine Provinces in 1999<sup>10</sup>**



<sup>9</sup>Point: It should be mentioned though that evaluating the effectiveness of a program by analysing UXO victim and accidents rates alone would be inadvisable but accurate statistics are important for developing materials and messages geared towards certain target groups and risk behaviours and also in monitoring and evaluation.

<sup>10</sup>UXO LAO National Office, Vientiane, July 2000.

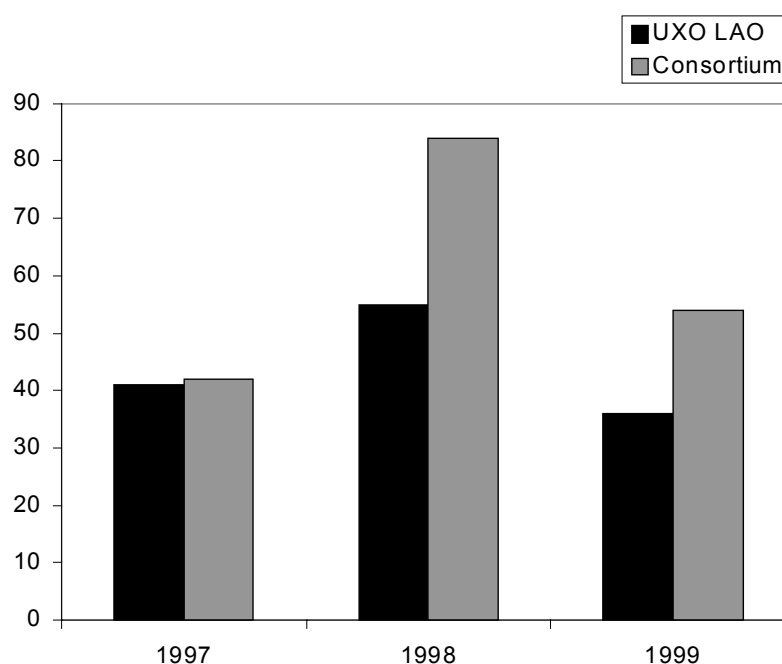
UNICEF should actively promote improved collection and analysis of data about UXO accidents. However, UNICEF should not be expected to do this alone. This effort should involve other players in the UXO/landmine sector: UNICEF, UXO LAO, WHO, UNDP, MOH, MLSW and other large groups.

It is also recommended that UNICEF advocate for the investigation of technologies used by other UXO and landmine affected countries to supplement the current data collection process. The Cambodia Mine Incident Database Project is one such model that should be investigated. The Cambodia Mine Incident Database Project provides standardised updated monthly mine incident reports and is implemented by the Cambodian Red Cross and Handicap International, funded by UNICEF and the Ministry of Foreign Affairs of Finland. Individuals or organisations can contact the Data Management Office for queries about the database. Their strategy is to keep limited numbers of data gatherers in low incident areas and train Cambodian Red Cross volunteers, local community people and health staff in terms of data collection and reporting in these low incident areas. For high and moderate gatherers, there are trained data gatherers.

A representative from AusAID suggested that if UXO accident figures seem to be increasing and logical reasons for this increase of UXO accidents in certain areas are provided with this information, the international community and donors will be able to understand that many complex factors can influence statistics. It was also mentioned that, in fact, well-analysed increases in UXO accidents might even increase the need for more support for clearance in the eyes of the donor.

**Figure 3: Comparison between UXO Figures and Consortium in Xieng Khouang Province<sup>11</sup>**

**Comparison of UXO Victim Statistics Consortium and UXO LAO  
Xieng Khouang Province**



As an example of data reporting inconsistencies, the organisation Consortium has collected UXO accident statistics in Xieng Khouang since 1996. With the help of MAG, their statistics for the years 1997-1999 report 180 UXO/mine victims whereas official figures from UXO LAO report only 132 accident victims for those years.<sup>12</sup> It is not within the realm of this evaluation to analyse the factors

<sup>11</sup>Consortium, July 2000 and UXO LAO National Office Figures, July 2000.

<sup>12</sup>The author tabulated the figures and there was one error, in 1998 there is one more victim, making the total number 181.

that may have contributed to such a large difference in data but it does point out that there are large inconsistencies in data gathering and analysis.

Inconsistencies in accident figures can be due to pressures and influences outside the actual project. In addition, data can be difficult to reconcile due to differences in units, years, sampling groups, methodology and age groups. Other factors contribute to fluctuations in causality statistics and numbers of UXO victims. It is impossible to ignore influences outside a programme that may change the number of accident victims. Accident rates are affected by many things, such as, changes in policy, local plans, opportunities for work, availability of land, building of roads, etc. Increases in accidents during the dry season might happen as a result of more travelling and farming activities during that time. The number of accidents that occur during use of fire to destroy garbage may increase during certain months. Other possible causes might be the need for people to work or re-settle new land. Without careful analysis of data and factors outside a project, it is impossible to relate an increase in UXO accidents to project activities.

### **CA Team Data Gathering-Village Visit Form**

CA teams visit villages in targeted districts, conduct CA activities and gather Level One survey information about a certain village (see List of Forms used by CA Teams-Appendix Four). This information is reported to the provincial headquarters using the Village Visit Report Form. This report is used to update data gained from the 1996 HI socio-economic survey. The Village Visit Report has three functions:

- To update general village data already held by the UXO LAO Data Section. This data was obtained from the Level One socio-economic survey in 1996.
- To provide general village data to assist in planning visits by further UXO LAO teams.
- To report on the activities conducted by a CA team during a visit to a village. This is to assist with the management of future CA activities.

Currently, only major bits of information are entered into the computer for analysis from the Village Visit Forms (province, date of visit, CA team number, village name, village code, district, population of village-male/female, number of households, number who attend meetings/discussion groups, number of children-male/female, total number who attend presentations, Level One Survey Information and CA materials used-T-shirts, posters, notebooks, cartoon books, bags). UNICEF should support the UXO LAO CA component by providing computer equipment and manpower for data entry and analysis of information noted on the Village Visit Forms. Some other data noted on forms:

- Languages spoken
- Access details (What transport was used? How long did it take to get there? Are there any times of the year when not accessible-when and why?)
- Access to media
  - Do villagers have access to video players?
  - Have access to television?
  - Access to radio?
  - What television channels or radio stations do they listen to and at what times of day?
- In addition, the currently used Village Visit Forms breakdown participants in terms of gender attending each activity. This information is important for donors, for example, showing how many females attend various CA sessions.

Other questions on the form are open-ended; therefore, more difficult to enter but would also be interesting to analyse. For example, one open-ended question on the Village Visit Form, “What is the outlined strategy for UXO safety decided by the village population?”

During the field trip portion of this evaluation, some inconsistencies in data collection by CA teams was observed:

Some teams do not leave Village Accident Report Forms

Some teams do not fill-in the school information when school is not in session, others do  
Some teams fill in the village population based on what the village chief reports, other teams leave it blank for district or provincial authorities to fill in

### CA Teams-Access to Accident Information

Safety messages should focus on the 5-10 most dangerous activities that caused recent accidents. Information analysis about the causes of accidents and age-group breakdowns in certain provinces should be supplied to CA teams from the UXO LAO National Office. Have the currently used lists been revised and prioritised? Based on what information? What is the most dangerous activity now? CA materials must be updated in order to better represent the current situation and knowledge gained. With statistical analyses from the national office of UXO LAO, there can be an ongoing review of CA messages and materials to ensure messages/materials remain relevant to changing needs of the target audience.<sup>13</sup>

Statistics provided by the Consortium provide useful information for education officials working in Xieng Khouang. From the data collected with the help of MAG, the major activity taking place at the time of the accident from 1996 to 1998 was 'PLAYING'. In 1999, the major activity during the time of the accident was 'BURNING' (mostly during the cold months of the year). On average over the four years indicated, 60.31% of the accident victims are children!

**Table 4: Activity when UXO Accident Occurred<sup>14</sup>**

Defusing UXO
Playing with or throwing UXO
Making a fire to destroy rubbish
Weeding in agricultural land
Making a fire for cooking
Walking along paths or roads
Making a fire for cooking
Fishing with UXO or explosives
Plowing agricultural land
Keeping or grazing animals

### 3.3 Increase Activities in Ethnic Minority Languages

Officially, there are reportedly 47 different ethnic groups in the Lao PDR, as documented during the 1995-population census, the largest being the Lao ethnic group, totalling 52.5% of the total population<sup>15</sup>. During field visits, many villagers reported that they could not understand the community awareness messages. Villagers reported that if information were provided in their native language, they would be very interested to know about the dangers of UXO and would try to follow the advice given. In addition, during interviews with provincial radio managers, it was difficult to ascertain the number (for example, per month) and length of radio programs, spots and songs broadcast in ethnic minority languages. It is recommended that UXO education and awareness activities should be developed in ethnic minority languages, especially in the ethnic minority languages of Hmong, Khmu and Akha. It is also recommended that UNICEF increase the amount of ethnic minority language materials for all components.

**Table 5: Distribution of Ethnicities by Province<sup>16</sup>**

(Provinces targeted for CA and clearance activities shaded)

Province	Population	Largest Group	%	Second Group	%	Third Group	%	% Non-Lao
Attapeu	87,229	Lao	36.9%	Lavae	17.4%	Oey	16.4%	63.1%
Bokeo	113,612	Khmu	23.8%	Leu	20.6%	Lao	13.4%	86.6%
Borikhamxay	163,589	Phutai	41.0%	Lao	40.2%	Hmong	9.2%	59.8%

<sup>13</sup>UXO LAO National Office, National CA Strategy, 1998-2001, Vientiane, 1998.

<sup>14</sup>National CA Strategy from UXO LAO, 1998-2001.

<sup>15</sup>Some reports identify many more ethnic minority groups than 47.

<sup>16</sup>Asian Development Bank TA No. 5794-REG, "Health and Education Needs of Ethnic Minorities in the Greater Mekong Sub-Region", Lao PDR Country Report, June 2000, 21-22, original source, Lao Front for National Construction, Department of Ethnic and Social Classes, 1999.

Champassack	501,387	Lao	84.8%	Laven	4.9%	Xuay	2.4%	15.2%
Huaphanh	244,651	Phutai	31.5%	Lao	30.0%	Hmong	20.3%	70.0%
Khammouane	272,463	Lao	59.4%	Phutai	21.7%	Making	13.4%	40.6%
Luang Namtha	114,741	Khmu	24.7%	Kor	23.9%	Leu	15.8%	97.7%
Luang Prabang	364,840	Khmu	45.9%	Lao	28.6%	Hmong	15.2%	71.4%
Oudomxay	210,207	Khmu	57.7%	Hmong	13.1%	Leu	12.2%	90.9%
Phongsaly	152,848	Khmu	24.4%	Kor	20.0%	Phounoy	19.4%	95.7%
Saravanh	256,231	Lao	60.0%	Katang	13.3%	Xuay	8.1%	40.0%
Savannakhet	671,758	Lao	57.5%	Phutai	18.9%	Katang	8.7%	42.5%
Sayaboury	291,764	Leu	26.9%	Khmu	20.0%	Lao	19.0%	81.0%
Sekong	64,170	Katu	24.3%	Talieng	21.8%	Alack	15.5%	91.4%
Vientiane Mun.	524,107	Lao	92.6%	Phutai	3.1%	Hmong	1.4%	7.4%
Vientiane Prov.	286,564	Lao	64.8%	Phutai	14.0%	Khmu	12.5%	59.8%
Xaysomboun SR	54,068	Hmong	53.7%	Lao	19.4%	Khmu	16.7%	80.6%
Xieng Khouang	200,619	Lao	44.3%	Hmong	34.2%	Phutai	10.2%	55.7%
Total	4,574,848							

This is especially important for Sekong Province where the majority of the population is comprised of ethnic minorities. If some members of ethnic minority groups do speak Lao ethnic language, it is only as a second language. In three of the nine UXO LAO targeted provinces (Houaphan-Phutai ethnic minority, Luang Prabang-Khmu ethnic minority, Sekong-Katu ethnic minority) for clearance and CA operations, the majority of the population is non-Lao ethnic minority group. In seven of the nine targeted provinces, the second highest proportion of the province is from non-Lao ethnic minority group other than Lao. These ethnic minority groups require special attention during the delivery of UXO danger messages.

Differences in language and ethnicity can create a barrier between CA message givers and villagers or at least severely weaken the communication. All of the CA activities observed during this evaluation were in Lao ethnic language (one exception was the Consortium children's puppet troupes, which includes one Hmong Puppet Troupe in Xieng Khouang).

UXO LAO CA teams have approximately 14 ethnic-minority language speakers on their teams, but the exact figure and the language spoken was not available. All videos, posters, written materials and songs observed were in ethnic Lao language, although some mass media campaign messages (radio) have been developed in ethnic minority languages.

Ideally, more ethnic minority language speakers should be recruited for CA teams. In the meantime, current materials and should be adapted. For example, materials such as the FFL book could be printed in flip chart style for use by all language groups with an accompanying tape in the appropriate language. Several priority message media could be developed in this way. The use of pre-recorded messages should be limited, as active involvement is preferred. However, pre-recorded messages are better than presentations that people cannot understand. It should be noted, however, that due to sensitivity about development of messages in ethnic languages, this would require added attention.

**Table 6: UNICEF Supported Activities-Ethnic Minority Languages<sup>17</sup>**

UNICEF SUPPORTED ACTIVITIES	MESSAGES AVAILABLE IN ETHNIC MINORITY LANGUAGES
UXO LAO CA teams	No visual/audio messages in EM languages. Maybe 14 out of 114 CA team members speak EM languages.
National and Provincial Radio	In Luang Phrabang and Savannakhet some spots and songs in EM languages (Bru, Khmu, Hmong) although in reporting it is not clear how often these EM language spots and songs are broadcast.
Radio Quiz Shows	In some EM villages, someone from the audience

<sup>17</sup>Extrapolated from UNICEF reports and proposals.

	is asked to translate
National Television	No
National Drama Troupe	No
National Puppet Troupe	No
In-school UXO curriculum and teacher training	No
Supplemental Activities: Student Puppetry	One of 19 children's puppet troupes is Hmong (in Xieng Khouang)
Supplemental Activities: Creative Arts Workshops (story books and posters)	No, although some of the young artists are from ethnic minority groups

### 3.4 Support the MOE in Revision, Production and Training of a National UXO In-School Curriculum

The MOE believes that the problem of UXO in many provinces warrants a national primary-level curriculum about dangers of UXO. Mr Khamhoung Sacklokham, Director of the Department of Formal Education in the MOE expressed his desire to take the lead in a second review of the UXO in-school curriculum and textbook, pre and post testing, printing and distribution of textbooks to UXO impacted areas. It is recommended that UNICEF support this endeavour with technical input and funding.

The Consortium has done a commendable job of developing and piloting the curriculum in Xieng Khouang Province with the support of USAID and more recently using the same textbook in certain parts of other districts in Saravan, Savannakhet and Houaphan Provinces. However, the language used in the textbook, pictures of specific types of UXO which are not common in other provinces and inappropriate drawings need to be revised with a committee of education experts and UXO LAO officials. It is also advised to include Technical Advisors in target provinces for the curriculum.

One of the initial goals of the Consortium was to develop the UXO curriculum at the provincial level and pilot a complete provincial level local curriculum as a model for decentralising authority to the provincial level. This seems to have been a success and the work has been so well received that the MOE would like move it beyond this stage; to UXO impacted areas in all 9 provinces. In fact, in Luang Phrabang, the UXO LAO provincial co-ordinator, Mr. Phou, requested on two separate occasions that the MOE consider including Luang Phrabang in the target area for the UXO primary school curriculum and teacher training. Currently, UXO LAO CA activities are restricted to two provinces in Luang Phrabang but Mr. Phou felt that if the UXO curriculum can be used in all severely impacted areas, children, their teachers and their families could benefit from information regarding the dangers of can UXO.

Costing of the new textbook would have to be done and a justification for the mix of colorful, eye-catching materials vs. affordability and sustainability of printing and distributing textbooks to approximately 60,000 primary school students in UXO impacted areas. At the moment, student textbooks cost approximately 1.20 US\$ - 1.50 US\$ per book. It must be decided if one book will be provided per child or two children will share.

The MOE will need financial help in the following areas:

- Printing
- Training (TOT and teacher training at the district or provincial levels)
- In-school activities (including teaching aids, posters, games for children)
- Supplemental activities; such as children performed puppet shows/traditional songs

### 3.5 Improve UXO Messages

#### Consistency and Accuracy

All UNICEF project partners should consistently use the same core UXO awareness messages. This is especially important when considering the fact one of the main target groups is children and they need to hear and see repetitive, simple messages. Children may disregard the dangers of UXO if the information they receive is confusing or conflicting. There must be consistency between the CA teams' messages, television spots and programs, provincial and national radio, National Drama Troupe, National Puppet Troupe and the UXO awareness in-school curriculum and supplemental activities. UXO LAO, in conjunction with the Technical Working Groups, should co-ordinate the development and distribution of common themes and messages for each identifiable target audience so as to avoid conflicting messages and confusion.

UXO LAO in this co-ordinating role should be encouraged to continuously review, evaluate and modify messages, delivery strategies and the CA training curriculum as new understanding of the risk and impact of UXO on local communities is acquired.

Consistent messages should be used on posters and other educational materials. A standard package of materials developed and used by UXO LAO Material Development Section could be made available to other implementing partners with details for cost and availability. UXO LAO and other implementing partners should be encouraged to conduct pre- and post-tests of all materials developed and disseminated to determine their effectiveness and correctness and to check for audience understanding and the credibility of the message. During the post-test period, impact indicators could be identified that show a quantifiable change in the audience's behaviour.

In addition to consistency, the use of short, add-on messages within core messages that reinforce other areas not only of the UNICEF program but other groups working within the general sector should be assured. For example, at the end of a radio program detailing the dangers of UXO, a final point could be a reminder to report UXO accidents in your area to district or provincial offices of UXO LAO. Materials should be assessed regarding the amount of messages presented on posters for people in rural villagers. Many of the posters seem too crowded with information and villagers might not be able to retain all the messages. Videotapes using different formats for different target groups with age appropriate language should also be investigated.

#### Media Tools Capitalisation

Media tools include radio messages, puppet troupes, drama troupes, supplemental activities for in-school education, television, and materials used by UXO LAO CA. In order to capitalise on all media tools used by different implementing partners, UNICEF should support the development of message analysis to provide clarity of what exactly the tool is supposed to accomplish and for whom. The background for this comes from the document, "Tools for MRE in Mozambique-Capitalisation" by Handicap International-Mine Co-ordination Unit, Lyon, 1999<sup>18</sup>. Suggestion for this analysis should include:

- Date and title
- A short description
- Target audience (general public, teachers and students, 6-12 year old students, children from 6 – 15, teachers-educational technicians, agents, teachers, UXO clearance specialists, geographic area or ethnic minority group, urban or rural, out of school youth, women)
- Focus message family (identification, effects, areas likely to be mined, clues to pointing to a potentially mined area, signs indicating mined areas, what should be done in unknown territory, what should be done when a mine or suspicious-looking object is found, what should be done in the event of an accident, persons with disability integrated in the community, taboos, data-gathering)
- Analysis summary (strengths and weaknesses)

<sup>18</sup>Handicap International Mine Co-ordination Unit, "Tools for MRE in Mozambique-Capitalisation", Lyon, no date given, 13.

- General overview showing development and transferability, recommendations

### Co-ordination between partners

UNICEF should facilitate the sharing of UXO implementation and co-ordination plans by organising a participatory Planning Workshop for the development of a yearly work plan for all UXO-awareness implementing partners. During this meeting, partners should share information regarding their proposed target group, area for activities (province, district, village, if possible), mediums to be used (cartoon, drama, live actors, puppetry, documentary...). This will help avoid duplication, ensure diversity of types of medium, allow for easier collaboration and ensure that different groups are being targeted. This large planning meeting should include all UXO awareness collaborators if possible: UXO LAO, national and provincial radio, national television, National Puppet Troupe, National Drama Troupe, MOE and the Consortium.

### 3.6 Provide Assistance for Survivors of UXO Accidents

UNICEF is currently supporting several complementary UXO community awareness activities surrounding the issue of UXO but one area is missing. UNICEF should be encouraged to look towards future involvement in the area of UXO survivor assistance and rehabilitation. A partner organisation should be identified to advocate for development of victim assistance programs, outreach programs and appropriate services for UXO survivors and their families, including information about devices and rehabilitation services available.

The International Campaign to Ban Landmine, *Guidelines for the Care and Rehabilitation of Survivors* list the following recommendations:

- Emergency Medical Care for healthcare and community workers including first aid training by qualified medical professionals and where appropriate, mine awareness educational materials should include basic instructions for first aid response to traumatic injury and massive bleeding.
- Continuing Medical Care
- Physical Rehabilitation, prostheses and assistive devices including treatment of landmine injuries other than limb loss, such as loss of eyesight, deafness and paralysis.
- Psychological and Social Support
- Employment and Economic Integration
- Capacity Building and Sustainability
- Legislation and Public Awareness
- Access
- Data Collection<sup>19</sup>

**Table 7: Disability Resulting from UXO Accidents<sup>20</sup>**

(Note: Figures do not total because of duplication due to multiple injuries reported by victims)

The “Living with UXO Survey on the Socio-Economic Impact of UXO” found 2,481 people with upper or lower amputations but only 44 of these people reported the use of prosthesis. Reports indicate that information regarding the availability of prosthetic services is very limited and does not reach those areas affected by UXO. There is a need for an information campaign that reaches the village level in even remote

Type of Disability	No. of Victims	% of Total
Amputation	3,347	65
Paralysis	660	13
Loss of Eyesight	453	9
Burns	369	7
Loss of Hearing	265	5

<sup>19</sup>International Campaign to Ban Landmines, Working Group on Victim Assistance, “Guidelines for the Care and Rehabilitation of Survivors,” ICBL Resource Centre, Norway, no date given, 1-6.

<sup>20</sup>National Socio-Economic Survey on the Impact of UXO in the Lao PDR, Vientiane, Handicap International, 1997, 25.

and difficult villages to inform amputees that there is a free service for prosthetics. It is also recommended that messages regarding availability of prosthetic and orthotic services for people who are amputees be included in some form within the UNICEF UXO program, especially in the area of mass media.

In 1975-1997, 10,649 people were injured as a result of UXO accident. On average, 65% of UXO accidents have resulted in loss of limbs, 13% paralysis and 21% in burns, blindness, or deafness.<sup>21</sup> Most of those injured were of the Sino-Tibetan and Austro-Asiatic groups living in the extreme north (Houaphan and Xieng Khouang) and south (Attapeu, Saravane, and Sekong).<sup>22</sup>

The organisation COPE has recently refurbished (re-equipped and building renovation) the National Rehabilitation Centre, three provincial rehabilitation centres and a fourth centre has received new equipment. The three centres are in Luang Prabang, Xieng Khouang, Savannakhet, and Pakse. Each centre has a simple outreach service for referrals in order to refer patients to the nearest rehabilitation centre for prosthetic or orthotic services. COPE is developing radio messages and posters and is in the process of finalising a promotional video that can be broadcast on Lao television. Rehabilitation services are free and transportation costs are reimbursed. There is a need to support mass media efforts of the organisation, COPE.

There is also a need to improve access by UXO victims to other kinds of quality rehabilitation services, such as mobility training for the blind and communication techniques for the deaf. This kind of program can increase the chances of successful integration into a normal life in the village for all categories of UXO survivors. It is important to improve the mobility of the victim and increase their ability to contribute to and be more integrated into family and village life at the grassroots level.

With UXO survivors and their families as a target group, there is a need for employment opportunities, income-generating and micro-enterprise projects, literacy and vocational training, apprenticeship and job referrals need to be developed in community settings. This would entail initial research into existing program and also research the needs of affected villagers and the feasibility of such initiatives. UXO victims need help in restarting their lives after the injury has healed. In most cases, they will not be able to continue to work at the same level or in the same way as they did in the past. There is a need for vocational training programs to reach at least the district level so that people can earn enough money to support themselves and their families.

It is recommended that survivors of UXO/landmine accidents be provided assistance and guidance regarding their expressed needs. The development of small groups for social action should be facilitated. This might take the form of literacy education courses. In addition, vocational training needs requested by survivors should be an integral part of the program.

Quantitative data surrounding the numbers and names of UXO/landmine victims was entered in the database at the national office of UXO LAO. With recent information about names, ages and other information from UXO Accident Forms, UXO LAO could be supported in analysis of information regarding where UXO survivors are living, sex and age so that actors who want to focus or include UXO survivors in their activities can access this information.

### **3.7 Destigmatise UXO Accident Survivors**

In each UXO activity targeting children as observed by the evaluator the same basic message was given repeatedly:

“Do not touch UXO. If you do, you will become disabled and if that happens, your life is over. If you have your leg amputated, you will not be able to earn money and you will not be able to move.”

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<sup>21</sup>Ibid.

<sup>22</sup>Asian Development Bank TA No. 5794-REG, Lao PDR Country Report, Health and Education Needs of Ethnic Minorities in the greater Mekong Sub-Region, June 2000, 21.

Yes, it is important to stress to villagers and children that the physical and emotional effects of a UXO accident will be strong. Moreover, their lives will become more difficult and it will probably be harder to earn a living and travel. Children need to know that if they have a UXO accident they may feel like giving up hope for the future. But life is not over and a UXO survivor can still be a productive member of society. It is very important to carefully process these danger messages about the effects of UXO accidents on a person without stigmatising a UXO survivor and other person with disability.

It is important that teachers and CA team members do not label or stigmatise UXO survivors nor anyone else who has a disability. Other activities such as falls, traffic accidents, problems at birth, illness, can cause the same types of impairments. Labelling a person with a disability as someone you would never want to be and someone whose life is over can stereotype all persons with disability.

Even the picture on p. 63 of the USAID funded UXO curriculum shows three UXO survivors apparently begging after UXO accidents.

**Figure 4: Drawing in the UXO In-School Textbook<sup>23</sup>**



A teacher trained in the UXO curriculum told a classroom full of children, "If you touch UXO, it will explode and you will become disabled. You won't be able to walk, to work, to write. You will not be able to do anything".

UXO LAO CA teams teach a very similar type of message. Children are told to hold their hands behind backs and try reaching for something. Next, they are told to stand on one leg and run to a display of prizes. Then they are told to close their eyes and find the prizes. At the end of this activity, the children are asked, "Did you like being disabled? No. Why? Because you cannot do anything. If you are disabled, you cannot hold anything, you cannot run and you cannot see! If you do not want to be like that, don't touch UXO."

The message conveys the idea that you disobeyed and your punishment is that you will be disabled for the rest of your life. Anybody can be a UXO accident victim even if they follow all the safety messages. Teachers and CA need additional training about what a disability is and how to process this message related to UXO.

<sup>23</sup>"UXO Primary School Manual", Xieng Khouang Provincial Office of Education with support from USAID and Consortium, 1996, p 63.

### 3.8 Provide Technical Assistance

#### Child-to-Child Approach

Two of the three main UNICEF supported activities (supplementary materials with the in-school curriculum and UXO LAO CA teams) state that they use a child-to-child (CTC) approach. The method used currently is a watered-down version of what it could be due to lack of formal training. It is recommended that UNICEF hire an international consultant with experience training child-to-child approaches in a UXO/landmine context. This consultant would train implementing partners in child-to-child approaches and also review approaches being currently used in the field to ensure that this effective approach is used to the maximum extent possible. Training participants could include representatives from the MOE, provincial and district offices of education, Consortium staff, media partners, UXO LAO CA teams and CA instructors. If it is not possible to bring a consultant to the Lao PDR, the second best option would be to support individuals from implementing partners to attend a CTC course (See Child-to-Child, Appendix Two).

By using CTC approaches, children can pass on UXO messages to their families and communities by spreading knowledge they have learned in school, teaching by being an example, or work together to spread ideas and take action in the community. CTC approaches links what we learn now with what we do now, link what we do in class with what we do out of class and at home, and cannot be learnt in one lesson and forgotten.

CTC is not peer learning (children teaching other children, usually in a classroom). CTC shares some common aspects but it includes characteristics such as finding things out from children and adults in the community and doing activities outside the immediate learning environment. It does not mean selecting children to assume the role of an adult teacher and training them to teach other children. It also includes the involvement of ALL children (for example, all students in one class), not just a few specially selected 'gifted' children.<sup>24</sup>

One very good portion of the Consortium supplemental activities was having children identify their problems and fears in their village setting. One of the fears identified was UXO, along with tigers and falling out of trees. In the Creative Arts workshops, facilitators explore what children are afraid of and see as dangerous. They do not identify UXO as a problem for the children. This is very much a part of the Child-to-Child approach.

There are two areas that need to be improved in the supplemental activities organised by the Consortium in order to bring it closer to a CTC approach. Consortium staff chooses 'gifted' students to be involved in the Creative Arts Workshops. Secondly, teachers do many of the activities that children could be doing; such as, making puppets and scenery and writing the scripts for the children's puppet shows.

#### UXO Media Expert

There is a need to validate the technical content of messages and teaching methodologies with a specialist in this field. UXO materials currently being used must be reviewed and evaluated. During this review, the consistency of messages can also be checked and well as field testing of materials used by CA teams at UXO LAO. In addition, this expert could develop regional materials.

#### Fear

One area that needs special emphasis is the use of fear and how effective fear messages are for children. Many people involved at various levels of UXO awareness projects are not sure about the benefit (or non-benefit) of 'scare messages'. The UXO LAO CA Section reported that parents felt that graphic photographs of UXO victims were not appropriate for their children because children might 'sia khouane' (lose their spirit = traumatised, shocked) but others working in the field felt that this was a good way to ensure that children would not play with UXO. The use of fear and the degree of fright should be analysed with respect to Community Awareness messages for all implementing partners.

<sup>24</sup>Hanbury, Clare, "The Child-to-Child Approach", United Kingdom, date unknown.

Many CA teams believe that their role is to frighten children into behaving more safely and that 'fear' can be used as a teaching tool. One Accident Report Form involving the death a child playing with a UXO some time after participating in CA village activities reported the cause of the accident as, "He was not scared enough by the CA activities". Fear should not be used as the overwhelming condition for audience susceptibility to UXO messages, especially amongst vulnerable children. If the perception of the danger of UXO is only created out of fear, the message does not last long after the terrifying sound or picture is produced.

UXO LAO CA teams use cap explosives during the drama and puppet shows and children remember well the performance – the loud, scary BANG but not the safety messages. The use of fear can 'frighten' children so much that they are unable to absorb the safety message, they are blocked for the rest of the learning or information about the dangers of UXO. In addition, it might just make the danger look exciting for children who have few recreational activities in the village. Fear does not support behaviour change. Trying to teach children about the dangers of UXO through the use of fear with graphic photographs and cap explosives is counter-productive. It is recommended that UXO LAO CA teams be reminded that pieces of wood, popped balloons or hitting a metal bucket can produce a sufficient noise for their performances.

#### De-activated vs. models of UXO

De-activated UXO should not be used in community awareness presentations. Experts have varying opinions about the use of models of UXO. It is the opinion of the evaluator that models can be used with older children (12 years and beyond) but students or audience members should not be allowed to handle them in order to reinforce the message, "Don't Touch". They should be put in a place where they can be seen but not touched. Even drawings about UXO should not show someone holding a UXO. During field visits, several de-activated UXO were used in different activities supported by UNICEF. All implementing partners should be trained about the inappropriateness of using de-activated UXO and why.

#### "Do Not \_\_\_\_\_" Messages

Messages using "Do not..." should be kept to a minimum. If used they should be accompanied by explanations about "why" in order to help children remember. Some Do Not messages are good because they can act as clear, reflex messages. They should not be over-used because children have a tendency to try what is forbidden and negative messages can arouse curiosity.

"Everyone knows the expression "don't stick your hand in the fire". The message is effective. Statistics show that very few children (who are old enough to understand the words) burn their hands by deliberately sticking their hands in the fire. However, how many of us have resisted the temptation to put your hand or your finger in the flame of a candle, just to see what happens? On the subject of mines/UXO, if all the child remembers is the message "don't touch", the chances are that one day they find one of these objects, they'll be tempted to touch it, with their hand, a branch, a stone, just to see – but this time, the slightest pressure, even infinitesimal – could be fatal".<sup>25</sup>

#### Regional materials

Regional specific materials should be developed to meet the particular cultural and situation needs of diverse groups. Experience has demonstrated the need to regionalise materials given that the majority of villagers in Lao have low education levels and low literacy rates that impact their ability to understand and absorb information. It has been found that villagers respond more to material, either visual or oral, that has been adapted to reflect the particular circumstances of their ethnic group and location.

#### Creative Games and Activities

There is a need to develop more creative activities with UXO messages targeting children. Some ideas as listed in the "Tools for MRE in Mozambique" by Handicap International include: board games,

<sup>25</sup>Handicap International Mine Co-ordination Unit, "Tools for MRE in Mozambique-Capitalisation", Lyon, no date given, 69-76.

such as Snakes and Ladders, sequential images (for children but can be used with adults), image box (10 geometric pieces with illustrations on their front and back sides, each piece is geometrically shaped, has a colour, a number, a letter, a word, a picture, and a set of words containing the letter), a path game (what is the safest way to go to school).<sup>26</sup>

#### **4. THE MOST APPROPRIATE ROLE FOR UNICEF**

##### **Radio**

In terms of impact, radio is one of the components with the most potential for reaching numbers of people. Radio can convey long-term messages over several years. This area should be expanded as much as possible but with sufficient monitoring. Radio programmes offer the potential of long-term sustainability and it is possible for this message focus area to become a national tool. Equipment and training inputs provided by UNICEF will help to make many of the activities sustainable in certain areas depending, of course, on future funding for materials, maintenance, etc. The radio training of local counterparts and skills up-grading will help to make this component even more sustainable in the future.

Radio can reach both literate and illiterate audiences with messages. Radios are available to many people, including areas without electricity. Radio broadcasts can be repeated and are inexpensive to produce. However, radio is not good for teaching how to perform UXO connected activities such as marking or first aid. Also, it is necessary for UNICEF to review the formulation of questions used in the radio Quiz Shows. The questions are very general but radio teams require very specific answers. It is important that messages are clear and accurate and should be field-tested before broadcasting. Messages also need to be updated periodically.

Types of radio broadcasts can be expanded. Radio messages can include major current events (world conference on mine banning, national mine awareness days in other countries), letters and questions from listeners over the radio, interviews with people involved in UXO activities and survivors of UXO accidents. Note: If implementing partners decide to do survivor interviews, these must be handled sensitively in order not to make the trauma worse, raise expectations, or exhaust communities repeatedly interviewed by any number of organisations. Training and sensitisation to the issues of trauma and recovery for people who interview survivors (including data collectors) should be included.<sup>27</sup>

In some areas where radio broadcasts reach, it is possible to get audience feedback from letters. This is happening in some of the province capitols of Lao PDR already. These letters can be used to judge the impact of messages and levels of understanding, and over time, changes in a population's understanding. It would be useful to develop a jingle to be used before the broadcast of any UXO messages that will help people to link the message with the topic area of UXO.

##### **Television**

The impact of television on villagers living in highly contaminated areas of UXO is limited as many people living in those areas cannot afford televisions and/or do not have electricity. Language, dress and mannerisms may convey social status so that targeted villagers fail to identify with the message. However, television can be more useful if you want to show people how to do something. In addition, television is also a good way to target decision makers, community and government leaders.

The UNICEF Media Research Project provides the basis for developing UXO awareness media campaign by providing base line data for further research studies, monitoring and evaluation. Some important information can be extrapolated from this project for expansion of the mass media component:

Children

<sup>26</sup>Ibid

<sup>27</sup>International Campaign to Ban Landmines, Working Group on Victim Assistance, "Guidelines for the Care and Rehabilitation of Survivors," ICBL Resource Centre, Norway, no date given, 6.

- Children are more likely to listen to national radio than provincial radio and the favourite choice for programming is music, least favourite is radio drama (but currently national radio does not include children's drama, this is one area that should be explored)
- Children believe in radio messages more than television messages
- Drama is the best vehicle to reach children through television

#### General

- Access to radio broadcasts is higher than television (88% radio as compared to 74% television) and Lao National Radio is the most frequently listened to station
- A high proportion of people were recently informed about UXO but there is no indication as to effectiveness of messages<sup>28</sup>

### **UXO LAO Community Awareness Teams**

If it is confirmed that UXO LAO plans to continue CA teams in the future, it is important for UNICEF to support the CA teams with training. It is also imperative to develop some kind of system to measure knowledge gained from their activities, such as pre- and post tests. A second area to consider is the possibility of analysing baseline data from the HI Survey regarding villagers' beliefs about UXO and then compare that data to what villagers think after CA visits to show knowledge change.

### **In-School Curriculum and Supplemental Activities**

Many of the schools using the UXO curriculum and textbook are schools that belong to education clusters. It would be very interesting to develop the idea of resource sharing by equipping the main school in the cluster with a mobile materials box for UXO education within a cluster of schools.

The in-school curriculum can be quite sustainable depending on how the MOE chooses to print the children textbook and conduct teacher training. Connecting UXO curriculum training to the National Teacher Upgrading Project also makes it more sustainable although this link needs careful monitoring and co-ordination because in some provinces teachers selected for NTUP training are not from the UXO curriculum targeted districts. Integration of the UXO education curriculum into schools participating in the UNICEF/MOE National Teacher Upgrading Project depends on the MOE's target districts and the Consortium's target expansion districts. It is sometimes difficult during the planned expansion districts in some provinces to co-ordinate this.

UNICEF should investigate the possibility of incorporating a general UXO education section into the curriculum at the regional teacher-training centres that produce new teachers. Two of these centres are located in Xieng Khouang (covering Houaphan) and Savannakhet (which serves teachers in the southern provinces). The child-centred learning approach used in the UXO curriculum would benefit new teachers as well as teachers who will be sent to highly contaminated UXO areas.

### **Target Areas**

Saysomboune Special Zone is heavily affected by UXO but due to security issues does not currently have a UXO clearance programme (rated as the seventh most heavily affected province). It is crucial to get UXO messages there. Is there some type of program UNICEF can support for UXO education and awareness in Saysomboune?

In areas not targeted for clearance but with significant UXO contamination, it is important for UNICEF to consider methods for informing villagers about the dangers of UXO. This might be possible through provincial radio broadcasts in the 6 other provinces with significant UXO contamination but will not receive clearance in the foreseeable future.

### **Target Groups**

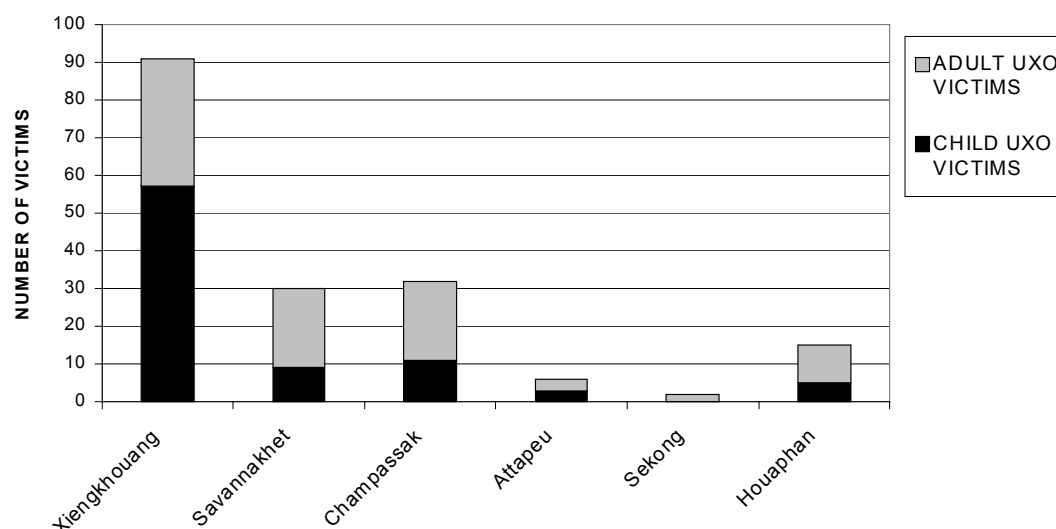
Out of school youth are usually children who are not going to school because they do not have a school in or near their village or have been required to stay at home to work around the house or watch younger siblings. UXO LAO CA teams have an opportunity to target this group but most of the

<sup>28</sup>Media Research for the UXO Awareness for Children Project, UNICEF/AusAID, no date.

messages seem geared for younger children who are attending school. Radio, television and the Consortium should be asked to focus on ways to target this group. A creative approach is required and research into materials and methods that might be useful in targeting this high-risk group. Perhaps Children's Quiz Shows for radio could target this group. Another idea might be to develop integrated children's puppet troupes, including out of school youth as some of the performers.

**Figure 5: Child vs Adult UXO Victims<sup>29</sup>**

**NUMBER OF CHILD VS. ADULT UXO VICTIMS XIENG KHOUANG,  
SAVANNAKHET, CHAMPASSAK, ATTAPEU, SEKONG, HOUAPHAN  
1998 & 1999 (Data provided by UXO LAO)**



The role of UNICEF is also to create two new components; support for accurate UXO data collection and analysis and survivor assistance. Some aspects of these two areas might be able to be incorporated in existing ones. The addition of these two components will make the program much more complementary. The CRC is applicable and relevant as an advocacy tool and to protect children and to assist UXO survivors and their families. Reliance on mass media is a good strategy but there should be other strategies that involve the participation of communities. Strong local ownership was observed in several project areas, especially the UXO curriculum and teacher training and the radio programs. This high level of participation will help to make the projects less dependent on outside agencies for funding and direction and more sustainable in the long term.

## 5. INDICATORS

The indicators listed in the two AusAID proposal are effective in measuring activities towards production and training of UXO messages. There has been some attempt to measure impact but other indicators need to be developed to measure impact and behaviour change. Performance indicators because of their quantitative nature stress procedures, throughputs and outputs rather than outcomes and effectiveness. The UNICEF APM Unit recognises the lack of depth of the performance indicators. UNICEF is encouraged to go further and challenge implementing partners to move towards behaviour change and the monitoring of that with accurate indicators.

In addition to **quantifiable** indicators, it is also necessary to have **qualitative** indicators that respond to the specific objectives of the intervention. Because qualitative indicators are sometimes hard to evaluate, it is important to select indicators that can be monitored. It would be advisable to mix some qualitative indicators with the very tangible quantitative indicators listed in the proposals. For example:

<sup>29</sup>UXO LAO National Office Statistics, July 2000.

- (Number of people or percentage) of villagers who can identify the 5 dangers of UXO during small interviews
- (Number of people) who during small interviews can name 5 consequences of tampering with UXO
- (Number of people) who can self-report that they are avoiding contaminated areas
- (Number of people) who can self-report that they are using shovels instead of hoes

Other qualitative indicators might be:

- Anecdotal evidence and observation of changing social norms (children telling their parents about the dangers of UXO, school children speaking openly about the dangers of UXO)
- Self-reported evidence of more open conversation about UXO dangers
- Self-reported ability to discuss the dangers of UXO with family/friends
- Self-reported ability to recognise UXO or risky behaviour
- Decreased amount of time between the seeing a UXO and reporting UXO to proper authorities
- Self-reported increase in the use of UXO safety behaviours
- The desired number and types of people contacted exhibit desired changes in action/behaviour
- Desired number and types of people contacted have the desired changes in knowledge and/or skills and/or attitudes and/or aspirations (example, increased numbers of people seek information about the dangers of UXO via question and answer sessions during radio Quiz Shows)
- Desired number and types of people contacted have the desired reactions to information provided/organisations providing (example, people respond positively to the mass media campaign)
- Desired number and types of people contact program personnel or are contacted (example, desired number and types of people listen to radio broadcasts)
- Villagers become aware of the potential value of using a hoe or other techniques/devices for safety
- Villagers are aware of the safe cutting technique and able to demonstrate it
- During interviews of audiences before and after Radio Quiz Shows, 75% of the audience are able to correctly list 5 safe behaviours after the Radio Quiz Show

Though this list is far from exhaustive, it is hoped that these indicators can provide a base for future development of possible indicators for the project.

If survivor assistance is included in the mass media campaign:

- Number of UXO survivor referrals to rehabilitation centres for services.

To show changes in knowledge and behaviour about UXO, it is also necessary to gather baseline data on community awareness (attitudes and behaviour). It might be possible to analyse the baseline data from the HI Socio-economic Survey with the help of UXO LAO and compare community awareness then to community awareness in the same areas now in order to assess attitude and behaviour change towards UXO. One possible comparison could be that after a period of programme implementation, villagers should be able to answer questions accurately about safe behaviour and display more assurance in their capacity to control the problem.

The following chart and text offers some practical methods for implementing partners to evaluate their CTC program and develop indicators.

**Table 8: Evaluating Child-to-Child Activities<sup>30</sup>**

Examples of methods of evaluating Child-to-Child activities	
Method	Example

<sup>30</sup>Hanbury, Clare, Child-to-Child (with permission), June 2000.

1	<b>Keeping diaries</b>	Personal record of what has been done - by the day, week or month. Use of writing, drawings, stickers, diagrams
2	<b>Keeping records</b>	Wall charts, minutes of meetings, case studies
3	<b>Talking with people</b>	One-to-one interviews (structured or informal), focus group discussions, questionnaires
4	<b>Testing knowledge and skills</b>	Question sheets (multiple-choice), quizzes, true/false statements, 'fill in the blanks', role-play (how do children respond?)
5	<b>Observation</b>	Observation schedules which look at safer community environment? School environment welcoming for children with disabilities? Changes in the way people act and behave - at school, at home? In the community?

Children's Change in 3 areas:

Knowledge and learning: Do children/adults know more about the dangers of UXO? About what they should do if they see a UXO? About UXO signs?

Practice: Are children/adults behaving more safely? Not playing in areas thought to contain UXO? Respecting UXO signs? Keeping animals tethered? Practising safety procedures?

Attitudes: Are attitudes more positive about the need to keep children safe? What help is given to children who have been injured by UXO?

Have the children made or done anything? (for the UXO awareness programme, have they been field-tested?)

Has their behaviour changed? (Are children taking fewer risks? Communicating well?)

Have they taken their ideas home?<sup>31</sup>

## 6. CHALLENGES

Diversity:

Culture, language and the overall situation of dealing with the problems of UXO differ considerably in the north, in the central area and in the south of the Lao PDR. Materials must be adapted to suit local languages, culture and conditions to increase the impact these messages will have.

Accessibility:

Some areas of the country are inaccessible during certain times of the year, thus limiting the numbers of Community Awareness activities at the rural level. This can be seen as the most opportune time for training, though.

Behaviour Change:

Change of behaviour is a very long-term process, not easily attained and difficult to measure. (See Correlation of the Effects of Communication and the Stages of Behaviour Change, Appendix 2). It is not something that an organisation can expect to happen quickly if at all. Behaviour change usually requires sustained support.

Confusion between live and diffused UXO:

Children seem to be adjusting to the presence of UXO in and around their villages. In every village visited during the field trip part of this evaluation, there were empty and defused ordnance lying in the central part of the village. Children were playing with these disabled ordnance. Children may confuse

<sup>31</sup>Ibid

defused ordnance they see around their villages with live ordnance they might find in the fields. Due to the weight of some of the ordnance, it is not always possible for clearance teams to remove all the disabled ordnance from the villages they clear.

#### Resettlement:

Resettled villages from upland villages to lowland must clear land for cultivation. In a contaminated area, this additional population may put even more burden on the arable land. Villagers may be forced to open more and more land with suspected UXO presence in order to feed their families. This type of situation may be a significant factor in the number of UXO accidents happening in the agriculture sector but this connection has yet to be adequately explored.

#### Risk-taking versus perceived benefit:

Unfortunately, there will always be a group of people who, even with information about the dangers of UXO, will for their own reasons decide to take the risk of moving or tampering with UXO. This could be for economic reasons, the need to open new land for farming, or the need (or perceived need) of explosives for hunting or fishing. This poses a constraint on the impact of UXO awareness projects but keeping this group to a minimum number is the challenge. Many older villagers know the risk and have assessed the possible impact of risky behaviour with the benefit of gaining a perceived need. Parents might take the risk to move UXO in order to improve the safety of their children, or they might open new land for rice cultivation in order to have more food security, or other villagers might be tempted to tamper with UXO in order to have more cash savings. Many villagers are struggling to survive in UXO contaminated areas and the only way to earn money or open new farming land is to move or dismantle UXO and risk an accident from an UXO explosion. Other opportunities for community development opportunities should be developed.

The situation about UXO and the risks that villagers take (voluntarily or involuntarily) change with their own personal situations (someone is sick in the family, increased village population), the time of year (rice planting), and from village to village (some ethnic groups might take risks more often although a breakdown on accidents by ethnic minority group was not available) so that to say at a certain point, we've visited each target village one time; the job of community awareness is over is naïve. Changing attitudes and behaviour are enormous challenges. We can propose strategies for increasing safety but we cannot really be sure that people will change behaviour nor for how long. As long as there are severely and moderately contaminated areas of the country with UXO, there should be some form of Community Awareness, ideally co-ordinated by the national body of UXO LAO. We should not become resigned to the fact that villagers have 'accepted/become accustomed' to the dangers of UXO. We must continue UXO awareness campaigns so that villagers have information about the dangers of UXO.

#### MOE demands:

For the development of a national UXO curriculum for primary schools in the nine severely contaminated provinces of the Lao PDR, it must be understood that the Ministry of Education at the central level has heavy demands on their staff by large education projects. It will be necessary to provide monetary support as well as technical support if an accurate (field-tested) textbook is printed and distributed. One positive point is that education staff at the provincial and district levels in four provinces are already familiar with the material.

#### Insufficient data gathering:

Currently, the data gathering and reporting processes within UXO LAO provide insufficient information to judge the true numbers of accident victims. Until there is some confidence that statistics of accidents are actually being reported, collected and analysed, it is impossible to measure the true impact of programs by showing a decrease in the number of accidents.

## Glossary of Terms and Abbreviations

Bombies	small bombs the size of tennis balls, the most prevalent UXO
CA	Community Awareness
COPE	Co-operative Orthotic and Prosthetic Enterprise
CTC	Child-to-Child
CRC	Convention on the Rights of the Child
EM	Ethnic minority
FFL	Facts for Life
HI	Handicap International
ICBL	International Campaign to Ban Landmines
Lao PDR	Lao People's Democratic Republic
MAG	Mines Advisory Group
MIC	Ministry of Information and Culture
MLSW	Ministry of Labour and Social Welfare in Lao PDR
MOE	Ministry of Education
MOH	Ministry of Health
NGO	non-governmental organisation
NRC	National Rehabilitation Centre
NRIES	National Research Institute of Educational Science
NTUC	National Teacher Upgrading Project
Orthosis	a device which strengthens, supports or trains a damaged, misshapen or weakened limb or part of the body
Orthotics	profession of supporting or training a damaged, misshapen or weakened limb or part of the body
Prosthesis	a device which replaces a lost limb or part of the body
Prosthetics	profession of replacing limbs or parts of the body
PWD's	Persons with disability
UNICEF	United Nations Children's Fund
UXO	unexploded ordnance
UXO LAO	Lao National Unexploded Ordnance Program

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## Appendices

1. Sources Consulted/Places Visited
  1. *Child-to-Child* by Clare Hanbury (with permission)
  2. UXO LAO Community Awareness Team Village Visit Schedule
  3. List of Forms Used by CA Teams
  4. Correlation of the Effects of Communication and the Stages of Behaviour Change adapted from Barbara Whitney

## 1. Sources Consulted/Places Visited

### UNICEF

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Mr. Kongsy Phrasisombath	Provincial Co-ordinator - Savannakhet
Mr. Phao	Provincial Co-ordinator - Luang Prabang
Mr. Sisomphone	Provincial Dep. Co-ordinator - Luang Prabang
Mr. Phil Bean	Chief Technical Advisor
Mr. Lou Luff	NZ Defence Force/UXO Lao Tech. Advisor Operations
Mr. Simon Stafford	Houaphan/Luang Prabang Advisor
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Mr. Inphone	District co-ordinator, Xepon
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Mr. Thongphoon	Team assistant leader #2 from Savannakhet
Mr. Bounmay	CA team member #3
Mr.	CA team member #4
Mr.	CA team member #5
Mr. Somchay	Provincial co-ordinator - Houaphan
Mr. Anousay	Deputy provincial co-ordinator, Houaphan
Mr. Manivong	UXO LAO CA team leader
Mr. Thong Oiy	CA team member
Mr. Phonlavila	CA team member
Ms Deng Kham	CA team member
Ms Somboon	CA team member (former CA team leader)

### RADIO-MIC

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Mr. Khamphong	Deputy Director, Savannakhet Information & Culture
Mr. Mentha	Radio Deputy Director - Savannakhet
Mr. Khampho Inkong	Radio-Luang Prabang, Chief
Mr. Somlath	Radio-Luang Prabang
Mr. Phuie	Radio-Luang Prabang, Director
Mr. Phoo	previously in charge of UXO radio messages, now with provincial television-Luang Prabang

### NATIONAL TELEVISION

Mr. Bounkert	Lao TV 1
Ms. Nilavanh	Lao TV 3

### NATIONAL PUPPET TROUPE - MIC

Mr. Khamphon	Director
Mr. Somlack	Technical Expert

### NATIONAL DRAMA TROUPE - MIC

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Mr. Bounyong	Provincial head of kindergarten, pre-school and elementary education, Savannakhet
Mr. Sillyvan	District education chief-Samnuea
Mr. Vongsy	Dir. of kindergarten / primary ed. Sect. Provincial level, Houaphan (Consortium liaison person)
Mr. Thongthim	Education head of administration, Samneua
Ms Amphone	Chief of the education cluster, Samneua
Mr.	District Governor of Xepon
Mr. Seng Dao	Xepon district chief

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Mr. Art Crisfield	Project Co-ordinator - Education
Mr. Rattanavong	Education Officer: Savannakhet / Salavane
Mr. Sonthorn	Education Officer: Xieng Khouang/Houaphan

Village authorities and villagers in Savannakhet, Houaphan and Luang Phrabang

Ban Ngui authorities and villagers

Ban Sang Kham authorities and villagers

Provincial health officials

Forestry Training School officials in Luang Prabang

## **Field Trips**

Using a questionnaire tool developed for semi-structured interviews, the consultant gathered and analysed information from participants during the following field visits.

### **Savannakhet (6 days)**

Met with UXO LAO officials in Savannakhet

#### **Xepon District:**

**Ban Vang Boun**, #1305081, a village with CA activities occurring 2 years ago

Ethnic minority language spoken-Tri

No clearance priority

**Ban Dong Noy**, #1305086, a village with CA activities currently being done

No clearance priority, 23 families;173 people, as of 24/5/97

Observed children's UXO puppet show in Ban Dong Noy.

**Ban Kok Tae** (no village code), a village with NO CA activities

Ethnic minority language spoken, Tri

**Ban Thakhong** (near district capitol)

Observed a teacher using the UXO curriculum for 23 students, grade 3.

Observed children's puppet show at the Xepon district office

### **Luang Prabang (4 days)**

Met with UXO LAO, education, radio, officials in Luang Prabang

#### **Sieng Ngeun District**

Radio station – observed UXO Quiz Show in the Forestry Training School

### **Houaphan (4 days)**

Met with UXO LAO, education and health officials

#### **Ban Sang Kham in Samneua District**

Trekking 4 hours in the mountains and slept in this village

#### **Ban Ngui in Samneua District**

Observed the UXO in-curriculum and children's puppet show, approximately 1/4 of the children in that class were Hmong speakers

## 2 Child-to-Child by Clare Hanbury (with permission)

### Background information

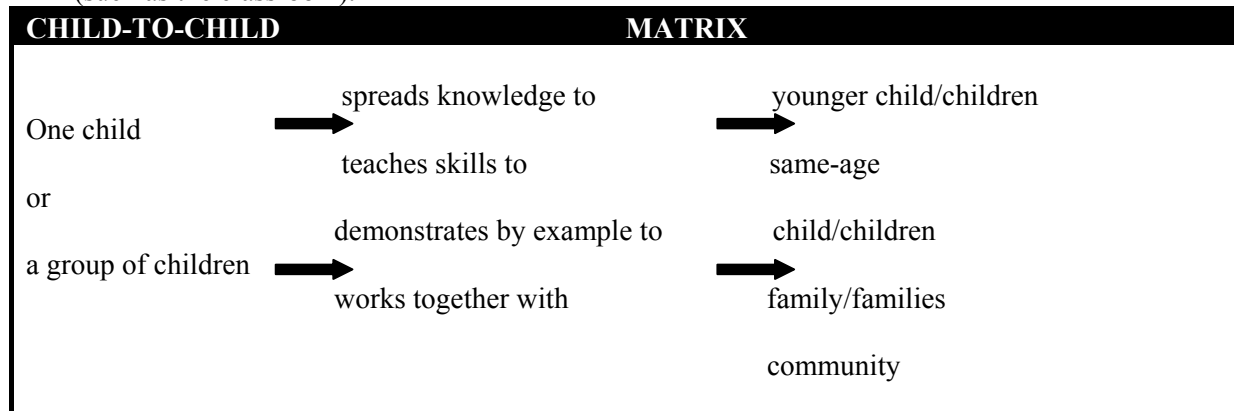
Child-to-Child is described as: an idea; an approach to learning; a movement; and an organisation. It is all of these. The original Child-to-Child idea was to improve and support the care that older children gave to their younger brothers and sisters. Schools were identified as the principal places where these older children could learn health messages that were then passed on or practised. As people worked with this idea it became clear that children have a powerful influence on their peers, on their parents and even on the communities in which they live. From the simple idea of older-to-younger child, a more complex picture emerged as illustrated below:

In addition to schools, health clinics and other projects found Child-to-Child ideas useful to involve children in health education and to develop other skills such as problem-solving and decision-making skills. Even people working with children in the most difficult circumstances, such as on the street or in refugee camps, found Child-to-Child could build children's confidence and help them identify ways they could gain some control over and improve their lives.

#### *Child-to-Child: An Approach to Learning*

Sometimes people ask how Child-to-Child is different from good quality, classroom-based health education. There are four main differences:

1. The Child-to-Child approach demands that children participate in leading the development and design of the activities;
2. The Child-to-Child approach links what children are learning with actual problems they face and invites them to contribute to solving these specific problems in the home or in the community;
3. The Child-to-Child approach is not restricted to a set amount of time; and
4. Child-to-Child requires the involvement of people outside the immediate learning environment (such as the classroom).



#### *Child-to-Child: The Six Step Approach*

Over the years a model of how best to implement Child-to-Child programmes has been developed. This model is described as *the six-step approach*.

**CHILD-TO-CHILD STEPS AND METHODS****STEP ONE: CHOOSING AND UNDERSTANDING**

Chalk and Talk. Discussion Groups. Stories. Pictures. Games. Needs assessment. Role-playing. Experiments and Demonstrations

**STEP TWO: FINDING OUT MORE**

Surveys. Interviews. Recording information (graphs, charts, etc). Measuring and Comparing.

**STEP THREE: REPORTING, DISCUSSING AND PLANNING**

Reporting. Describing. Discussions. Debates. Group work. Preparation and practice for Step Four activities.

**STEP FOUR: TAKING ACTION (INDIVIDUALLY AND TOGETHER)**

Campaigns. School fairs and open days. Posters and picture making. Drama and puppets. Songs and Poems. Demonstrations. Radio programmes. Teaching other skills, games, songs, etc.

**STEP FIVE: DISCUSSING WHAT WE DID**

Reporting. Describing. Discussions. Role-play.

**STEP SIX: DOING IT BETTER**

As for Step Four.

**The first step** in the Child-to-Child approach is for a topic to be identified. This can be done in a number of ways. In many school settings, topics are identified by a formal curriculum and in health centres by a pre-set programme of activities. However, it is best to involve the children in identifying problems of most concern to them. In this way, ownership of the activities by the children is established from the start.

A 'needs analysis' can be done in a number of ways, such as through drawing, through discussions or through role play. A method which has been used successfully by a number of Child-to-Child projects is an activity with five components:

1. In small groups, children (and/or adults are asked to identify the main problems affecting children's health in the community (it is useful to limit group size to 5-10 people);
2. To discuss how serious each problems is (a system of points out of 5 is used in this and the next two activities);
3. To discuss how common each of the problems are;
4. To discuss how much children can do;
5. To total the points awarded against each problem and discuss the outcome.

(Adapt this Needs Analysis Chart to UXO awareness)

<b>Problem</b>	<b>How Serious</b>	<b>How Common</b>	<b>How much can children do + examples</b>	<b>Importance to the CTC programme</b>
<b>Cholera</b>	+++++	+++++	+++++ -Educate each other on causes of cholera. -Produce songs, poems. -Use posters. -Dramatise.	<b>15</b>
<b>Malaria</b>	+++++	+++++	++++ -Educate each other on causes of malaria. -Clear bushes, drain stagnant water. -Use posters.	<b>14</b>
<b>Accidents</b>	+++	+++++	++++	<b>12</b>

			<b>-Identify causes of accidents.</b> <b>-Render first-aid services.</b> <b>-Use posters, poems, songs, drama.</b>	
--	--	--	--	--

Topic: <b>Balanced Diet</b>	How Serious	How Common	How much can children do	Importance to the CTC programme
<b>What are the problems for children?</b>				
* Children do not get breakfast before coming to school	++	++++	+++	9
* Children are not given a balanced lunch to eat	++	++++	++++	10
* Families do not have food items for a balanced diet?	+++	+++++	++++	12

This method can be used to determine a key topic or a sequence of topics or issues around a given topic, such as the problem of mines described in the next section.

As children are to be involved in doing something about real health issues affecting the community, it is important to begin the activities with a meeting to inform parents and key community members and to allay any fears they may have. The more that families and communities support the programme, the more sustainable Child-to-Child activities become.

Once a topic has been selected, children need to understand it well. Choosing and understanding the topic are described as the **first step** in the Child-to-Child approach. Both usually take place where the children are learning as shown in the previous diagram. Activities to help children gain a good understanding of a topic might include reading, writing, discussions, role-plays, etc. Community members might be involved at this step. They may be invited to talk with the children, tell stories or initiate discussions on a certain topic. This step is often undertaken in the classroom setting.

At the **second step** children gather information about the selected issue. They make the topic 'theirs'. This might be done by conducting a small survey, by having a discussion with friends, relatives or key community members, or by observation. This step is important as the survey activities will start to bring to life the 'classroom-based' topic. All subsequent activities should be based in some way on the information collected by the children. If the children have collected insufficient or the wrong sort of information it is important they do more survey work. They will love finding things out and recording answers -- it is fun, interesting and real.

At the **third step**, children discuss their results together, exploring the topic as it affects them, their friends, family and community. Then the children discuss ways in which they might be able to address problems perhaps as individuals, in small groups or as a larger group. It is important that the adult facilitator helps the children to look at information gathered with respect and critically, and helps them to design solutions that are manageable and which communicates clearly and accurately to others. It is important that adults develop children's ideas, NOT train the children in the use of adult ideas! There are many activities in step three and it can take several sessions. It is important to develop the activities slowly, helping the children to produce high-quality, manageable ideas. If it is the first time children have worked in this way, the ideas should be kept simple.

At the **fourth step** children take action at school and also in their families and communities. This 'action' might be: communicating information to others; demonstrating skills to others; working with other children or leading by example.

Because this type of active learning (physically active and/or active inside the head!) helps children to remember what they have learned, it is important that the messages are accurate.

**Step five** is about helping the children to check the accuracy of their messages, evaluate the effects of their work on others and on themselves and identify if there are ways they can improve their activities.

**Step six** is the chance for the children to make messages clearer, to reach other people and to improve upon what has gone before so that desirable changes made as a result of the project become a way of life. It is also the step at which new ideas for new issues to explore further may become apparent.

#### *What Child-to-Child is not*

Child-to-Child is sometimes confused with 'peer learning' (children teaching other children, usually in a classroom-type setting). While Child-to-Child does use aspects of peer learning as part of the process it has other characteristics such as finding things out from children and adults in the community and doing activities outside the immediate learning environment.

Sometimes people think that Child-to-Child is using children as 'little teachers' where selected children are asked to assume the role of an adult and they are trained to teach other children in much the same way as an adult teacher might do. However this method sees children replicating traditional teaching practices which the Child-to-Child approach seeks to challenge! Children dislike being told what to do by their peers more than by adults! Child-to-Child activities should involve all children (even if only all children in one class are involved in the first instance) and not be selecting a few children for special treatment..

### **The Child-to-Child Approach and Mine Awareness Programmes**

#### *The idea*

There is great potential for children to become involved in mine awareness education programmes. One strength of the Child-to-Child approach is that it involves children in helping to identify the problems as they apply to the local context. This forms the basis for the design of appropriate interventions. Mine awareness education needs to be tied closely to the context in which it is taking place and its effectiveness depends on changes in attitudes and behaviour. When used well, the Child-to-Child approach can help children look deeply at their attitudes and behaviour and that of others. This leads to looking for ways to improve and live more safely.

#### *The six step approach and mine awareness activities*

In the following section, the six-step framework of the Child-to-Child approach is applied to mine awareness activities. The activities suggested are suitable for children of nine years and above. Extra guidance and a simpler process would be used with younger children although the principles are the same. It is amazing how much four and five year-olds can do when given the chance!

#### **Needs analysis**

If the mine awareness programme has the flexibility it would be interesting to find out how important the issue of landmines is to children. This could be done by using the needs analysis method with groups of children and finding out if they identify landmines as a priority. If they identify other topics, it may be useful to look at ways of addressing these first!

A 'needs analysis' can be used by children to identify specific problems in relation to keeping safe from mines/UXO's. An example of how activities may develop through the six steps now follows:

#### **Step one: Selecting the topic and understanding it well**

An issue which is identified above as both serious and common is that children who have survived a mine explosion, are not going to school.

## How the Child-to-Child activities might develop

The activities would depend on the age group, the culture and context. If there is a child who is a landmine survivor in the school who is the same age or older than the children involved in this activity, this child might join the discussion (with the support of his/her parents if appropriate). As the activities from Steps 3-6 depend on the information gathered in step two, the adults facilitators only need to prepare ideas for step one and to make sure that parents and community members are informed and supportive.

- The adult facilitator tells a story about a child who was disabled in a landmine accident
- In pairs/small groups, children talk about 'what happened next'
- The children share their ideas on the above
- The adult facilitator talks to them about different injuries cause by different mines (found in the children's community), using posters, stickers or other locally available materials
- Children ask questions
- The adult facilitator gives children the task of finding out one story about a landmine accident from a friend or relative and whether there are children living in the community who have had accidents and, as a result, do not go to school. It is important that children 'find out' about other non-school going children in a sensitive way - and that the family is involved. The facilitator may ask only a few children to do this activity and may help them think of the best ways to approach the family. Role plays may help to practice communicating well with the families and with the child who has a disability.

### Step two: Finding out more

The children undertake 'finding out' activities as specified above.

### Step three: Reporting, planning, practising

- The children share stories they were told in small groups.
- The adult picks two stories for the whole group to listen to and discuss in detail.
- The children talk about the children they found who do not go to school.
- The group discusses how best to help those children e.g. by:
  - *bringing them to school and supporting them there*
  - *visiting them at home*
  - *involving them in out-of-school play activities*
- The group discusses how to raise awareness about the needs of these children such as *plays, songs, performance for parents/community members*
- The group designs a plan and prepares to undertake selected actions.

### Step four

Selected actions are undertaken such as: home visits, bringing the children to school, plays and songs for the community. These would be a mixture of short-, medium- and long-term activities.

### Step five

Children discuss the progress of their activities: *How can the activities be improved? Has everyone understood? What changes have occurred? In what ways do the activities need to be improved or continued?*

### Step six

The group implements ideas discussed in step five.

The six-step framework could be used with any of the topics identified in the needs analysis chart.

### Training in Child-to-Child

It is helpful for people wanting to use the Child-to-Child approach to have a chance to think through and practice new ways of working with children. When they were children, most people had few experiences of working collaboratively with adults, particularly in an educational setting. As children, most people had to sit and listen and do tasks assigned them which were then graded and compared with others (in class 'tests' or formal 'exams'). People's interest in learning often had a competitive basis.

In contrast, Child-to-Child is about collaboration and co-operation, in encouraging children of all abilities to involve themselves in helping to make real improvements in their lives and the lives of others. Their interest in learning is based on its relevance to their own lives and the fun they have devising ways of making improvements.

#### *What kind of training?*

A training experience helps to bridge the gap between people's own experience of learning and the demands of using the Child-to-Child approach. Workshop-based training can be profitable provided that there is adequate support after the workshop and that a workshop is part of a longer term strategy. A one-off workshop is a chance for some time away from work but not much more! The following section outlines some of the key components needed for a successful Child-to-Child workshop.

#### *Key components of Child-to-Child workshop based training*

A one-week training workshop is the most usual Child-to-Child training event. Participants can get to know each other, have time to work together creatively and develop a good understanding of Child-to-Child ideas and methods. The following ideas would be useful for those wanting to train adults to work with children using the Child-to-Child approach.

#### **Workshop organisation:**

- A good facilitator who has experience implementing the Child-to-Child approach;
- The right participants (not 'passengers' who want a rest or a daily allowance!);
- No more than 20 people (larger workshops need more than one facilitator);
- A set of clear, manageable objectives. Each objective may relate to something that participants will: **know**, **feel**, **understand better** or **do** as a result of the workshop;
- Agreement between the facilitator and participants about the objectives;
- Continuous dialogue about the workshop between the participants and the facilitator;
- A facilitator to 'link' different sessions and give each day continuity;
- Keeping to time (not running into lunch and tea breaks!); and
- Spending enough time on on-going and a final evaluation of the workshop.

#### **Workshop content:**

These are sessions which are now considered 'essentials' in a Child-to-Child workshop:

- Exploring children's abilities to take part in health education (such as mine awareness

- programmes);
- Assessing health needs of children and their communities;
- Understanding the Child-to-Child approach;
- Conducting a survey;
- Field work with children (as part of the workshop);
- Developing action plans (to include monitoring and evaluation);
- Agree workshop follow-up activities.

It is useful to focus on one or two health topics during the workshop and in a mine awareness programme this could provide the major 'health' theme with different groups of participants exploring subtopics of interest and relevance to the context. It may be productive to identify sub-topics using the needs analysis methods described earlier.

## Evaluating Child-to-Child activities

### Definitions

Some people use the word **monitoring** to describe what we do continuously when we observe a programme and collect information about it and **evaluation** to describe the judgements people make when they collected the information and this is done from time to time. In this section, only one word is used, evaluation.

#### *When to evaluate?*

Evaluation is about asking questions and making decisions and it should be happening at three stages of a programme or an activity: the beginning, the middle, and the end. There are two key questions which need to be asked:

- *Have we done the activity effectively (could we do it better?)*
- *What difference have we made?*

Many programmes forget to collect baseline data before they begin. This makes it harder to know if your programme has made a difference!

#### *What is evaluated?*

When evaluating Child-to-Child activities we look for change in three areas:

- **Knowledge and learning**  
*Do children/adults know more about the dangers of mines? About what they should do if they see a mine? About mine signs? Etc*
- **Practice**  
*Are children/adults behaving more safely? Not playing in minefields? Respecting mine signs? Keeping animals tethered? Practising safety procedures?*
- **Attitudes**  
*Are attitudes more positive about the need to keep children safe? What help is given to children who have been injured by landmines?*

In order to find out whether changes are taking place, when planning Child-to-Child programmes, people need to be clear about what they want to achieve (the objectives). The more specific and clearer they are, the easier they are to measure (though some of the most important outcomes such as change in attitudes will never be easy to measure). Some of the objectives will relate to the organisation of the activities and others to the outcomes.

In Child-to-Child programmes, it is important to find out three main types of things

- Have children made or done anything (*for the mine awareness programme?*)
- Has their behaviour changed (*Are children taking fewer risks? Communicating well?*)
- Have they taken their ideas home?

The focus is on the children's action and that action reaching outside school into the home and the community; the participation of children; and the behaviour and attitudes of all those touched by the programme.

When it is known how far the objectives are being met, action can be taken to improve the programme. **Evaluation which does not lead to action is a waste of time.**

#### *Who evaluates?*

Everyone involved in the programme should be involved in evaluation. People from outside can help at certain stages but it is more important that insiders do most of it and this includes children! Step five of the Child-to-Child approach is a vital part of the process as has been described.

#### **How to evaluate?**

The table below shows examples of different methods that can be used to evaluate activities.

<b>Examples of methods of evaluating Child-to-Child activities</b>		
	<b>Method</b>	<b>Example</b>
1	<b>Keeping diaries</b>	Personal record of what has been done - by the day, week or month. Use of writing, drawings, stickers, diagrams
2	<b>Keeping records</b>	Wall charts, minutes of meetings, case studies
3	<b>Talking with people</b>	One-to-one interviews (structured or informal), focus group discussions, questionnaires
4	<b>Testing knowledge and skills</b>	Question sheets (multiple-choice), quizzes, true/false statements, 'fill in the blanks', role-play (how do children respond?)
5	<b>Observation</b>	Observation schedules which look at safer community environment? School environment welcoming for children with disabilities? Changes in the way people act and behave - at school, at home? In the community?

#### **Conclusion**

Child-to-Child is a well established approach to learning and teaching health education. It requires children to become fully involved in designing and exploring activities. Their actions can help to benefit others and in particular benefit themselves. In mine awareness programmes, it is essential that new knowledge and understanding leads to changes in behaviour and attitudes. Using Child-to-Child is a way to accomplish this. Training of some kind is an important pre-requisite as adults will often have little experience of such a participatory approach. Working with children is an essential part of the training as it is the energy and enthusiasm of children that is the most powerful influence on trainees. Evaluation is an essential part of the programme as it can support people starting to implement activities and check that profound learning experiences are leading to desired outcomes; a safer life for everyone.

### 3. UXO LAO Community Awareness Team Village Visit Schedule

The yearly workplan for CA is co-ordinated at the provincial level by the provincial co-ordinator and district co-ordinator with support from the TAs. This workplan should take into consideration seasonal accessibility and travel requirements during various parts of the year.

In some areas, someone from the district UXO office or a CA team member travels to village before CA activities in order to inform the village that UXO presentations have been planned on certain dates and would like ask the village to participate. If someone travels to the village beforehand, he/she also checks road accessibility.

**Monday:** Travel to the village, set-up equipment, first meeting with village representatives, present the team, objectives of the visit, their workplan for the week and gather basic information to be used for the "Village Visit Form" and other forms.

**Tuesday:** Discussion groups with village elders, women and youth in separate groups. If there are not enough people available, this is sometimes done in one group. Adults are shown videos about the history of war and explained by CA, posters are shown posters and questions asked by CA members. For out of school youth, CA members try not to use technical words, for children in school, they present historical information using storybooks and posters. During this time, they collect information about UXO in the village.

- Evening-entertainment-multi-media UXO awareness presentation with videos (sometimes they stop the image and ask questions)
- Drama, games, tell stories to children
- Evaluate their work using 5 questions with prizes

**Wednesday:** Presentation for school children. Visit the village school and do drama presentation (puppet show or drama)

Household visits

Evening video

**Thursday:** Review meeting with villagers in order to assess their understanding, review or clarify if necessary, often a traditional ceremony (basi), pack, return to the district capitol in the evening. Leave "Village Accident Report" forms with the village chief.





**Friday:** Meeting at the district UXO LAO office, check equipment, report to the district or provincial co-ordinator, establish a workplan for the following week, give it to the district co-ordinator, prepare materials and equipment to take to the field. Give completed forms to the district or provincial co-ordinator.

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**4. List of Forms Used by CA Teams**

- COMMUNITY AWARENESS VILLAGE VISIT REPORT FORM
- UXO ACCIDENT REPORT FORMS (TO BE LEFT WITH VILLAGE LEADER)
- AGREEMENT BETWEEN THE VILLAGE & UXO LAO THAT CLEARANCE CAN COME TO THEIR VILLAGE
- QUESTIONS FOR SCHOOL DIRECTOR (UXO, IMPRESSION OF CA MATERIALS AND ACTIVITIES, SCHOOL STATISTICS, NUMBERS OF TEACHERS AND STUDENTS INVOLVED IN UXO ACCIDENTS AND REPORTS OF UXO)
- UXO REPORTED TO CA TEAMS
- AUTHORIZATION FOR CHANGE OF VILLAGE VISIT FROM THE WORKPLAN
- MONTHLY DISTRIBUTION OF UXO MATERIALS TO VILLAGES (EX. T-SHIRTS, NOTEBOOKS, ETC.)
- DISTRIBUTION OF UXO MATERIALS TO CA TEAMS
- REPORT/REQUEST FORM

## 5. Correlation of the Effects of Communication and the Stages of Behaviour Change

Stages of Behaviour Change	Effects of Communication
Awareness 	Has Knowledge and skills to use UXO safety messages Comprehends UXO safety messages Spontaneous and aided recall of UXO safety messages
Persuasion 	Supports UXO safety messages Children and their rights have a positive image Acceptance of the dangers of UXO Discussion of UXO dangers and safety measures with family and others Likes UXO safety messages, has positive emotional responses
Decision 	Intends to practice UXO safety messages Seeks information on UXO safety messages
Implementation 	Continues to use UXO safety messages Acquires additional UXO safety message information
Advocacy & Confirmation	Promotes UXO safety Integrates UXO safety messages into routine Recognises benefits of UXO safety messages

Source: Adapted from Barbara Whitney, HRD consultant (adapted from JUH/CCP model using McGuire & Fishbein for CRC)

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