

A photograph of three young girls standing in front of a rustic wooden structure. The girl on the left is wearing a yellow t-shirt and orange shorts, smiling and looking towards the other girls. The girl in the middle is wearing a white t-shirt with yellow paint splatters and pink shorts, looking towards the girl on the right. The girl on the right is wearing a pink tank top and a denim skirt, looking towards the other girls. The background shows a dirt ground and a hilly landscape under a clear sky.

**STANDARDISING  
BENEFICIARY  
DEFINITIONS IN  
HUMANITARIAN  
MINE ACTION**  
SECOND EDITION



## SECOND EDITION

OCTOBER 2020

The second edition of this document is based on an expanded working group including DanChurchAid (DCA), Danish Demining Group (DDG), the HALO Trust (HALO), Humanity & Inclusion (HI), Mines Advisory Group (MAG), Norwegian People's Aid (NPA) and the Swiss Foundation for Mine Action (FSD). Other consultations were made with the Geneva International Centre for Humanitarian Demining (GICHD), the International Committee of the Red Cross (ICRC) and UN entities including the United Nations Mine Action Service (UNMAS), the United Nations Development Programme (UNDP) and the United Nations Children's Fund (UNICEF). This document may be shared as long as appropriately referenced.

**COVER PHOTO:** Kanenguerere Village in Angola was surrounded by five minefields until work began to make the land safe. © Scout Tufankjian/The HALO Trust

**ABOVE PHOTO:** A farmer shows the mangos he has just picked from his garden that was previously contaminated with explosive ordnance. El Orejon, Department of Antioquia, Colombia. © Giovanni Diffidenti/NPA

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# GLOSSARY AND ACRONYMS

<b>Cancelled area/ cancelled land</b>	A defined area concluded not to contain evidence of explosive ordnance contamination following the non-technical survey of a SHA/CHA.
<b>Clearance</b>	In the context of mine action, the term refers to tasks or actions to ensure the removal and/or the destruction of all explosive ordnance from a specified area to a specified depth or other agreed parameters as stipulated by the NMAA/Tasking Authority.
<b>Explosive Ordnance (EO)</b>	Any of the following munitions, for which a mine action response is required: <ul style="list-style-type: none"> <li>• Mines</li> <li>• Cluster Munitions</li> <li>• Unexploded Ordnance</li> <li>• Abandoned Ordnance</li> <li>• Booby traps</li> <li>• Other devices (as defined by CCW APII)</li> <li>• Improvised Explosive Devices<sup>1</sup></li> </ul>
<b>Explosive Ordnance Disposal (EOD)</b>	The detection, identification, evaluation, render safe, recovery and disposal of EO. EOD may be undertaken: <ol style="list-style-type: none"> <li>a) as a routine part of mine clearance operations, upon discovery of EO;</li> <li>b) to dispose of ERW discovered outside hazardous areas, (this may be a single item of ERW, or a larger number inside a specific area); or</li> <li>c) to dispose of EO which has become hazardous by deterioration, damage or attempted destruction.</li> </ol>
<b>Explosive Ordnance Risk Education (EORE)</b>	Activities which seek to reduce the risk of injury from mines or ERW by raising awareness of men, women, and children in accordance with their different vulnerabilities, roles and needs, and promoting behavioural change including public information dissemination, education and training, and community mine action liaison.
<b>Explosive Remnants of War (ERW)</b>	Unexploded Ordnance (UXO) and Abandoned Explosive Ordnance (AXO). [CCW protocol V].
<b>Information, Education and Communication (IEC) materials</b>	Materials such as posters, billboards, murals, leaflets, stickers, etc. used for information, education and communication
<b>International Mine Action Standards (IMAS)</b>	The International Mine Action Standards (IMAS) are the standards in force for all mine action operations. In setting the standard for field operations worldwide, the IMAS framework continues to actively drive safety, quality and efficiency.
<b>Information Management System for Mine Action (IMSMA)</b>	The United Nations' preferred information system for the management of critical data in UN-supported field programmes. IMSMA provides users with support for data collection, data storage, reporting, information analysis and project management activities. Its primary use is by the staff of MACs at national and regional level, however the system is also deployed in support of the implementers of mine action projects and demining organizations at all levels.
<b>Land Release</b>	In the context of mine action, the term describes the process of applying "all reasonable effort" to identify, define, and remove all presence and suspicion of Explosive Ordnance through non-technical survey, technical survey and/or clearance. The criteria for "all reasonable effort" shall be defined by the NMAA.
<b>National Mine Action Authority (NMAA)</b>	The government entity, often an inter-ministerial committee, in a mine-affected country charged with the responsibility for the regulation, management and coordination of mine action. Note: In the absence of a NMAA, it may be necessary and appropriate for the UN, or some other recognised international body, to assume some or all of the responsibilities, and fulfil some or all the functions, of a MAC or, less frequently, an NMAA.
<b>Non-Technical Survey (NTS)</b>	The collection and analysis of data, without the use of technical interventions, about the presence, type, distribution and surrounding environment of explosive ordnance contamination, in order to define better where EO contamination is present, and where it is not, and to support land release prioritisation and decision-making processes through the provision of evidence.

<sup>1</sup> Improvised Explosive Devices (IEDs) meeting the definition of mines, booby-traps (IEDs) or other devices fall under the scope of mine action, when their clearance is undertaken for humanitarian purposes and in areas where active hostilities have ceased.

**RIGHT PHOTO:** This 12 year old Colombian boy lost his left hand in 2014 from a mine. He received physical rehabilitation sessions and psychosocial support. © J.M. Vargas/HI

<b>Technical Survey (TS)</b>	Refers to the collection and analysis of data, using appropriate technical interventions, about the presence, type, distribution and surrounding environment of explosive ordnance contamination, in order to define better where explosive ordnance contamination is present, and where it is not, and to support land release prioritisation and decision making processes through the provision of evidence.
<b>Victim Assistance (VA)</b>	Refers to action taken to ensure that victims' needs are met and their rights respected. It includes emergency and ongoing medical care, physical rehabilitation (including prosthetics and orthotics), psycho-social support and socio-economic inclusion, as well as policy development and data collection, all of which aim to support victims' full participation in society in a non-discriminatory manner.
<b>Washington Group Short Set (WGSS)</b>	The Washington Group Short Set of Questions on Disability



## FOREWORD

This document, building on the first version prepared by the HALO Trust (HALO), Mines Advisory Group (MAG) and Norwegian People's Aid (NPA), is an effort to establish common definitions of beneficiaries of mine action activities. To ensure a standardised and comparable way of collecting beneficiary data that could be utilised by mine action stakeholders, we drew upon our experience, sharing best practice from mine action programmes worldwide, and lessons learned in defining and identifying beneficiaries.

This effort was initiated by a common desire to measure mine action outputs and outcomes more effectively. It was and is seen as fundamental that people are at the heart of all aspects of our work, and that in order for operators, donors, and national authorities to keep the needs and aspirations of the people we serve at the centre, we must first accurately delineate who they are. Only after identifying who benefits can we fully understand their priorities, and determine how better to work toward those priorities in an inclusive manner.

We believe that defining and counting beneficiaries in meaningful and accurate ways should only be a starting point for the mine action sector. A robust understanding of the outcomes of our work and potential assessment methodologies is integral to the effective implementation, monitoring and evaluation of mine action operations and to our ability to understand and articulate the benefits of our work. We hope that this document and the joint approach applied in its development will lay the foundation for these further efforts.

The first edition was finalised in November 2016 and presented at the 21<sup>st</sup> International Meeting of National Mine Action Directors and United Nations Advisors in 2017. The definitions have since been more widely used across affected countries, and have been adopted by some key donors and national mine action authorities. This second edition incorporates improvements and clarifications to these definitions based on field experience and broader consultations with relevant stakeholders and operators.

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<sup>2</sup> Some aspects of these definitions and guidance are already incorporated in Annex B of IMAS 05.10, as well as IMAS 07.10, IMAS 07.11, IMAS 09.30, TNMA 10.20/01, IMAS 12.10 and IMAS 13.10.

## PURPOSE

This document lays out standard definitions and guidelines for measuring, recording and reporting beneficiary numbers for EORE, land release, victim assistance, and explosive ordnance disposal (EOD) spot tasks. The guidelines do not include beneficiary definitions for the two remaining mine action pillars: advocacy and stockpile destruction.

It is hoped that this document can be used as a guide for other mine action operators, donors and national authorities, to share best practice and contribute to international standards for the sector in beneficiary reporting.<sup>2</sup>

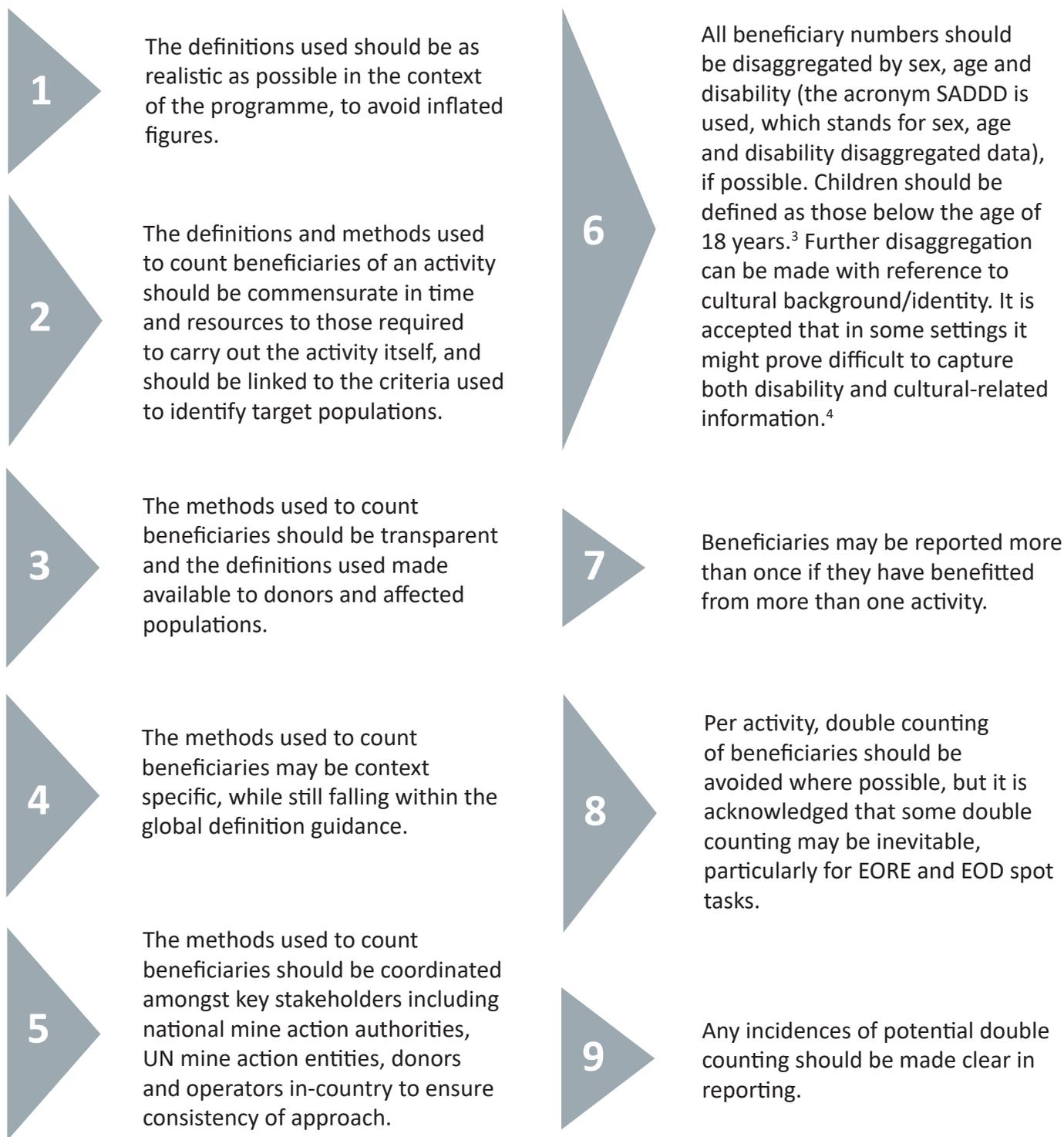
Operators should translate this document into local languages, while further conducting back translation and peer reviews by national authorities and other operators to ensure full understanding of the definitions.

# THE PRINCIPLES

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These standard definitions of beneficiaries are based on the following set of principles to ensure all definitions are developed and assessed against the same criteria.

The rationale behind all definitions should be clear and justifiable in the context of each programme and should adhere to the following principles:



<sup>3</sup> According to The United Nations Convention on the Rights of the Child, a child is defined as “a human being below the age of 18 years”.

<sup>4</sup> With regard to collection of data on disability, reference is made to the Washington Group Short Set of Questions on Disability, explained below.

# Gathering Data Related to Persons with Disabilities

All mine action activities should be conducted in an accessible manner and encourage the inclusion of broad and diverse populations. The collection of disability-disaggregated data is an important means to this end. If community liaison, NTS, VA<sup>5</sup> and EORE activities are not inclusive of and accessible to persons with disabilities, projects cannot be fully responsive to the diverse needs of the communities.

The primary goals for gathering data on persons with disabilities are:<sup>6</sup>

1. To gain understanding of the impact of contamination on persons with disabilities amongst the broader population so as to be able to take this into consideration when setting priorities for NTS, TS, clearance, EORE and VA. This includes collection of casualty data that is disaggregated by disability. By understanding who was already living with a disability prior to the EO accident, better targeting of EORE is, for example, facilitated.
2. To identify attitudinal, physical, institutional and communication barriers that impede participation of persons with disabilities in NTS, VA and EORE. With this information, the organization can improve its programmes and mechanisms by removing barriers and put in place facilitators to ensure participation of persons with disabilities. This information also informs decisions on staff training, awareness-raising and capacity gaps in the organization.
3. To further improve project planning and prioritisation, it is paramount to also consider the views and priorities of persons with disabilities. To capture the necessary qualitative data, the use of focus groups and interviews is recommended.
4. To monitor if persons with disabilities are informing NTS, and benefitting from land release, CL, EORE and VA in a manner that is equal to the rest of the population.
5. As reductions in inequality and the associated targeting of people who are the most vulnerable is a priority, data regarding persons with disabilities can illustrate the reach of the work being done.

The Washington Group Short Set (WGSS) of questions is the recommended minimum standard for identifying persons with disabilities in mine action activities. It should be incorporated when data is gathered at the individual or household level, and applied to those who are six years of age or older.<sup>7</sup> The WGSS questions are not appropriate for data collection at a group or community level.

The questions cover six domains of functioning: seeing, hearing, walking, cognition, self-care, and communication. These domains were selected because they include those most at risk of restricted participation *if* appropriate accommodations are not made. Therefore, the data should be used to assist operators and other stakeholders in identifying barriers to participation in survey, EORE, and VA, and enable us to eliminate or reduce these barriers so that persons with disabilities can

<sup>5</sup> Further, it cannot be assumed that services needed by victims are inclusive per se; operators should be prepared to factor this into the operational approach.

<sup>6</sup> These goals are adapted from the seven outlined in the Inter-Agency Standing Committee Guidelines on the Inclusion of Persons with Disabilities in Humanitarian Action. Operators are encouraged to follow the IASC guidelines to ensure activities are inclusive of persons with disabilities. <https://interagencystandingcommittee.org/iasc-task-team-inclusion-persons-disabilities-humanitarian-action/documents/iasc-guidelines>

<sup>7</sup> For those working with children, there is a specific WGSS Module on Child Functioning, finalized in 2016, that covers children between 2 and 17 years of age, see <https://data.uncief.org/resources/module-child-functioning>

participate on an equal basis with others. This standard set of limited questions also allows for comparison across countries or sub-national regions, and between target communities and activity participants. Detailed training materials and resources on the questions and their use are available on the Washington Group website.<sup>8</sup>

In describing reach and impact at the macro level, or in cases in which directly gathered information on persons with disabilities is sensitive or otherwise unattainable, data may be available from governmental or other secondary sources.



**ABOVE PHOTO:** The mountainous Darwaz region in NE Afghanistan is still heavily contaminated by anti-personnel mines. These children from the village of Janmarje Bala need to know how to recognize explosive remnants of war and not to approach them when they play outside. © FSD

# EXPLOSIVE ORDNANCE RISK EDUCATION

## Defining beneficiaries

**Direct beneficiaries** are defined as the people receiving explosive ordnance risk education<sup>9</sup> safety messages:

- through interpersonal EORE;
- through mass and digital media EORE;
- through training of trainers in EORE delivery.

<sup>8</sup> See The Data Collection Tools Developed by the WG on disability Statistics and their Recommended Use: <http://www.washingtongroup-disability.com/wp-content/uploads/2016/12/WG-Document-1-Data-Collection-Tools-Developed-by-the-Washington-Group.pdf> (p. 7) and The Washington Group E-Learning Tools and Webinars: <http://www.washingtongroup-disability.com/washington-group-question-sets/e-learning-tools/>

<sup>9</sup> See IMAS 12.10

Direct beneficiary counts should be reported separately for each of the three categories of presentation, and figures should not be aggregated. The methods of measuring direct beneficiaries are outlined in the table below.

**Indirect beneficiaries** of EORE comprise persons who learn from persons reached by an EORE message directly; e.g., parents and siblings of school children. While it is appreciated that there are indirect beneficiaries of EORE, they are difficult to calculate or estimate to an accurate degree. Therefore, indirect beneficiaries should not be counted for risk education unless donors or national mine action authorities request it.

Type	Description	Examples	Method of Measurement
<b>Interpersonal EORE</b> [ <i>Education in IMAS 12.10</i> ]	Two-way process which involves the imparting and acquiring of knowledge, attitudes and practices through teaching and learning.  Interpersonal may include online tools as long as they allow interaction.	Community-based activities, presentations (brief and long), theatre pieces, puppet shows, cultural performances, integration into schools, small virtual group sessions, etc.	Number of people six years of age or older in attendance for all core messages of the session, sex and age disaggregated.  Beneficiaries of comprehensive sessions should be reported separately from <i>ad hoc</i> sessions or those otherwise limited in time or scope.
<b>Mass and digital media EORE</b> [ <i>which falls under Public information dissemination<sup>10</sup> in IMAS 12.10</i> ]	Primarily a one-way form of communication which can provide large numbers of people with relevant information and advice in a cost-effective and timely manner.	Mass media (TV, radio, print); social/digital media including messaging applications.	Estimated number of people reached through the campaign, sex and age disaggregated when possible.
<b>Training of trainers</b> [ <i>Training in IMAS 12.10</i> ]	Equipping those outside the mine action sector to conduct EORE sessions or deliver EORE-related messages.	Training community focal points, teachers, members of NGOs, etc. with the knowledge and/or materials necessary to spread EORE messaging.	Number of people trained, disaggregated by sex, age, and disability status when possible.

## Guidance on EORE beneficiary measurement and reporting

- Efforts to reach persons with disabilities should be reported; however, it is understood that integration of the WGSS questions into EORE sessions is not generally feasible (see under

Principles).

- It is acknowledged that double-counting of EORE direct beneficiaries may be inevitable (as

<sup>10</sup> Public information dissemination includes other media than mass media, such as billboards, posters, leaflets, brochures, stickers, etc.

records of individual participants are not kept). However, it is recommended for operators to record separately the number of persons who are first-time beneficiaries in interpersonal sessions. This will be particularly important, *inter alia*, in situations of recent or ongoing conflict resulting in explosive ordnance contamination; in situations where IDP/refugee movements mean people are exposed to risks in areas where they are unfamiliar with the nature and extent of the contamination; and in areas affected by long-term contamination where EORE is integrated into school curricula.<sup>11</sup>

- Direct beneficiaries of digital media (social media/SMS) may be calculated using data provided by the media provider (e.g., user numbers in a defined area, unique users, link clicks, comments provided, etc.). These estimates should, at a general level, show the potential reach via media and on a secondary level should provide information on how many people interacted in a way that can be counted. When possible, the geographic location of users should be recorded and reported to determine whether the message is reaching the intended audience.

- Direct beneficiaries of mass media<sup>12</sup> (radio and TV broadcasts, print/online media) may be estimated using broadcast figures for the medium, day and time of the broadcast, where available or the number of subscribers. Where radio/TV user data are unavailable, direct beneficiaries may be estimated according to the geographic reach of the radio/TV channel and the average number of estimated listeners/viewers at the time EORE messages are aired. The geographic distribution of the message should be recorded and reported to determine what mine-impacted areas are not being reached and conversely, whether the message is being spread too far leading to unnecessary fear. Inflating figures should be avoided as highlighted in the principles of these guidelines. In particular, if messages are broadcast repeatedly, or as part of a series, operators should not multiply the viewer or listener figures by the number of broadcasts; the operator should report the average number of

viewers/listeners once for the entire sequence of broadcasts.

- Direct beneficiaries of training of trainers are only those who will deliver EORE, for example, community focal points and teachers and those outside the mine action sector who will train others on how to deliver EORE messaging (training of trainers). It does not include institutional EORE, sometimes referred to as “training”.

- Direct beneficiaries should not be counted, as a general rule, for information, education and communication (IEC) materials such as posters, billboards, murals, leaflets, stickers, etc. Rather, it is suggested to report the numbers of items installed or distributed. Exceptions would include cases where IEC comprise the primary EORE means, e.g., in an emergency EORE campaign for hard-to-reach populations.

- It is important to emphasise that figures for different EORE beneficiary categories should not be aggregated to get a total that might be inflated. Furthermore, as beneficiaries may be counted more than once for each EORE activity, e.g., because they attend more than one session, it is important that assumptions are not made about “blanket coverage” having been achieved when the number of beneficiaries reaches or approaches the population figure for any given area.

- Reporting should clearly distinguish the different types of EORE and aim at differentiating the data as part of the data analysis. In general, any activity should be described and counted, although it may be difficult to estimate the number of direct beneficiaries.

- While it is assumed that EORE activities benefit the recipients, the count of beneficiaries cannot illustrate whether the desired behavioural changes or increases in safety and security result from the activities. Therefore, EORE practitioners should have M&E mechanisms in place to assess immediate and intermediate outcome and impact indicators.

<sup>11</sup> EORE delivered by schools requires Ministries of Education to provide guidance within the education system on how to count direct beneficiaries and whether to count first-time beneficiaries as well. It is suggested to count students once per school year who are benefitting from EORE, and whether this was their first time ever.

<sup>12</sup> In certain circumstances, the same medium may be classed as either mass media or IEC. The distinction is whether there is a reliable means to estimate the number of people receiving the message by this means. For example, the use of loudspeakers may be as part of a targeted campaign aimed at a specific group of beneficiaries (mass media), whose numbers can be easily estimated, or it may be part of a blanket communication (IEC) where beneficiary numbers are harder to estimate accurately.

# LAND RELEASE

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## Defining beneficiaries

Beneficiaries of land release<sup>13</sup> should only be counted for cleared or reduced land. The general rule is that no beneficiaries should be counted from cancelled land; exceptions would include cases where there is clear, documented evidence that land was not being used due to fear or suspicion **and** that, following non-technical survey, beneficiaries can be clearly identified who use/will use the land (this can apply to post-conflict, urban settings, for example).

**Direct beneficiaries** are defined as individuals (women, girls, boys and men) whose lives and limbs are protected because they physically use/will use cleared and reduced land post-clearance for a productive and/or frequent and/or sustainable activity.<sup>14</sup> Additionally, all other persons living in the household should be counted as direct beneficiaries, as they would be directly affected by any death or injury sustained by the person using the land.

**Indirect beneficiaries** are defined as those who may benefit from the cleared land as they are members of the same community as the direct beneficiaries, however without using the cleared land themselves. Such benefit may manifest itself in an overall improved economic situation in the community, reduced risk or improved general livelihood. For consistency across all country contexts indirect beneficiaries should be counted using population data for the smallest administrative unit<sup>15</sup> nearest to the cleared or reduced land, minus the total number of direct beneficiaries.

Six land use categories as identified in the table below. These provide guidance regarding how to count and define direct beneficiaries based on the ways the land is expected to be used six to twelve months after it is released.

<sup>13</sup> See IMAS 07.11 for definitions of key terms relating to land release.

<sup>14</sup> See IMAS 05.10 Annex B.

<sup>15</sup> The smallest administrative unit may be defined as the fourth level administrative division (or smaller) within a country: [https://en.wikipedia.org/wiki/List\\_of\\_administrative\\_divisions\\_by\\_country](https://en.wikipedia.org/wiki/List_of_administrative_divisions_by_country). However, in urban contexts, neighbourhoods or blocks may serve as the smallest administrative unit. In some rural contexts, the smallest administrative unit as delineated by the respective national government may still be too large, and in such cases, this should be designated as a village or town. Agreement must be sought among stakeholders in-country, but the principle to avoid inflated figures should be maintained; this may be particularly important where population figures are inaccurate due to conflict, displacement or the presence of nomadic groups.

**BELOW PHOTO:** Harvesting onions from cleared land in Sri Lanka. © The HALO Trust

**RIGHT PHOTO:** Life on a former mined area in South Sudan. © Sean Sutton/MAG





# Land Use Categories and Direct Beneficiary Definitions

ANTICIPATED LAND USE	DIRECT BENEFICIARY DEFINITION
<p><b>RESIDENTIAL</b></p> <p>Rehabilitation/building of housing and settlements including permanent housing, compounds, temporary shelters, makeshift shelters or temporary settlements.</p>	<p>Number of people in households who are/will be living or are/will be settled in existing or new settlements/ compounds/housing/shelters on the released land.</p>
<p><b>AGRICULTURAL</b></p> <p>Cultivation, market gardens and intensively grazing animals (where relevant to the country).</p>	<p>Number of people in households (including, if relevant, labourers) who are using/will use the released land to cultivate crops, market gardens or to intensively graze animals.</p>
<p><b>COMMUNITY / PUBLIC SERVICES</b></p> <p>Public services, such as health facilities, education facilities, playgrounds and play areas, shops and markets, community/administrative buildings and cultural, religious and recreational sites.</p>	<p>Number of people in households who use/will use, or are working/will work in facilities<sup>16</sup> on the released land.</p>
<p><b>NATURAL RESOURCES</b></p> <p>Hunting, foraging, collecting natural materials, using natural water sources (including domestic use such as cooking, bathing or watering animals and fishing). Extensively grazing animals may fit in this category if most relevant to the country.</p>	<p>Number of people in households who frequently<sup>17</sup> use/will frequently use the released land to forage, fish, hunt, collect material, use natural water sources or extensively graze animals.</p>
<p><b>INFRASTRUCTURE (SMALL - MEDIUM SCALE ONLY)<sup>18</sup></b></p> <p>Land released for the safe use/building of small-medium scale infrastructures, such as irrigation infrastructure, bore holes, wells, local power lines etc.</p>	<p>Number of people in households who frequently<sup>17</sup> use/will frequently use small-medium scale infrastructure such as irrigation infrastructure, bore holes, wells, local power lines/sources, telecoms infrastructure etc. on the released land.</p>
<p><b>ACCESS (INCLUDING ROADS &amp; BRIDGES)</b></p> <p>Land released for the safe use/construction/renovation of access routes, including pathways, roads and bridges.</p>	<p>Number of people in households who use/will use the pathways, roads or bridges as a primary access route, and/or number of people who will regularly<sup>19</sup> transit through the released land to access other land.</p>

<sup>16</sup> Services with large catchment areas (e.g., district hospitals/divisional buildings) are difficult to quantify in terms of beneficiaries and should be separate from this beneficiary count to avoid inflation and misrepresentation of the benefits. Beneficiaries of these services should be reported through other means, e.g., specific case studies.

<sup>17</sup> Different services may have different definitions of 'frequent' in relation to use. These should be defined to reflect the context of each programme and be in line with national standards (e.g., in the health and education sectors).

<sup>18</sup> Beneficiaries of large scale infrastructure (e.g., railway lines, main power lines, etc.) are difficult to quantify and should be reported separately from the direct and indirect beneficiary count to avoid inflation and misrepresentation of the benefits. Beneficiaries of these infrastructures should be reported through other means, e.g., specific case studies.

<sup>19</sup> "Regularly" is defined as one time or more per week. To calculate the regular use of paths and roads an average number of persons per day is recommended. However, agreement on definitions must be sought amongst operators in-country.

# Guidance on land release beneficiary measurement and reporting

- Beneficiaries may be counted at different stages of the activity: pre-clearance (anticipated beneficiaries), or post-clearance<sup>20</sup> (actual beneficiaries). It should be made clear if reported figures are pre- or post-clearance figures. In particular, it should be noted that the term anticipated does not mean that beneficiary counts pre-clearance are estimated numbers. Beneficiaries are counted through normal survey processes (NTS, household survey, community survey, IDP return registration, etc.) but their actual use of the land is anticipated and unknown until the land release is complete, as there may be other factors inhibiting their use of the land within a six to twelve month period.
- Unless otherwise stipulated by the donor, for reporting to donors over the course of a contract, anticipated beneficiaries should be reported when each task is started by teams of that donor contract, and should only be counted once for each task (for direct beneficiaries) and smallest administrative unit (for indirect beneficiaries) over the course of the donor contract. Where actual beneficiary numbers have been collected, these should be used to validate the anticipated beneficiaries and donors should be kept informed of any significant changes and reasons why.
- Actual beneficiary counts should usually be conducted six to twelve months after clearance has been completed. However, land use should be taken into consideration to allow beneficiaries to be counted at peak time of use: e.g., if agricultural land, the post-clearance beneficiary count would ideally take place during the harvest or ploughing season, which may be earlier than six months. Beneficiaries may also be counted later as part of a longer-term outcomes or impact assessment; however, beneficiaries should be calculated during pre-clearance based on anticipated land usage six to twelve months post-clearance.
- Beneficiary counts for donors are reported per contract. Therefore, double-counting of beneficiaries is expected to occur across different contractual cycles, and donors should not aggregate their numbers of beneficiaries across contracts. Internally, beneficiaries of each task should be reported only once so they are not double-counted in organisational reports (e.g., annual reports).
- In certain circumstances, the same people may be direct beneficiaries of more than one task (e.g., a household might benefit directly from clearance of their agricultural land and later as users of a community facility on released land). Avoiding double counting of direct beneficiaries in these circumstances would require disproportionate effort to record and cross-check individuals' identities. Where it is considered likely that this may occur, the operator should note this in their reporting and may provide case studies.
- In instances where the same people will be direct beneficiaries of multiple tasks, likely to be released in the same time frame, and where the numbers of beneficiaries included for each task would lead to significant double counting, a cluster- or community-level approach to recording and reporting beneficiaries may be taken to avoid double counting. In those cases, the total number of direct and indirect beneficiaries for a cluster of tasks or a community should be recorded, and those beneficiaries should be reported only once per contract. It is recommended that operators continue to record task-level beneficiary data in addition to that at the cluster level for prioritisation purposes.
- In donor reporting, beneficiary numbers should be reported in the first quarter/reporting period during which the task has been worked on by the specific donor's teams under the contract. If additional areas are cleared in a community over the course of a contract and reported in later quarters, it is accepted that some direct beneficiaries may have already been counted as indirect beneficiaries from this community in a previous quarter. In those instances, the operator should notify the donor of the potential double counting, and if appropriate and feasible, rectify the overall beneficiary count.
- Using actual persons is preferred to calculating household numbers multiplied by size of average households. Where unavoidable, the source for the average household figure should be recorded and agreed upon in conjunction with other stakeholders

<sup>20</sup> The term "post-clearance" in this section relates to land release through clearance **and** reduction, but not cancellation.



**ABOVE PHOTO:** Kids from Santa Helena Primary School on their horses in early morning. Some of these children come from two hours away. Santa Helena, Meta Department, Colombia. © Giovanni Diffidenti/NPA

in-country.<sup>21</sup>

- In instances where multiple families may reside in the same housing unit, operators should define household members as “persons living together who make common provision for food or other essentials for living”.<sup>22</sup> Further, to prevent over-inflated direct beneficiary figures, the operator should determine the extent of the household to be those either permanently or regularly residing in the same housing unit and should not include extended family members who live in another location (unless they are also identified as those who use/will use cleared and reduced land post-clearance).

- Cluster munition contexts have proven difficult when aiming to count direct beneficiaries pre-clearance, as the size of the task polygon (or footprint) often increases during clearance through

fade out. In these situations, the operator should:

- a) aim at defining the hazardous area as precisely as possible during survey prior to full clearance; and b) when changes in direct beneficiary counts cannot be avoided, notify the relevant stakeholders of any fluctuations in previous beneficiary reporting.

#### **Land use categories**

- During pre-clearance assessments, operators are discouraged from claiming only one primary land use category for the entire surveyed area of a task (unless in reality there is only one type of anticipated land use), as by doing so, this may incorrectly influence clearance prioritisation processes.

- If during pre-clearance assessment, multiple anticipated land use categories of a single task are identified, best practice suggests for the operator

<sup>21</sup> These definitions acknowledge that counting household members as direct beneficiaries may be difficult in certain land use contexts, e.g., direct beneficiaries of roads, schools, hospitals and other public service usage. The operator must use their own discretion when including household members in these contexts, while upholding the key principle to maintain definitions which are as realistic as possible to avoid inflated figures.

<sup>22</sup> This definition is taken from the UN Statistics Division: <https://unstats.un.org/unsd/demographic-social/sconcerns/family/#docs>

to record this disaggregation as percentages which sum up to 100%. These percentages can then be transformed into land area when needed.

### ***Indirect beneficiaries***

- The smallest administrative unit used in-country to count indirect beneficiaries should be agreed upon across all stakeholders. This unit should also be used in IMSMA or similar databases in-country.
- Where accurate or reliable population data is not available for calculating indirect beneficiaries, or where the administrative units are not easily defined or deemed unreasonably large for this method, the programme should work with the relevant organisational managers and seek advice from local authorities to identify more accurate methods of measuring the indirect beneficiaries in that context.
- When there are a significant number of direct beneficiaries identified as living outside the nearest smallest administrative unit, there is a risk that the calculated indirect beneficiaries may fall below zero. This is particularly the case in some urban settings or where the anticipated land usage is primarily community/public services. In such circumstances, best practice suggests the operator either: a) defaults the indirect beneficiary count to zero (so as not to produce a negative number); or b) distinguishes, where possible, who amongst the direct beneficiaries lives outside the smallest administrative unit and to then exclude this select group from the indirect beneficiary calculation.
- Where a cleared or reduced area lies within or between two or more localities, indirect beneficiaries may be counted using the populations of both/all smallest administrative units affected (minus direct beneficiaries), provided both/all smallest administrative units realistically access the

area (e.g. are not prevented access due to distance or natural barriers).

- Stakeholders working in the same country should agree on a point in time to update population data, usually once per year, but this may be dependent upon the regularity of census data.

### ***Additional considerations***

- Programmes may choose to further refine the definitions in the context of their country, but programme definitions should broadly adhere to the global definitions given on page 13 and should take into account any national standards or guidelines for beneficiary definitions. Any programme-specific definitions should be made in consultation with relevant organisational managers and coordinated among operators in-country to ensure consistency across the organisation's programmes and among operators.
- There are instances where land release activities are applied multiple times to a given area. For instance, sub-surface search may follow surface search, after a period of time and subject to the land use requirements. In this instance, the beneficiary count can be revised but should not be duplicated.
- Marking of explosive ordnance and of hazardous areas, including fencing, is carried out by operators. Marking can be a life-saving activity, preventing persons from entering dangerous areas for lengthy periods until clearance or EOD is possible. Calculating beneficiaries from marking has not been included in this document.
- When reporting beneficiaries of cancelled land (see above for the specific circumstances), they should be reported separately from the beneficiaries of clearance or reduction.

# VICTIM ASSISTANCE

## Defining beneficiaries

Direct beneficiaries of victim assistance (VA) are defined as explosive ordnance (EO) victims<sup>23</sup> who are referred to, or receive, services in the sectors that VA is a part of, as outlined in the box below.

Victim assistance is part of the following sectors: emergency and ongoing medical care; rehabilitation, including prosthetics and orthotics; mental health and psycho-social support; and socio-economic inclusion, e.g., inclusive education, self- or waged employment, as well as inclusive sports, leisure and cultural activities.

Direct beneficiaries may include other people presenting with similar needs, as per the principle of non-discrimination that guides VA.

Indirect beneficiaries of victim assistance comprise two groups:

- Persons who have been identified per IMAS 13.10<sup>24</sup> and had their information shared with organisations providing services in the sector VA is part of.
- Persons who live in the same household as a direct beneficiary.

<sup>23</sup> IMAS 13.10 defines “victims” as “persons, either individually or collectively, who have suffered physical, emotional and psychological injury, economic loss or substantial impairment of their fundamental rights through acts or omissions related to the use of explosive ordnance (EO).” Victims include people injured and killed, their families, and communities affected by EO. The term “survivor” is used in relation to those individual women, girls, boys and men who have been injured, survived, and are possibly impaired as a result of an accident with EO.

<sup>24</sup> IMAS 13.10 requires all mine action operators to share casualty data and their knowledge of needs of identified victims and other people with similar needs with the appropriate national entity. Sharing this data with other actors in the sectors of which VA is part in order to engage in broader multi-sector support and donors is equally recommended. This may take the form of informal partnerships and general information sharing, rather than referring individuals to a service provider - the mine action operator therefore has no means to verify if services are subsequently made available or access of individuals facilitated, and therefore people benefitting from these type of activities are seen as indirect beneficiaries of VA.

**BELOW PHOTO:** This man in Afghanistan, who was injured in a mine accident, has received physical rehabilitation services, and treatment for muscle weakness. © Jaweed Tanveer/HI



## Guidance on VA beneficiary measurement and reporting

- Mine action operators play a central role in identifying EO victims. As per IMAS 13.10, the mine action sector should, at a minimum, contribute to facilitating access to services for identified victims and other people presenting with similar needs, through specific effort as part of its regular NTS, EORE, clearance, advocacy and other activities. The sector may go further and also directly provide services in the sectors of health, rehabilitation, mental health and psychosocial support, education, livelihoods and social inclusion.

- Direct beneficiaries of efforts aimed at facilitating access to medical and other services in the sectors that VA is part of should be counted as the number of people:

- ◇ with life-threatening conditions for whom emergency medical transport is provided;
- ◇ with non-life threatening conditions for whom access to services is facilitated through the provision of transport or funds;
- ◇ referred to other relevant services in the sectors that VA is a part of.

- If mine action operators also engage in direct delivery of services in the sectors that VA is part of, direct beneficiaries of these services should be counted as the number of people who receive:

- ◇ Case management, including through referral pathways;
- ◇ Emergency and ongoing medical services;
- ◇ Mental health and psycho-social support;

- ◇ Physiotherapy;

- ◇ Prosthetics and orthotics services and other assistive devices and technologies,<sup>25</sup> including mobility aids such as wheelchairs and crutches, as well as hearing, visual and other aids;

- ◇ Support with socio-economic inclusion.

- Direct beneficiaries may benefit from numerous specific efforts as these activities involve different staff and different intended outcomes. It is suggested to count total direct beneficiaries once, even if they benefit from multiple efforts, and to report the number of people who receive each type of service separately.

- Indirect beneficiaries should be counted as the number of people:

- ◇ who have been identified as per IMAS 13.10 and had their information on injuries and needs disseminated to other actors responsible for ensuring access to, and providing, services (e.g., emergency and ongoing medical care, rehabilitation, including prosthetics and orthotics, mental health and psycho-social support, inclusive education, self-or waged-employment, inclusive sports, leisure and cultural activities).

- ◇ or those who live in the same household as a direct beneficiary (at the time services are received).<sup>26</sup>

<sup>25</sup> <http://www.who.int/disabilities/technology/en/>

<sup>26</sup> For example, a person receiving a prosthetic device is a direct beneficiary, and all other household members are indirect beneficiaries as they benefit indirectly; or the children of a parent killed by an EO explosion receive support to remain in school - the children are direct beneficiaries and the rest of the household are indirect beneficiaries.

**BELOW PHOTO:** This adolescent boy lost three fingers on his right hand due to a mine incident in eastern Ukraine in 2017. Despite the limited use of his hand, he was able to continue his studies after acquiring a laptop through a Victim Assistance programme. © DRC/DDG





**ABOVE PHOTOS (Clockwise from top left):** Villagers in Nonsomboum, Laos filling sandbags as part of the protective works required when a large aircraft bomb was found in a field on the edge of their village. The bomb's destruction has removed a significant threat to the villagers, who can now engage in daily activities without fear. © The HALO Trust

# EXPLOSIVE ORDNANCE DISPOSAL

## Defining beneficiaries

Although the processes of explosive ordnance disposal (EOD)<sup>27</sup> and land release may appear to be similar, the beneficiaries of the two activities benefit in different ways. It is therefore important not to equate the beneficiaries of the two activities. The benefits of the two activities are not of equal value to the individual women, girls, boys and men who are affected by the presence of explosive ordnance (EO). In the case of land release, they are benefiting from an area that has no evidence of EO remaining when it is handed over to them, whereas in the case of EOD the benefit is in the form of reduced risk, but with no guarantee that there aren't other explosive threats remaining that may still cause harm.

The **direct beneficiaries** of EOD spot tasks are defined as people who have directly had their risk of death, injury or significant damage to property reduced as a result of the task, including their immediate household members, and those who were prevented from using a physical asset by the presence of the EO and the threat that it posed, real or perceived.

The **indirect beneficiaries** are defined as the household members of those direct beneficiaries prevented from using a physical asset by the presence of the EO and any other persons evacuated to carry out the EOD task safely.

<sup>27</sup> See IMAS 09.30



**ABOVE PHOTOS:** An EOD team check out the rocket propelled grenade and mortars that this Cambodian beneficiary and her husband found in their field, before safely removing them for destruction elsewhere. © Sean Sutton/MAG

## Guidance on EOD beneficiary measurement and reporting

- The counting of EOD beneficiaries should be done using a three-step process:
  1. The person reporting the EOD item, and his/her household members are **direct** beneficiaries;
  2. Any regular users of a physical asset who are prevented from using it by the presence of the EO and the threat that it poses, real or perceived are **direct** beneficiaries (e.g., children and teachers unable to access a school because of EO found in a classroom);
  3. The household members of the direct beneficiaries identified at stage 2 above, and additionally any other persons who may need to be evacuated in order to carry out the EOD task, are **indirect** beneficiaries.
  
- It is expected that some people will benefit from more than one EOD spot task. In accordance with the principle of “proportionate effort”, no attempts need to be made to count specific unique beneficiaries of spot tasks. If the total EOD beneficiary count reaches the total population of the smallest administrative unit before all EOD spot tasks in that area have been carried out, the operator may continue to report EOD beneficiaries to the donor, in the narrative, with the stipulations that:
  - a) these additional beneficiary numbers are not added to the overall total of EOD beneficiaries reported for that area; and
  - b) this is adequately communicated to the donor.
  
- For internal statistics purposes, reported on an annual basis, no organisation should report beneficiary numbers that exceed the total population of the smallest administrative unit.
- Stakeholders working in the same country should agree on a point in time to update population data, usually once per year, but this may be dependent upon the regularity of census data.

- In urban or other densely populated areas, precise numbers of people evacuated, or household member counts for indirect beneficiaries, may not be possible to obtain. In those instances, estimates may be used. These estimates can be determined using the population density of the surrounding area<sup>28</sup> or through interviews with community representatives. Sources of indirect beneficiary figures should be recorded and reported (i.e., actual count of evacuated people, population density data, or key informant interview).
- Beneficiaries should be recorded per task, not per item of EO. Therefore, if a task includes more than one item of EO, reasonable effort should be made to ensure beneficiaries are not double counted.<sup>29</sup>
- In scenarios where an EOD spot task may have the potential to benefit a high number of people, this should be reported separately (e.g., case studies) similar to large infrastructure land use as detailed in the land release definitions above. In these instances, it should be clear how the numbers of beneficiaries quoted have been derived.
- Although EOD tasks do not result in land release, per se, operators may wish to report on the nature of the areas to which access was inhibited by the presence of EO. This should be done using the same land use categories as for reporting beneficiaries of land release outlined in the section above.

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<sup>28</sup> To obtain population density figures (Population per square km or mile) the size of the area of the entire administrative unit is needed. In cases where this data is not publicly available, GIS-trained staff can calculate the approximate area based on the boundaries of the smallest administrative unit. This figure is then applied to all EOD spot tasks within this geographical area. In areas in which the population density of the smallest administrative unit is not appropriate to the nature of the contamination, operators may coordinate to agree on what administrative unit best applies and will be used.

<sup>29</sup> Beneficiaries for spot tasks consisting of items of small arms ammunition (<20mm calibre) should not normally be counted.

**BELOW PHOTO:** Children are playing at the schoolyard of a primary school, Santa Helena, Meta, Colombia. © Giovanni Diffidenti/NPA





**ABOVE PHOTO:** Young women in Ngamari Village, Nigeria. © Sean Sutton/MAG

