

Experience Review

Handicap International

Participatory Mine Action and Development Project In Mine Affected Municipalities of Berkovići and Stolac Bosnia and Herzegovina



Commissioned by: Handicap International and SDC/Swiss Cooperation Office in Bosnia-Herzegovina
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EXECUTIVE SUMMARY AND RECOMMENDATIONS

In 2007, the Swiss Agency for Development and Cooperation (SDC) provided funding to Handicap International (France) to implement a four year pilot Participatory Mine Action and Development (PMAD) project in Stolac and Berkovići, two municipalities in Bosnia and Herzegovina (BiH). As SDC funding for the project will officially end in June 2011, the SDC and Handicap International (HI) commissioned the Geneva International Centre for Humanitarian Demining (GICHD) to review the experiences and lessons learned from the pilot project in order to disseminate knowledge gained during its implementation, strengthen community participation in the national demining priority-setting system, strengthen linkages between mine action and development at national and local levels, and inform future replication of PMAD project components in BiH and elsewhere. The experience review took place during November 2010.

The PMAD project consists of three main thematic components:

- Promoting social inclusion and strengthening municipal governance through the establishment of municipal-level Local Partnership Groups, and funding for community-based development initiatives through a Call for Proposal process
- Mine risk management through a combination of demining, community based mine risk mapping, income generation support for high risk groups and mine risk education
- Advocating for mine action in support of development and social inclusion

The specific project objectives and intended outcomes of the project are as follows:

- Mine affected communities in Berkovići and Stolac have better opportunities and access to resources needed to participate in social, economic and cultural life
- Reduced developmental impact of landmines
- Mechanisms to assist governmental bodies and civil society in adopting social inclusion based decision making for mine action are shared among key stakeholders.

Stolac and Berkovići are located in the southern and eastern parts of the Herzegovina region, along the entity border between the Federation of Bosnia and Herzegovina (FBiH) and the Republika Srpska (RS). Both municipalities are characterised by high unemployment, limited infrastructure and access to basic services, poorly developed private and NGO sectors, and lingering political tensions. Before the war, Berkovići was part of the Stolac municipality and was established as a separate municipality within the RS during the 1992-95 war. According to the Landmine Impact Survey conducted in 2002-2003, both municipalities are considered medium and low impact in terms of the number of victims, blocked access to livelihood activities and assets, and the type of munitions contamination in the country. Mines and ERW remain a safety risk for civilians, and continue to block agricultural and grazing land, rivers, forest areas commonly used by hunters, and key infrastructure, e.g. water reservoirs and roads.

Due to a request from the SDC to refocus the project, from economic development to social inclusion efforts, in 2008 after a five month inception phase, and subsequent delays with refocusing and recruitment, PMAD project implementation only commenced at the start of 2009. However, despite these early setbacks and instability, HI has achieved tangible results in both municipalities which are at a critical consolidation point.

The key achievements of the PMAD project include:

- The establishment of two functioning and active Local Partnership Groups (LPGs) in Stolac and Berkovići municipalities which include civil society organisations, local associations and municipal authorities. The Mayors in both municipalities view the LPGs as dynamic partners and potential engines for development and, for the first time, are actively working with civil society to achieve common goals. Community and municipal capacities have been strengthened, as has inter-entity collaboration.
- Creation of a Call for Proposal (CFP) process to provide financial support for community-based development initiatives which reflect the needs of mine affected communities. Not only did the two rounds of CFPs support initiatives focused on improving social inclusion, mine risk management and income and employment, they also strengthened the capacity of the LPGs and community members to articulate their development needs and develop credible project proposals.
- The development of an innovative mine risk mapping methodology that involves working with local partner NGOs and affected communities to identify and map livelihoods activities, key routes, high risk groups and contaminated areas, and develop priorities for demining, mine risk education and development. The methodology has contributed to the existing national priority-setting system by feeding information on community clearance priorities to municipal authorities, who use it to update the municipal priority list for submission to the Bosnia and Herzegovina Mine Action Centre (BHMAC).
- Working through local NGOs to offer high risk groups (i.e. those that knowingly enter contaminated areas for economic reasons) alternative income generation opportunities and mine risk education (MRE) as a means of discouraging high risk behaviour.
- Ensuring national demining partners conduct pre-clearance assessments through which information is obtained from communities about their clearance priorities and feeding that information into the national priority-setting system, and working in partnership with national demining organisations to conduct demining operations in Stolac and Berkovići in areas prioritised by affected communities.
- Establishment of a national LMAD coalition that is composed of leading mine action and development organisations operating in BiH, and that will focus on advocating for enhanced links between mine action and development, especially regarding priority-setting and the new demining law.

The following recommendations reflect the conclusions from the experience review and areas for improvement:

Recommendations for Handicap International BiH

Consolidate the progress made in Stolac and Berkovići

- Continue to consolidate the already important progress made in terms of the LPGs and collaboration with municipal authorities. Put in place mentoring support for the LPGs, in

particular, to support the development of their capacity to obtain funding.

- Continue to encourage the municipal authorities in Stolac and Berkovići to maintain support for the LPGs, and embed them in their municipal development planning and budgeting processes.
- Support and assist both LPGs to secure seed funding by the end of PMAD (June 2011) and support the municipal authorities in Stolac and Berkovići to provide the LPGs with the opportunity to put their new skills into practice.

Disseminate information about PMAD

- Identify key target audiences for disseminating information about PMAD. Information dissemination should reflect specific objectives, i.e. mobilise funding for future PMAD replication, share information with practitioners who are interested in mine action and development linkages and/or supporting mine affected communities, changing policy/practice of key mine action and development institutions in BiH, etc. Specific target audiences should include: mine affected communities, NGOs, LPGs and municipal officials in Stolac and Berkovići; municipal officials in potentially new replication sites; BHMACH, the National Demining Commission, the Ministry of Civil Affairs and new mine action Coordinator; the SDC Head Office, key mine action donors, the ITF and UNDP; LMAD coalition members and IBHI; the international mine action community, particularly organisations already involved in linking mine action with development; and Handicap International staff, particularly country desks contemplating LMAD-related initiatives, e.g. Senegal, Tajikistan.
- Use dissemination methods and channels which are suitable to each target audience and likely to achieve the desired policy and practice change. Also tailor the content and format of PMAD information to suit each target audience. Ensure that PMAD information aimed at external stakeholders (i.e. non HI) uses accessible language, and is simplified where relevant. Frame the information in a way that enables the target audience and wider public to see its value and establish a connection. For example, given that HI intends to outsource future PMAD implementation to local NGOs, ensure the guidelines are clearly written for both mine action and non-mine action audiences.
- Disseminate PMAD reports, newsletters and guidelines to international mine action and development practitioners through GICHD's LMAD d-groups network, the Journal of Mine Action, the Landmine and Cluster Munition Monitor (ICBL) and through key international mine action events, e.g. Meetings of States Parties.
- Disseminate PMAD guidelines and lessons learned as soon as possible. The sooner this information is shared and understood, the easier it will be to develop support for PMAD replication and for broader efforts to link mine action with development in BiH.

Continue to build a strong national LMAD coalition

- The NGO Coalition could play a key role in helping to draft the new demining law by engaging a lawyer to draft the demining law and coordinating consultation on the draft, in association with BHMACH, the National Demining Commission and the Ministry of Civil Affairs.
- Given that advocacy and policy change will be a key focus of the coalition, identify organisations with strong advocacy and policy research skills and experience at state, entity and municipal levels and involve them in the coalition.
- Establish clear roles within the Coalition based on areas of expertise e.g. advocacy, relations

with donors, networking with state authorities, establishing contacts with local communities and municipalities, conducting policy and legal research and analysis, etc.

- Clarify the role of the Coalition's Advisory Committee/Steering Board.

Replicate a streamlined version of PMAD

- The pilot PMAD methodology has promise; however it needs to achieve economies of scale. Continue to clarify how to streamline PMAD to the most essential components in a less complicated manner, and repackage this to attract donor funding for replication.
- Continue to build on what has been learned through PMAD and develop a clear replication strategy that outlines a realistic scope and timeframe given available resources, and clearly communicate this with key stakeholders. Do not be overly ambitious. Ensure HI assumes a less hands-on and more facilitation/advisory role to ensure sustainability from the outset and to develop local capacity and ownership.
- As part of the replication process, finalise discussions with the respective mayors and facilitate a study visit to Stolac and Berkovići to begin a process of mentoring. Identify local partners to work within these municipalities, and try to outsource much of the implementation aspects of PMAD to local NGOs.
- Ensure that the activities supported through the CFPs and LPGs are linked to wider municipal and regional (entity or canton-level) development strategies.
- Continue to work with BHMACH to replicate the mine risk mapping methodology throughout BiH. Share the mine risk mapping guidelines and present the approach and lessons learned.
- If HI is clear in its desire to remain engaged in BiH for several more years, then prepare a targeted strategy to mobilise resources for the replication of a streamlined PMAD approach in additional municipalities.
- Organise a focused fundraising event to mobilise donor support for PMAD replication in other municipalities in BiH.

Promote gender and diversity

- At present, LPG membership is only open to associations and NGOs, which tend to be urban-based. More should be done to improve the diversity and inclusiveness of each LPG. Ensure the views of women, people with disabilities and those living in rural mine affected communities are sought and incorporated.
- Ensure wider community involvement in the mine risk mapping methodology.
- Strengthen the extent to which gender is mainstreamed in the PMAD design and methodology, particularly as preparations are made for a possible next phase of replication. Draw upon the technical expertise and resources of the SCBL Gender and Mine Action Programme, which provides guidance on gender mainstreaming in mine action.

Recommendations for the national LMAD coalition

Develop a targeted advocacy strategy

- Secure funding for the LMAD coalition from June 2011 onwards when HI's SDC funding ends.
- Ensure the Coalition has members with expertise in national level advocacy and public policy formulation.
- Develop a clear, well targeted advocacy strategy that identifies specific policy and practice changes needed, maps out key decision makers, allies and potential opponents, and clarifies the most appropriate channels/methods (eg media, PR events, face to face meetings,

roundtable discussions, etc) for influencing them. In order to strengthen mine action and development linkages, advocacy efforts should target, among others, the Ministry of Civil Affairs and the new Coordinator for mine action, the Department of Economic Planning, the newly formed National Demining Commission, BHMAL and mine affected municipalities where PMAD components may be replicated. Given limited resources, develop a focused and realistic strategy which builds on the strengths, capacity and connections of the Coalition members. Ensure that clear messages are developed for key decision maker, allies and potential opponents, highlighting the specific policy or practice change desired, and making the case for why change is needed and how they can achieve that change.

- Clearly communicate key lessons learned from PMAD's experiences in Stolac and Berkovići. Establish a website for the national LMAD coalition through which all PMAD-related materials, guidelines, newsletters, films, etc can be accessed, and ensure it is updated regularly. Let key stakeholders know the website exists.
- Clarify how advocacy messages will be presented, who will represent the Coalition and how to consolidate the flow of information to the target audience. Identify someone from within the Coalition to be the lead in contacting and engaging the National Demining Commission and the new mine action Coordinator within the Ministry of Civil Affairs. Maintain strong internal communications among Coalition members. Consolidate contact information into one database. Use consistent and simplified in communications materials.
- Advocacy messages, methods and materials should be proactive and encourage stakeholders to take action to strengthen links between mine action and development.
- Provide regular briefings to different stakeholders to keep them updated on the project's progress and achievements, e.g. working lunch with donors.
- Each coalition member should draw upon its own contacts and networks to achieve a greater impact.

Recommendations for Municipal Authorities in Stolac and Berkovići

- Maintain support for the LPGs and embed them in municipal development planning and budgeting processes. Share experiences about the LPGs with the Association of Mayors.
- Allocate municipal resources for community-based mine risk mapping meetings to ensure community participation in priority setting for clearance.
- Encourage municipal mine action coordinators/civil protection officers to actively seek community views regarding clearance priorities, and to reflect this in the municipal priority list sent to BHMAL.

Recommendations for National Authorities in BiH

The Ministry of Civil Affairs, in cooperation with the National Demining Commission, BHMAL, Department of Economic Planning, the Ministry of Finance, and the Department of European Integration should:

- Reflect the developmental impact of mine/ERW contamination in national mine action strategies and work plans
- Ensure greater community participation and transparency in the national priority setting process
- Consider an alternative way of tendering for demining contracts
- Involve civil society in drafting the new demining law
- Replicate the mine risk mapping methodology throughout BiH in consultation with HI

Recommendations for the SDC

- Collaborate with HI and the national LMAD coalition to engage other donors in BiH, through the donor coordination forum and bilaterally, to discuss the PMAD approach and replication opportunities.
- Share the findings and lessons learned from this PMAD Experience Review with relevant country and thematic programmes in SDC's Headquarters in Bern. Promote greater integration of mine action in the SDC's development assistance, and support integrated mine action and development initiatives like PMAD.

A. INTRODUCTION

1. BACKGROUND AND OBJECTIVES

Handicap International (HI) and the Swiss Agency for Development and Cooperation (SDC) commissioned a review of the experiences and lessons learned from HI's Participatory Mine Action and Development (PMAD) project in Bosnia and Herzegovina (BiH). The purpose of the experience review was to:

1. Capture, structure and disseminate knowledge gained during the current implementation, and
2. Contribute to the PMAD expected outcome of strengthening mechanisms to assist governmental bodies and civil society in adopting social inclusion based decision-making for mine action are shared among key stakeholders.

The objectives of the experience review were to:

- i. Assess the specific outputs and outcomes resulting from PMAD, in particular improvements made to the situation of mine affected communities in PMAD target areas and the effectiveness of mine action integration with social inclusion interventions
- ii. Assess and document PMAD achievements and lessons learnt, including a review of the methodology, tools and guidelines developed within the PMAD project on specific mine action and development actions
- iii. Include a context analysis¹ and recommendations on the following issues:
 - How to ensure the results and lessons learned from the project can contribute and feed into BiH's national priority-setting system?
 - How to replicate the PMAD tools and methodology at municipal level in BiH?
- iv. Comparatively review GICHD LMAD guidelines and LMAD field implementation in BiH by the PMAD project
- v. Disseminate lessons learnt from the PMAD project

The primary audiences for this experience review are mine action and development practitioners, national mine action authorities and international development cooperation agencies, both in BiH and internationally.

2. APPROACH AND METHODOLOGY

The experience review featured:

- i. a review of documents and data
- ii. a field mission to Sarajevo and the mine-affected municipalities of Stolac and Berkovići from November 14-23rd, 2010 and
- iii. e-mail exchanges and in-person and phone interviews with HI staff and technical advisers in Mostar, Sarajevo, Zagreb, Lyon and the UK.

¹ For a comprehensive assessment of the national context within which the PMAD project has operated, as well as opportunities and challenges for linking mine action and development, please see the separate context analysis report completed by Alida Vracic and Sharmala Naidoo for HI at end January 2011.

The following activities were conducted during the field mission:

- Meetings with the HI PMAD project management team (country programme manager, technical advisors, project managers, etc) in Sarajevo and Mostar
- Community visits in Stolac and Berkovići municipalities to meet with the Mayors, municipal officials, representatives from Local Partnership Groups, Mine Risk Management partner organisations, national demining partners and members of affected communities to discuss their perceptions of the impact of explosives contamination and the benefits stemming from HI PMAD outputs
- Review of HI PMAD strategy, operational planning and monitoring documents, proposal and progress reports
- Review of background documents, e.g. national and local mine action and development strategies²
- Meetings with representatives from:
 - Bosnia and Herzegovina Mine Action Centre (BHMIC)
 - Swiss Agency for Development and Cooperation (SDC) and the International Trust Fund for Demining and Mine Victims Assistance (ITF)
 - Linking Mine Action and Development Coalition members (Norwegian Peoples' Aid (NPA), MDP Initiatives, Mozaik, Landmine Survivors Initiative, Stop Mines)
 - Initiative for Better Human Inclusion
 - United Nations Development Programme (UNDP)

The evaluation team consisted of Sharmala Naidoo, international consultant and GICHD Project Manager – Linking Mine Action and Development, Alida Vracic, national consultant and Executive Director of Populari, and Lejla Efendic and Aida Saphic, translators.

B. CONTEXT

1. SOCIO-ECONOMIC AND POLITICAL CONTEXT

One fifth of the entire population of BiH is considered to live in extreme social exclusion. The most significant reasons for social exclusion are poverty, unemployment, education and inability to access rights. Groups most severely affected by these risks include the unemployed, families with children, the uneducated, the elderly and people with disabilities.³ Mine contamination is both a cause and indicator of social exclusion.⁴ Many people who live in mine contaminated communities, particularly in remote rural areas with poor infrastructure and access to services, are part of the wider group of social excluded individuals in Bosnia and Herzegovina.⁵ The presence of mines and ERW contributes to social inclusion for example by restricting access to services and making land unavailable for productive use.

Stolac and Berkovići municipalities

Stolac and Berkovići are located in the southern and eastern parts of the Herzegovina region, along the entity border between the Federation of Bosnia and Herzegovina (FBiH) and the

² Please see the full list of documents consulted in Annex 3

³ Social Inclusion Foundation in Bosnia and Herzegovina, http://sif.ba/en/?page_id=136&page=2

⁴ Handicap International. PMAD PowerPoint summary, December 2008; Handicap International, PMAD Newsletter, July-September 2010.

⁵ Interview with Dr. Zarko Papic, Director, IBHI, November 17 2010.

Republika Srpska (RS). Stolac has approximately 12,000 residents and Berkovići 4,000. Before the war, Berkovići was part of the municipality of Stolac, but was later established as a separate municipality within the RS during the 1992-95 war. It remains the smallest and least developed municipality in eastern Herzegovina.

The pre-war municipality of Stolac had a strong industrial base in steel, agriculture and wine production. However, most of the pre-war industries and infrastructure have collapsed. Those who remained or have returned to both municipalities have sought employment in public institutions, as there is limited employment in the private sector. Others are unwilling to return given the lack of employment opportunities and basic services. The NGO sector remains poorly developed. Subsistence agriculture is the main source of income for people living in the region. Development of this sector, along with tourism and the development of small and medium enterprises remain key priorities. Many households lack access to basic services, e.g. health, education and social services, even water and electricity. Both municipalities are affected by mine/ERW contamination, which continue to block agricultural and grazing land, forest areas commonly used by hunters, rivers and key infrastructure, e.g. water reservoirs and roads.

The municipality of Stolac is run by a coalition of the HDZ (Croatian Democratic Union) party and the Bosniak SDA (Party of Democratic Action), two greatly opposite parties during the war. This has resulted in political tensions and a non-functioning public service. The current political dynamics are further exacerbated by the continuing lack of development within the municipality. Berkovići is considered one of the most undeveloped municipalities in the RS, and wider BiH, with high unemployment, poor infrastructure and limited social services. The municipality is run by the SDS (Serb Democratic Party) and remains demographically, a predominant Serb municipality.

2. ORIGIN AND NATURE OF THE MINE CONTAMINATION PROBLEM

Bosnia and Herzegovina is one of the countries in Europe which is the most heavily contaminated with mines and other explosive remnants of war (ERW), resulting primarily from the conflict which took place from 1992-1995. Mines were laid by the conflicting parties around strategic facilities and to block troop movements. Contamination is particularly heavy in areas that separate Bosnia and Herzegovina's two entities, the Federation of Bosnia and Herzegovina (FBiH) and Republika Srpska (RS). However, as the front lines shifted over time, many parts of the country are contaminated. According to the Landmine Impact Survey⁶ conducted in 2002-2003, approximately 154,538 people in 122 communities are considered highly impacted; while an additional 342,550 people (625 communities) are medium impacted and 424,425 (884 communities) are low impacted. In total, approximately 921,513 people are directly affected by mines and ERW.⁷

Mines and ERW not only pose a safety threat, but also negatively affect social and economic development in many parts of BiH, particularly in the rural areas where 85% of contaminated

⁶ http://www.sac-na.org/surveys_bosnia.html

⁷ Landmine and Cluster Munition Monitor 2010, Bosnia and Herzegovina, http://www.the-monitor.org/index.php/cp/display/region_profiles/theme/462, accessed 5 December 2010.

areas are located.⁸ With infrastructure that was already seriously damaged during the war (eg water reservoirs, roads, etc), the presence of mines and ERW prevents safe use of key livelihoods assets such as agricultural, hunting and grazing land. They also block access to key services (i.e. public services, education and health care) and continue to threaten the safety of those living close to contaminated areas. They add to the already difficult social, cultural and economic challenges faced by returnees.

C. FINDINGS

1. PARTICIPATORY MINE ACTION AND DEVELOPMENT: PROJECT OBJECTIVES AND INTENDED OUTCOMES

PMAD Objectives and intended outcomes

The overall goal of the PMAD project is to improve social inclusion and quality of life for people living in the mine contaminated municipalities of Berkovići and Stolac, through a systematic and participatory process of linking mine action with development. The specific project objectives and intended outcomes of the project⁹ are as follows:

- Mine affected communities in Berkovići and Stolac have better opportunities and access to resources needed to participate in social, economic and cultural life.
- Reduced developmental impact of landmines.
- Mechanisms to assist governmental bodies and civil society in adopting social inclusion based decision making for mine action are shared among key stakeholders.

Pilot project¹⁰

Through PMAD, HI directly linked its mine action operations with development activities based on the realisation that responding to the needs of mine affected communities requires more than just demining. It is equally important to address factors related to their social exclusion, e.g. infrastructure, basic services, access to resources and community cohesion. HI believed they also needed to address factors related to their social exclusion. The PMAD project draws on different HI tools and approaches (e.g. demining, mine risk education, working with local authorities to develop action plans, Call for Proposals, community-based participatory approaches) and combines them with new methodologies not fully developed or implemented by HI elsewhere (e.g. combining mine risk management with income generation activities). As PMAD is a pilot methodology, the intention from the outset has been to test and refine the methodology, and then replicate it in other mine affected municipalities in BiH, and possibly elsewhere.

It is important to consider that in total, the implementation period for the project has been two and a half years instead of the four years originally planned for reasons explained later in this report. For any intervention seeking to achieve meaningful change and developmental

⁸ Snezana Mistic Mihajlovic, "Inclusive local development in mine-affected areas from development practitioners' side", in *Development and Mine Action in Focus: Development of mine-affected communities and challenges of civil society, 2009-2010*, Handicap International, 2010.

⁹ Handicap International. *Participatory Mine Action and Development in Mine Affected Municipalities of Berkovići and Stolac, Bosnia and Herzegovina*. Project Document, Phase 2, 1 July 2008 – 31 December 2010

¹⁰ In actual fact, the PMAD project is actually a programme which consists of several key and interlinked projects, ie municipal governance/social inclusion, mine risk management and advocacy. However, for the purposes of consistency, it will continue to be referred to as a project in this report.

outcomes, at least several years are required, particularly when working with rural communities and local governments. In the case of PMAD, two and a half years is relatively short particularly given its complexity, the range of stakeholders involved, the challenging political dynamics in both municipalities, and the need to recruit a virtually new project team after the project was refocused in 2008.¹¹

Selection of Berkovići and Stolac municipalities for PMAD

The selection of Stolac and Berkovići for the PMAD project created tension between HI and BHMIC. This is because the two municipalities, according to the Landmine Impact Survey, are considered medium and low impact in terms of the number of victims, blocked livelihood activities and access to resources and the type of munitions contamination in the country.¹² According to BHMIC, HI should have selected high impacted, densely populated municipalities for the project. Other mine action stakeholders interviewed also felt that given that these municipalities are not densely populated, and that land use is a problem even in uncontaminated areas, that high mine impacted municipalities should have been selected.

HI and SDC selected these two municipalities because:

- the SDC was already supporting an integrated agricultural production project in the Mostar area (which was to cover Stolac), therefore there were opportunities to develop synergies with existing development initiatives
- the neighbouring municipalities are located along the entity border between FBiH and RS, and the project could be used to promote inter-entity collaboration and tie in with state-level social inclusion efforts
- of ethnic composition in the two municipalities, level of developmental need and social exclusion, limited government and civil society capacity and the developmental impact of mine/ERW contamination
- both municipalities had limited previous international engagement by donors and development agencies

Despite the strong developmental rationale for the selection of Stolac and Berkovići, in hindsight, HI staff admitted that if it had been their sole decision, they would have identified municipalities which fit the criteria above, but which were also high impact.

2. PROJECT DESIGN, METHODOLOGY, OUTPUTS AND OUTCOMES

What follows is a description of the approach used by HI for each of the different components of the PMAD project, as well as an assessment of key outputs and outcomes:

- Social inclusion and municipal governance
- Mine risk management
- Advocacy

a. Promoting social inclusion and strengthening municipal governance

¹¹ At the time of writing this report, HI did not have confirmed funding in place to ensure the continuation of this project.

¹² Survey Action Center and Handicap International. Landmine Impact Survey – Bosnia and Herzegovina, http://www.sac-na.org/surveys_bosnia.html

Social inclusion dimension

When the SDC suggested PMAD include a social inclusion dimension, in part to link it to existing SDC programming (the SDC was implementing a social inclusion programme in BiH¹³), HI welcomed the recommendation. HI consulted the leading national NGO working on social inclusion in BiH, the Initiative for Better Human Inclusion (IBHI)¹⁴ and maintained contact throughout project implementation. HI's focus on promoting the participation of mine-affected communities in priority-setting, involving high risk groups in mapping and marking contaminated areas, offering income generation support to high risk groups, funding community development initiatives, and using Local Partnership Groups to strengthen community cohesion and collaboration with local government, represent efforts to reduce the social exclusion of mine affected communities in Stolac and Berkovići.

Definition of social inclusion

According to 2007 National Human Development Report published by the UNDP in BiH, social exclusion "...is multi-dimensional or socio-economic, encompassing collective as well as individual resources; a dynamic process, along a trajectory between full integration and multiple exclusions; relational, in that exclusion entails social distance or isolation, rejection, humiliation, lack of social support network and denial of participation; active in some sense, in that there is an agency or forces driving exclusion; and finally, relative to context. Disrespect, discrimination, and degradation are as much at work as monetary poverty and physical need... A social inclusion approach implies addressing need or alienation wherever it exists. Social inclusion reaches beyond the enforcement of rights in legal terms by tackling material deprivation, stigmatization and social separation and hence the approach seeks to understand this complex social phenomenon in terms of causes as well as outcomes. It also has an operational bias, devising workable policy responses, effectively recognizing that the State has a 'duty of care' to include and involve all members of society in political, economic and social processes.¹⁵

Establishment of Local Partnership Groups in Stolac and Berkovići municipalities

In Stolac and Berkovići municipalities, HI established Local Partnership Groups as the main vehicle for promoting social inclusion and strengthening municipal governance. An LPG, in this context, refers to an officially registered municipal-level organisation consisting of civil society, local government and private sector representatives. HI established LPGs to strengthen the capacity of affected communities and empower them to advocate for their rights, and in particular, to provide a mechanism for articulating their development and mine action priorities. HI's LPG approach is loosely modelled on the Local Action Group concept, established through the EU Leader programme¹⁶, and applied by the UNDP in BiH under the Sutra project¹⁷ (2006-2009). The LPG approach also draws upon HI's disability experience involving collaboration with local government and civil society to establish disability action plans.

With delays resulting from the re-focusing of the PMAD project, the LPGs were really only operational by the end of February 2009. HI's LPG Project Manager made contact with the Mayors of Berkovići and Stolac, as well as other groups and associations in both municipalities. HI implemented several high visibility, high impact demonstration projects to convince municipal officials and community members that they were serious about future cooperation.

¹³ The SDC has supported the work of the International Bureau for Humanitarian Issues in the past, and is now supporting the newly established Social Inclusion Foundation in Bosnia and Herzegovina.

¹⁴ Previously known as the International Bureau for Humanitarian Issues

¹⁵ UNDP. National Human Development Report 2007: Social Inclusion in Bosnia and Herzegovina, UNDP BiH, 2007.

¹⁶ A European Union Community Initiative for assisting rural development, http://ec.europa.eu/agriculture/rur/leaderplus/faq_en.htm; European Leader Association for Rural Development. "The Local Action Group." Accessed December 3, 2010. <http://www.elard.eu/en/Localactiongroup>

¹⁷ Sustainable Transfer to Return-Related Authorities, now renamed Support To Results-based Approach (SUTRA); UNDP SUTRA. "Local Action Groups." Accessed December 3, 2010. <http://sutra.undp.ba/index.aspx?PID=3&RID=27>

For example, in Berkovići, free vegetable seeds were distributed, along with mine risk education (MRE) leaflets, to support the income of families, many of whom rely on agriculture for their main livelihood. In Stolac, HI helped revamp a park within the Stolac primary school. The demonstration projects were viewed by all stakeholders as a success, and for HI, were useful entry points and confidence-building activities.

In mid 2009, HI worked with local partner organisations (Orhideja and Prepelica) to conduct a baseline survey to assess LPG needs, inform the first phase of MRM and identify the focus for the Call for Proposals. HI arranged a series of trainings (eg on partnership, EU accession, project development, project proposal writing, etc) and other capacity building support for members of both LPGs to develop their capacity and sustainability.

Both LPGs meet regularly and have developed strategies based on the needs and priorities of mine affected communities within the municipalities, and which reflect the broader priorities outlined in the municipal development strategies. The local associations and NGOs which are members of the LPGs have demonstrated increased confidence in their own abilities. Members feel that they have benefited personally as a result of the training they have received, and they also see value in working together towards a common goal. They share a greater sense of optimism about the future of the municipality.¹⁸ Other associations in the community have made requests to join the LPGs which may reflect positive perceptions about their role.

Both LPGs are demonstrating increasingly greater initiative. According to the Mayor of Berkovići, it is the first time in three years that project ideas come from municipal officials and the LPG, as opposed to himself. He therefore sees the LPG as a source of support. The next step for LPG members is to persuade municipal authorities to embed the LPG strategies in their municipal development plans and budgets.

Enhanced local government-civil society collaboration

The municipal authorities in Stolac and Berkovići, in particular the mayors, have played pivotal roles as key partners in the PMAD project. Both expressed positive support for the LPGs, and have expressed a greater willingness to work with civil society to achieve common goals. They have come to realise that civil society can help bring them closer to communities, particularly those located in remote and or mine-contaminated areas.

The LPGs are a useful mechanism for helping mine affected communities articulate their needs with regards to development and mine action, and can be a potential engine for development in the municipalities in future. It is the first time that the municipal government and the NGO sector are working effectively together. According to the Mayor of Stolac, the PMAD project is the first development project where the municipality was regarded as an actual partner.¹⁹ The Mayor of Berkovići emphasised that: *“Handicap International did a lot for this municipality, by establishing the LPG, where we have representatives from the NGO sector and municipal officials cooperating together. It is hard to find this type of cooperation elsewhere.”* It is also the first time that the municipality took demining into consideration and thought about linking it to wider municipal development.

¹⁸ Meetings with members of the LPGs in Stolac and Berkovići, 19 November 2010.

¹⁹ Interview with Mayor of Stolac, 19 November 2010, Stolac.

The LPGs have helped strengthen community and municipal capacities in both municipalities, and reinforce inter-entity collaboration. For example, through the Call for Proposals, support was provided to the sport fishermen's associations in Stolac and Berkovići for a joint project to clean the Bregava riverbed, protect the fish population, and promote sport fishing within BiH. The project provided those interested in sports fishing in both municipalities with the opportunity to work together for a common goal. The likelihood that this inter-municipal cooperation will continue is high as long as both municipalities see it as mutually beneficial.

To illustrate the extent to which the project has strengthened community mobilisation and initiative, one interviewee referred to the case of a cemetery in Stolac which has ancient tombstones but which had been abandoned and derelict for many years. As a result of the LPGs and CFP process, community members have set up a local association to clean and maintain the cemetery, and are looking into marketing its tourist potential.

Representation

The members of each LPG represent various associations and groups from within each municipality (eg returnees' associations, women's groups, hunters and sport fishermen's associations) as well as municipal officials (eg civil protection officers) and HI has made efforts to ensure that a wide range of organisations and perspectives are represented. For example, when the Mayor of Stolac facilitated the establishment of the LPG in Stolac, all of the representatives were initially Croat. HI met with the Mayor who conceded to opening up the membership of the LPG. According to one interviewee, having Bosniaks (muslims) participate in the LPG and enter the municipal building in Stolac was a significant milestone in terms of community reconciliation.

Consolidation

Both LPGs are at the point of consolidating the progress made over the past two years. With the end of SDC funding for the PMAD project quickly approaching (June 2011 is the official end date), it is unlikely that both LPGs will be sustainable without some form of mentoring and some initial project funding to enable them to put their new skills into direct practice.²⁰ This is completely understandable particularly given their challenging operating environment and their relatively short lifespan to date. In the United Kingdom for example, it can take anywhere from 3-6 years to establish a sustainable LPG.²¹ The key challenge for the LPGs will therefore be their ability to source funding.²² However, in the unfortunate event that HI is not able to provide any additional support beyond June 2011 and the LPGs collapse, the capacities developed within both municipalities would likely remain and would no doubt be channelled for new initiatives.

²⁰ Of the four LAGs established through the UNDP Sutra programme in BiH, only one has been sustainable, and has been able to get funding for a cross-border cooperation project with Croatia. Through Sutra, each LAG was provided with funding for one project. However, sustainability was a problem because LAGs in BiH are not yet able to access EU accession funds. Another problem for the LAGs was ensuring they were embedded in municipal and regional development strategies, and that the projects they selected to implement were part of wider rural/regional development strategies.

²¹ Interview with John Powell, PMAD Rural Development Technical Advisor, 20 November, 2010.

²² LPGs could try to apply for funds through the Social Inclusion Foundation which puts out a call for tender and funds various social inclusion projects across the country, in both urban and rural areas. They should also negotiate with the municipalities to be integrated into the budget, in order to receive financial and or in kind support. Another funding possibility is the national grant system, through which funding is allocated to municipalities. This could be used by mine affected municipalities to access funds to replicate the MRM mapping approach and ensure greater community participation in the clearance priority setting process.

Replication

Should HI secure additional funding, the intention is to continue to support the municipalities of Stolac and Berkovići, as well as replicate the LPG component of PMAD in two additional high impact municipalities, Jajce (FBiH) and Derventa (RS). HI has implemented demining projects in Derventa through national partners, with support from the German MoFA. As opposed to establishing formal LPGs, HI intends to: undertake a priority needs assessment, mark high risk areas and provide MRE to high risk groups, develop and transfer a demining priority list to BHMACH, facilitate the implementation of durable alternative solutions for sustainable eco-tourism development, strengthen the capacity of local partners and encourage local and external networking.

HI has established good working relationships with the municipal officials in these municipalities. As soon as funding is confirmed for replication, HI should develop a clear strategy clarifying the scope, timeframe, capacity and resources available, and communicate this widely with key stakeholders. One element should involve a mentoring relationship between the “new” municipalities and Stolac and Berkovići, to discuss approaches and share lessons learned.

Call for Proposals

HI issued two Calls for Proposals (CFPs) in Stolac and Berkovići to improve access to resources and strengthen the capacity and readiness of mine affected communities to engage in development initiatives. CFPs are a common tool used in HI’s development programmes elsewhere. They involve encouraging community members and organisations to develop project applications for funds, and these requests are assessed and selected based on pre-identified criteria. The purpose of the CFPs was to give people living in Stolac and Berkovići the opportunity to propose and implement development projects which they felt were a priority, and which promoted:

- social inclusion/social services (to improve access to remote areas, enhance inter-entity leisure activities, facilitate local services delivery, improve public infrastructure and enhance better local governance)
- mine risk management (to enhance the use of demined areas, reduce the risk to enter suspected areas through sustainable alternatives and improve demining impact)
- income and employment (to enhance employment and sustainable income generation through training opportunities or business initiatives, and develop tourism opportunities)

The first CFP, initiated in October 2009, offered two categories of potential funding support, the first for initiatives developed by individuals for up to a total of 5,000KM (€2,500) and the second for partnership initiatives developed by civil society organisations/associations for 1) up to a total of 20,000KM (€10,000 – Medium Grant) and 2) up to a total of 50,000 KM (€25,000 – Development Grant). An overwhelming 500 small grant applications and 21 applications for medium and development grants were received. Grants were selected based on pre-identified criteria, which included the number of beneficiaries, potential for inter-entity cooperation and support for people with disabilities.



Given administrative problems with the first CFP, HI decided to take the path of least resistance and do away with the individual initiatives component of the CFP during the second round in August 2010, which was only open to associations. With the second CFP, the quality of proposals

significantly improved indicating that community members, local associations and LPGs had improved their capacity to develop project proposals.

Through the CFPs, a range of different initiatives were funded such as:

- Improving water access in fruit orchards owned by returnee families
- Repairing a building used for inter-municipality sports events
- Establishing a footpath along a main road used by students on their way to school
- Providing education and speech therapy apparatus and awareness-raising for parents of children with special needs

The projects funded through the first Call for Proposals were largely small, one-off initiatives. However, they helped HI get buy-in from the communities and municipalities for the next phase of PMAD activities, as well as for other aspects of the project, i.e. Mine Risk Management.

In November 2010, HI commissioned an evaluation²³ of the CFP process which found the CFP related projects were directly linked to LPG activities, and resulted in improved capacity on the part of the LPGs to develop project proposals and source funding, and in their overall initiative and motivation. Applicants felt the process exceeded their expectations. The level of enthusiasm among local stakeholders increased, which is uncommon for small, underdeveloped and remote communities in BiH. However, the selection criteria did not place a high value on projects involving marginalised groups and rural mine affected areas. Because the small grants component was not included in the second CFP, the opportunity for local communities to address their needs was limited. Furthermore, the application procedures tended to be overly complex, particularly in terms of the low level of capacity within the municipality.

b. Mine Risk Management

HI's Mine Risk Management (MRM)²⁴ approach involves a combination of:

- Demining (land release through clearance and technical survey, marking)
- Community-based mine risk mapping
- Income generation support for high risk groups
- Mine risk education, marking and fencing

Demining

A central focus of the PMAD project is the combination of demining with development initiatives in order to improve the developmental outcomes of mine action, a new approach in BiH. PMAD is based on the rationale that demining alone is not sufficient to improve the lives and livelihoods of people living in mine contaminated communities. Based on the conditions in Stolac and Berkovići municipalities, it is clear that people living in mine affected areas require far more than demining in order to create the conditions necessary for safe and sustainable livelihoods.

²³ Katarina Vukovic. PMAD Evaluation – Call for Proposals, November 2010

²⁴ Mine Risk Management is formally defined by Handicap International as “a comprehensive/overall action that includes traditional MRE methods (focused on behavior change), which in parallel undertakes activities aimed to modify the environment, by eliminating blockages and threats and decreasing economic pressure to take risks. Knowing that the cohabitation of the local people and contaminated land will be unavoidable for a long period in Bosnia and Herzegovina (BiH), MRM aims to make this as safe as possible until full clearance can eventually be achieved.” Russell Gasser and Goran Knezevic, Mine Risk Management Guidelines, Draft, p. 4.

HI currently works through six national demining organisations to conduct demining, with HI responsible for quality assurance.²⁵ Representatives from three of their six partners (Stop Mines, Provita and Dok-Ing)²⁶ agreed that although HI enforces a strict limit of 40 m² to be cleared daily, which reduces overall productivity compared to other mine/ERW operators in BiH, the result is improved safety and reduced risk for demining teams and civilians using the land post-demining.²⁷ They also see value in the emphasis placed by HI on linking demining with development support, particularly given the conditions in mine affected communities like Stolac and Berkovići where support for infrastructure, access to basic services and income generating opportunities are clearly needed.

Through PMAD, HI emphasised the need to facilitate community participation in the demining priority setting process. HI ensures that national demining partners conduct pre-clearance assessments to gather information from affected communities about the contaminated areas they feel should be prioritised for clearance, intended land use, etc. This information is then communicated to the municipal mine action coordinators/civil protection officers, who include it in the municipal priority list which is sent to BHMAL. This methodology differs from that used elsewhere in BiH because of the special effort made by HI to ensure community views are factored into the priority-setting system. In other municipalities, it is the role of the municipal mine action coordinators/civil protection officers to consult affected communities about their clearance priorities and reflect this in the municipality's priority list. However, there is no mechanism in place to ensure this consultation takes place and it is largely left to the discretion of individual mine action coordinators. Based on experiences from Stolac and Berkovići, HI believes the national priority setting system should be adjusted to ensure this level of community participation takes place country-wide. However, this will depend upon the buy-in and support of BHMAL.

HI also ensures that national demining partners conduct post clearance assessments and plans to conduct a post clearance livelihoods analysis of mine affected communities in Stolac and Berkovići in 2011. Most mine/ERW operators in BiH do not conduct post clearance assessments, and those that BHMAL does, do not go beyond technical considerations to look at developmental outcomes. HI's efforts in this regard are a positive example for the rest of the mine action community in BiH, and should be actively shared and promoted.

Community-based mine risk mapping, income generation support for high risk groups and MRE

The bulk of early demining efforts in BiH focused on clearing high impact areas with dense contamination of mines/ERW, and which directly affected socio-economic activities. Many of these areas have been cleared, and the focus is now on ensuring how best to prioritise the remaining areas for clearance, given that mine contamination will continue to be a long term

²⁵ In accordance with BiH's National Mine Action Standards, all demining operations in BiH are covered by: 1) the BHMAL technical inspection bodies, acting as External Quality Control (QC) on behalf the government and in line with national laws and standards (BHMAL SOP for humanitarian demining operations, Part VII – technical inspection of demining activities; 2) an organisation accredited for monitoring. HI as a co-funding agency can only conduct external quality assurance.

²⁶ In 2009, HI completely phased out its own demining teams, and now works solely through national demining partners.

²⁷ Based on the construct of most demining tenders in BiH, demining operators typically seek to clear the maximum number of m² possible to meet the productivity targets set by donors. Demining tenders typically measure results in terms of technical efficiency, and not developmental outcomes.

problem for BiH and resources need to be targeted in a cost-effective manner.²⁸ In this context, HI has developed a community-based mine risk mapping methodology to:

- Identify which groups within affected communities undertake high risk activities, i.e. knowingly enter contaminated areas for economic reasons, and how often
- Identify high risk areas and prioritise them for demining or marking
- Find innovative ways of discouraging individuals from knowingly entering contaminated areas by offering them alternative income generating opportunities as well as MRE
- Promote community participation in the clearance priority-setting process

Community-based mine risk mapping methodology

PMAD consultant technical advisor Russell Gasser developed the mine risk mapping methodology based on experiences with the Landmine Impact Survey in Colombia. It involves the following key steps:

- Invite members of the affected community to a meeting via the mine action focal point for the community. Also involve representatives from BHMAL, HI, and MRM partner staff.
- Show them a geographic map of the community. Then place a transparent layer of paper over the map, and work with them to identify:
 - key facilities within the community, e.g. infrastructure, water sources, pasture land, etc
 - where they carry out their main economic/livelihood activities
 - key paths they use
- Remove this layer of paper and place another layer of transparent paper over the geographic map, and work with them to identify the high risk groups in the community, e.g. hunters, cattle breeders, farmers, etc, their key routes, the location of contaminated/ high risk areas are, etc.
- On the basis of what they identify, stimulate discussion and seek further information. For example, ask why people take certain routes, why they go into contaminated areas, etc. This conversation eventually helps to identify priorities for MRE, development and risk management.
- Take this layer of transparent paper off of the geographic map. Then transfer the markers from both transparent layers onto the geographic map itself.
- This information is used for priority-setting, MRE and development purposes.
 - Priority-setting: Based on the community mapping meeting, HI and MRM partners compile the requests for clearance from the communities and submit a report to HI, national demining operators and the Local Partnership Group. This information is also passed on to the municipal mine action coordinator/civil protection officer who checks it against the municipal clearance priority list and issues an update if needed. The mine action coordinator then submits the updated priority list to the regional office of BHMAL. The regional BHMAL office checks the list against the existing list of municipal priorities to see if it confirms existing tasks, or if adjustments are needed. In some cases, it may present a useful starting point to begin a process of cancelling former risk areas and declaring them safe. This information is then sent to the national office of BHMAL to assess against operational criteria and available resources.
 - MRE: This information is also used by HI to develop an official MRE plan with BHMAL. High risk groups such as hunters, herb collectors and shepherds are involved in permanently marking contaminated areas.
 - Development: This information can also be used to more effectively link demining with development as the mapping methodology identifies high risk groups, the location of key assets, e.g. agriculture land, grazing land, forests, main infrastructure, and their positions relative to contaminated areas. HI and MRM partners use the information as the basis for developing alternative income generating opportunities for high risk groups as a means of discouraging them from knowingly entering contaminated areas for economic reasons.

The concept of providing high risk groups with alternative income generation activities to encourage behaviour change is a new approach for HI, and more broadly for the mine action community. This innovative approach represents a clear effort to link the problem of mine contamination with development. High risk areas are prioritised for clearance, marking and

²⁸ Handicap International. PMAD case study – Mine Risk Management: Assessment by mapping, using the map-info software, Draft, November 2010.

fencing, and high risk groups are provided with alternative income generation activities and MRE, and are involved in marking contaminated areas, as a means of changing their high risk behaviour. Community priorities for clearance are fed directly to municipal mine action coordinators, who check it against the existing municipal priority list and update it if needed, and then channel this information to BHMAC, as part of the national priority-setting process.



According to a representative from Prepelica, one of the local NGOs in Berkovići which facilitates the mine risk mapping: *“The mapping process developed by HI proved to be a very good tool. It shows its effectiveness in the field, once all community members participate in the process. Before, there was only civil protection who was selecting priorities and often it was not as accurate.”*²⁹ (See photo)

This methodology is based on the recognition that traditional approaches to MRE no longer work in BiH as most victims of mine accidents are typically male, and knowingly enter high risk areas for economic reasons (i.e. to collect medicinal herbs, graze animals, hunt, fish, collect plastic to sell, etc). Therefore, the approach seeks to reduce the risk of mine contamination through the involvement of mine affected communities in identifying and marking high risk areas³⁰ them, as well as offering income generation opportunities to encourage high risk groups to change their high risk behaviour. HI intends to explore options for replicating the mine risk mapping methodology in association with BHMAC throughout BiH. The demining aspects of PMAD would be implemented through national demining organisations or in association with Norwegian Peoples Aid.

One area for improvement relates to the need to ensure wider community involvement in the mine risk mapping methodology. While the mine action focal point for each community is responsible for inviting community members to meetings, they are not provided with any specific guidance by HI for deciding who should be invited and encouraged to participate. For example, those involved in the community mapping methodology meetings to date have typically been only male. There is therefore no mechanism for ensuring that members of the community representing different ethnic groups and gender are included, and that people with disabilities, in particular mine survivors, are included. Although women may not be involved in high risk activities, they may have different and equally valuable information regarding livelihood activities, contaminated areas, clearance priorities, etc.

HI works with two local NGOs, Orhideja (a women’s association in Stolac) and Prepelica (an association of hunters in Berkovići) who have played key roles in facilitating the mine risk mapping methodology in their respective municipalities, and submitted proposals for grants to support specific projects to target high risk groups in their municipalities. Both Prepelica and Orhideja are members of the LPGs, and have been accredited by BHMAC as MRE providers and intend to begin providing MRE to the members of their associations, high risk groups in the municipalities and to schools. As a result of the collaboration with HI and the different training they have received (e.g. MRE, project proposal writing, mapping software), Prepelica and Orhideja have developed a deeper awareness of community problems and different approaches for trying to address them.

²⁹ Prepelica representative interviewed on 21 November 2010.

³⁰ In BiH, marking and fencing falls under the category of MRE, as defined by BiH regulations.



Orhideja received support to package and sell medicinal herbs (e.g. sage, heather, lavender, yarrow), which grow wild in Stolac, to markets, shops and pharmacies within BiH and eventually abroad. Orhideja is also involved in trying to provide income generation opportunities to high risk groups. At present, Orhideja guarantees payment to ten high risk individuals (and intend to expand the number of suppliers), to pick and plant herbs in safe areas, and in

return provides seedlings, and also dries and packages the herbs. It remains to be seen whether this will be sustainable in the long run, and what impact it will have on the behaviour of high risk groups. For example, once they have established a steady market for the herbs, an increased demand for the herbs may encourage high risk groups to re-enter contaminated areas in an effort to collect and sell a greater volume of herbs (other members of the community are involved in collecting these herbs and selling them to various companies so there may be greater competition in future). Orhideja intends to address this by establishing greenhouses, which high risk individuals would manage, to add to the supply of available herbs in safe locations.



Prepelica, a local association of approximately 110 hunters, received support to support safe and sustainable hunting in Berkovići. Hunters are one of the groups that knowingly enter contaminated areas to hunt. With the funds, Prepelica is building a small cabin with the intention to market its to hunters in the region and abroad, as well as involve hunters in promoting hunting tourism in Berkovići. Hunters have also been involved in marking safe paths in and around the municipality, and Prepelica intends to provide them with MRE, as well as school children in the municipality.

c. Advocating for mine action in support of development and social inclusion

The objective of HI's advocacy component of the PMAD project is to document mine action and development information (policy review, field assessments, PMAD lessons learnt) and share it with key mine action stakeholders at all levels (national, municipal and community) to promote an integrated and sustainable support to mine affected communities.³¹ What HI has referred to as "advocacy" can really be considered information dissemination, communications and public relations, as opposed to an organised effort to advocate for policy and or practice change with regards to mine action and development in BiH. However, this reflects the project proposal submitted to the SDC in which HI committed to sharing information and lessons learned before the end of the project. Much effort has gone into developing newsletters, films, logos and publicity materials. However, less time has been spent on assessing the type of policy and practice change HI is seeking to achieve, mapping key decision-makers, allies and potential opponents, and developing a realistic influencing strategy for achieving that change.

Feedback from key mine action and development stakeholders in Sarajevo, Mostar, Stolac and Berkovići indicates that HI hasn't been effective in clearly communicating to different

³¹Handicap International, PMAD Annual Report, January-December 2009.

stakeholders what PMAD entails, i.e. PMAD objectives, methodology and lessons learned, and what changes are needed to strengthen mine action and development linkages. This lack of awareness about PMAD at the national level is also reflected at the international level, where limited information has been shared by HI about the complex yet innovative components of PMAD, despite having direct links with GICHD's Linking Mine Action and Development programme, and being a member of the LMAD practitioners' e-network. HI maintains that given the proposed timeframe and the fact that PMAD was a pilot project, it was difficult to share lessons learned and the PMAD methodology before there were finalised and documented, which is planned for February 2011. As well, they had agreed with the SDC that this would be achieved before the end of the project.

The complexity of the project also made it difficult for HI to translate this into a concrete methodology and tangible results. For example, the documentation of the different methodologies developed and implemented as part of PMAD will only be available during the first quarter of 2011, when HI publishes specific guidelines on LPGs, the CFP process, MRM, PMAD how to and PMAD assessment. While it is understandable that HI waited to test and refine the PMAD methodology before sharing it widely, it is unfortunate that this documentation and dissemination is taking place as the project comes to an end. HI could have shared some of this information a lot sooner even if in the form of a draft, in order to generate greater awareness and support for the project's continuation. Perhaps this would have generated greater support at national level, including from donors.

In March 2010, HI formed a coalition with other national mine action and development organisations to put in place a strong civil society body to advocate for greater linkages between mine action and development. The development of the coalition was not originally intended as part of the PMAD project, but was an idea that was developed later on. In this regard, it should be regarded as a bonus to the project.

The coalition currently consists of Handicap International, Stop Mines, Norwegian Peoples' Aid, MDP Initiatives, Mozaik Foundation and Landmine Survivors Initiatives. The intention is to expand the membership.



The coalition was actively involved in organising a national PMAD conference in June 2010. Since then, coalition members have met every other month, and are in the process of registering as an association and foundation at the state level. A steering committee will be put in place to oversee the strategic direction of the coalition. The coalition is in the process of developing its vision, mission statement and strategy. MDP Initiatives will act as the secretariat to the coalition, helping to coordinate activities with HI eventually withdrawing as the lead organisation. Once the coalition is registered, they will focus on increasing membership, sourcing funding and developing an advocacy strategy. According to HI, the intention is to focus advocacy efforts on promoting greater transparency and community participation in the national priority setting system, and ensuring civil society consultation in the drafting of the new demining law. The coalition will be a useful channel for engaging BHMIC and the new National Demining Commission on mine action and development linkages. The strength of the coalition

will be its size, diversity of members and the pressure they can exert to achieve policy and practice change. Given the strong emphasis on advocacy and achieving policy change, it is essential that the coalition include members which have credible experience in this regard.

The sustainability of the coalition beyond June 2011, when SDC funding for PMAD ends, is uncertain. It will depend on the drive and commitment of the coalition members. At present, HI has the clearest sense of the role of the coalition. Other coalition members, while supportive of the concept, are not entirely clear on what specifically the coalition will focus on, and do not all have a shared understanding of the objectives and specific methodology of the PMAD project. The mine action coalition members likely view the coalition as an opportunity to improve the national priority-setting system, as well as potentially generate funding and enhanced visibility for their organisations. From the perspective of the development organisations involved, the coalition would also offer visibility, as well as possible implementation opportunities outside of the coalition, e.g. to partner with demining organisations and support mine affected communities.

This initiative is both important and needed given the current extent to which mine action is linked with development in BiH. It is therefore a pity that the coalition was not established at the start of the PMAD project as this would have provided sufficient time to develop a strong and cohesive body which could have been advocating for mine action and development linkages at the national level from the start. As it was only established in early 2010, it is unclear whether it will be sustainable without HI driving it in future.

d. Project management challenges

PMAD re-focus

The current PMAD design and methodology differs somewhat from what was originally developed by Handicap International in late 2006 and at which the SDC funded project inception phase focused at. Following a five month inception phase which began in August 2007, the SDC commissioned an assessment team to BiH in January 2008 to assess the project and its planned strategy of intervention for the implementation phase. The SDC commissioned assessment team concluded that the project, which had a strong agricultural development focus, needed to facilitate the development of services within value chains and support measures for improving the business environment.³² The assessment team believed the communities needed greater economic development skills in order to be viable, and expressed concerns about the PMAD approach and capacities of the municipalities and HI BiH to undertake such an approach.

In the end, HI opted to focus on a wider local development approach, with a social inclusion dimension based on a request from the SDC. This re-focusing had a considerable impact on the overall outcomes of the project as implementation only really began in January 2009, an implementation period of approximately two and a half years. Despite the refocusing in programmatic logic, the basic principles of using a participatory, community-based approach remained the same.

³² Lejla Dragic Id, Consultant in economics and Jean-Christophe Favre, Employment and Income Division, SDC, Support Mission to the Project 'Participatory Mine Action and Development' (PMAD) in Mine Affected Municipalities of Stolac and Berkovići, Sarajevo & Mostar, BiH – 20-26 January 2008.

3. COMPARATIVE REVIEW OF PMAD PROJECT VIS À VIS GICHD LMAD GUIDELINES

GICHD's Linking Mine Action and Development Programme has published policy and programming guidelines³³ on Linking Mine Action and Development for mine affected states, national mine action centres, mine/ERW operators, humanitarian and development NGOs and official development cooperation agencies. The guidelines are based on the experiences of mine action and development practitioners, and provide guiding principles for how to ensure mine action promotes development in affected communities. As part of this experience review, HI requested an assessment of the extent to which PMAD design and field implementation reflects the GICHD LMAD guidelines. As HI has operated in BiH as both a mine/ERW operator and a development NGO, a selection from GICHD's guidelines for humanitarian and development NGOs³⁴ and mine/ERW operators³⁵ are included below to briefly assess the PMAD project against these guidelines.

Ensuring mine action operations respond to the needs of mine affected communities, including survivors

The underlying rationale for the PMAD project is to improve the quality of life for mine affected communities and promote greater social inclusion. HI, in association with local organisations, conducted baseline assessments to obtain information about the needs and priorities of local communities, with regards to both mine action and development, and has used this information to design PMAD. The decision to establish LPGs reflected a desire to put in place a mechanism through which mine affected communities could articulate both their development and mine action needs, which has proven effective. The MRM mapping methodology has also provided affected communities with an opportunity to articulate their needs with regards to clearance, MRE and development.

While efforts have been made to ensure greater community participation in mine action and in particular priority-setting, more could be done to ensure greater representation in groups such as the LPGs, and greater participation and inclusion of a much wider section of mine affected communities, for example in the MRM community mapping meetings. The CFP selection criteria could have also placed greater emphasis on prioritising applications from members of rural mine affected communities.

An important positive outcome of the PMAD project is that HI France's new victim assistance policy includes an expanded definition of mine victim which now includes mine affected communities. This will therefore enable HI to introduce the LMAD approach into existing HI institutions and policies. HI has also introduced LMAD into its federal action plan under mine victim assistance. Again, this is based on the experiences and methodology of the PMAD project.

Community participation in priority-setting

A key objective of the PMAD project from the outset has been to strengthen transparency and community participation in priority-setting. HI intended to do this through national level

³³ For more information, see <http://www.gichd.org/operational-assistance-research/linking-mine-action-and-development/guidelines/overview/>

³⁴ http://www.gichd.org/fileadmin/pdf/ma_development/Guidelines/Guidelines-LMAD-NGOs-Apr2009.pdf

³⁵ http://www.gichd.org/fileadmin/pdf/ma_development/Guidelines/Guidelines-LMAD-Operators-Feb2010.pdf

advocacy, ensuring demining teams conduct pre and post clearance assessments, and through its MRM mapping methodology. As mentioned earlier, HI's advocacy efforts in this regard are only beginning. A key focus of the newly established LMAD coalition will be to discuss with BHMAL and other key mine action stakeholders how to adjust the existing priority setting system in this regard.

Through pre and post clearance assessments, HI has ensured that demining teams collect information about clearance priorities directly from mine affected communities, and feed this information directly to the municipal mine action coordinators who are responsible for developing the clearance priority lists for each municipality, and feeding this information upwards to the regional office of BHMAL. HI's community-based mine risk mapping methodology has also provided an opportunity to obtain further information from community members about clearance priorities, and check this against the existing municipal priority lists. While still working within the frame of the national priority-setting system, the PMAD approach has effectively filled gaps in the current system and ensured that communities in Stolac and Berkovići are able to actively participate in the priority-setting process.

Reporting on progress in terms of mine action outputs and developmental outcomes

Unlike other mine/ERW operators in BiH who measure mine action results in terms of the number of m² of land that has been released, or the number of mines/ERW collected and destroyed (and most mine action donors who encourage this), HI has placed a strong emphasis on assessing progress in terms of technical efficiency and developmental outcomes resulting from mine action. In 2011, HI will commission a post clearance livelihoods analysis to assess what difference the PMAD project made to the livelihoods of mine affected communities in Stolac and Berkovići.

Sharing information and collaborating with development actors and mine action organisations

An important aspect of the PMAD methodology is the extent to which HI has attempted to work with local development and mine action organisations. HI has established a national LMAD coalition with leading development and mine action organisations, and has consulted IBHI, the leading NGO working on social inclusion in BiH, as well as the Mozaik Foundation, a national development NGO. At a national level, these organisations have been involved in organising a national PMAD conference in 2010 to share information about the project with key mine action and development stakeholders. Appearances on television programmes, news articles and the distribution of a PMAD newsletter have also been used to share information.

As part of HI's efforts to phase out their demining operations in BiH and build local capacity, they work through national demining partners, who provided positive feedback about HI's efforts to strengthen collaboration between mine action and development. At the municipal level, HI worked with and developed the capacity of local development organisations and associations, e.g. Orhideja, Prepelica, and through PMAD, both organisations have become accredited MRE providers.

Ensure mine action programmes are gender-sensitive and inclusive

While the PMAD project has focused on working with mine affected communities and promoting social inclusion, mainstreaming gender has not been a key consideration. Yet, gender inequality in BiH is common in rural areas where women are among the most vulnerable groups, due to lower educational levels, traditional gender roles, and limited access to land,

training, modern farming techniques, finances and equipment.³⁶ Only three percent of working age women in both Stolac and Berkovići municipalities are formally employed. As mentioned earlier, there is no mechanism for ensuring that women are invited by the municipal mine action coordinators to participate in mine risk mapping meetings. While women may not be involved in high risk activities, they may have different and equally valuable information regarding livelihood activities, contaminated areas, clearance priorities, etc. and should therefore be provided with equal opportunities to participate. Unfortunately, mine action in BiH is still perceived as a “male” activity, and there is men tend to participate more actively in meetings, training and workshops. Even though there is low level of participation of women in civil society sector in Stolac and Berkovići in general, HI did tried whenever possible and applicable to engage women in advocacy/communication campaigns and events as well as to encourage membership of the women-leading organizations such as Orhideja in PMAD initiatives. Promoting gender equality should be a key and vital component of promoting an inclusive approach to development in mine affected communities.

D. CONCLUSIONS, LESSONS LEARNED AND RECOMMENDATIONS

1. CONCLUSIONS AND LESSONS LEARNED

Positive results despite early setbacks and difficult operating context

Despite the need to re-focus the project that led to internal re-structure as well, the PMAD project has managed to achieve several positive outcomes. The LPGs function effectively, are gaining confidence and capacity, and are a potential engine for development in both municipalities. HI’s community-based mine risk mapping methodology is an innovative and effective approach for ensuring mine action responds to the mine action and development needs of mine affected communities, and it should be replicated throughout BiH and elsewhere. The use of Call for Proposals to support community-based development projects provided HI with useful entry points into the municipalities of Stolac and Berkovići, and helped build community confidence, initiative and cohesion. As this was a pilot methodology for HI and BiH, it is unsurprising that mistakes were made along the way. However, HI emphasised the need to identify learn lessons and refine the PMAD approach in response. Given the shortened implementation period of two and a half years, the progress the HI team has made is significant, particularly given the challenging and complex political dynamics at national and municipal levels. The pilot PMAD methodology has promise, however it needs to achieve economies of scale and should be replicated elsewhere in BiH.

Piloting an innovative and new methodology means making mistakes

Pilot projects involve testing new approaches which inevitably involves making mistakes as part of the process of determining what works and what does not. It is important that there are opportunities for the project team to learn from those mistakes and to have the flexibility to be innovative. It is also essential that, at the outset, the project team (at all levels) and donors have a common understanding of the project concept and methodology, and what is to be achieved. This can and should be based on an in-depth analysis before the project commences of local

³⁶ OECD Social Institutions and Gender Index, Gender equality and social institutions in Bosnia and Herzegovina <http://genderindex.org/country/bosnia-and-herzegovina>; IFAD, Bosnia and Herzegovina gender profile, March 2007, <http://www.ifad.org/english/gender/cen/profiles/bih.htm>

context as well as needs of mine affected communities, as these will inform the intervention strategy.

Overly complex approach

The complexity of PMAD made it difficult for HI to communicate effectively with key stakeholders at national and local levels. This partly reflects the fact that this was a pilot project, which was evolving over time, and that project staff were learning as the project matured. However, with HI experience in Stolac and Berkovići a more streamlined, clearer way of communicating what the methodology involved should be used in future.

Advocate for greater linkages between mine action and development at national level

To generate support for the integration of mine action in development plans and strategies, and for greater linkages between mine action and development actors, it is useful to develop an advocacy strategy, ideally in association with a coalition of mine action and development organisations. This coalition can, from the outset of the project, help to share the methodology and lessons learned from your project, generate support and buy-in for the approach, and ensure the voices of mine affected communities are articulated and reflected in national and local policies and strategies.

Engage the National Mine Action Centre and National Mine Action Authority

Having the support of the National Mine Action Centre (NMAC) and National Mine Action Authority (NMAA) in promoting linkages with development is vital, given their often pivotal role as the bodies responsible for mine action coordination and policy formulation. Both the NMAC and NMAA, in line with their respective roles and division of responsibilities, can engage development actors in government ministries and departments, lobby for the inclusion of mine action in development strategies, plans and budgets, and encourage donor support for integrated programming. The NMAC can also help to ensure that the priority setting system is transparent and ensures community priorities are taken into account, and can encourage mine/ERW operators to undertake post clearance assessments which assess the developmental outcomes resulting from demining.

Empower mine affected communities, as opposed to mine impacted communities

Do not focus solely on the mine impacted communities in a municipality, particularly in a post-conflict context with strong ethnic (or other) tensions, as the intervention may be perceived to benefit only some groups. The PMAD project started with the intention to support only the communities directly impacted by mine/ERW contamination in each municipality. The PMAD team soon realised that this approach would not work, and that it needed to work with all communities (both directly and indirectly affected). With few local NGOs or associations operating in Stolac and Berkovići, and limited engagement from donors and international NGOs, helping only one segment of the municipality could have exacerbated existing political tensions.

Ensure buy-in and support of municipal authorities

When working in BiH, work with municipal authorities. Through PMAD, considerable time and effort was spent working with municipal authorities to get their buy-in and support for the project and the development of the LPGs. Their engagement has proven critical to the success of PMAD and the future sustainability of the LPGs. Engaging municipal authorities can help to ensure their commitment to project objectives, and that the project is aligned with municipal

development priorities and embedded in municipal development plans and budgets.

Holistic rural development approach

A wider, more comprehensive rural development approach is crucial for promoting development in the mine-affected municipalities of Stolac and Berkovići. It is vital to ensure that local development initiatives are part of wider strategy for rural/regional development; not isolated, one-off initiatives. Viable economic opportunities in terms of income-generation and employment are particularly important, particularly in areas with high unemployment.

Replication

As this was a pilot project, HI intended from the outset to replicate components of PMAD in other municipalities in BiH, and possibly in other countries where HI is operating. Based on experience, the main lessons learned regarding possible replication include:

- Based on experiences from Stolac and Berkovići, the pilot PMAD methodology has promised, however it needs to achieve economies of scale. Less time would be required to replicate this approach in other municipalities in BiH as there is now a strong level of understanding of how to engage municipal authorities, and guidelines are in place for the different components of PMAD, e.g. establishing LPGs, MRM mapping process. Use and outsource as much as possible local NGOs resources and capacity. More tangible and visible results could be achieved by working in municipalities which are considered high impact in terms of mine/ERW contamination, where there are a wider number and range of local NGOs and where population density is higher.
- Start off by establishing the LPGs at the outset, as they will act as a useful platform for identifying which organisations to work with as MRE/MRM partners, and it will provide more time to devolve responsibility to the LPGs and promote greater ownership by the LPGs.

2. RECOMMENDATIONS

Recommendations for Handicap International BiH

Consolidate the progress made in Stolac and Berkovići

- Continue to consolidate the already important progress made in terms of the LPGs and collaboration with municipal authorities. Put in place mentoring support for the LPGs, in particular, to support the development of their capacity to obtain funding.
- Continue to encourage the municipal authorities in Stolac and Berkovići to maintain support for the LPGs, and embed them in their municipal development planning and budgeting processes.
- Support and assist both LPGs to secure seed funding by the end of PMAD (June 2011) and support the municipal authorities in Stolac and Berkovići to provide the LPGs with the opportunity to put their new skills into practice.

Disseminate information about PMAD

- Identify key target audiences for disseminating information about PMAD. Information dissemination should reflect specific objectives, ie mobilise funding for future PMAD replication, share information with practitioners who are interested in mine action and development linkages and/or supporting mine affected communities, changing policy/practice of key mine action and development institutions in BiH, etc. Specific target

audiences should include: mine affected communities, NGOs, LPGs and municipal officials in Stolac and Berkovići; municipal officials in potentially new replication sites; BHMAC, the National Demining Commission, the Ministry of Civil Affairs and new mine action Coordinator; the SDC Head Office, key mine action donors, the ITF and UNDP; LMAD coalition members and IBHI; the international mine action community, particularly organisations already involved in linking mine action with development; and Handicap International staff, particularly country desks contemplating LMAD-related initiatives, e.g. Senegal, Tajikistan.

- Use dissemination methods and channels which are suitable to each target audience and likely to achieve the desired policy and practice change. Also tailor the content and format of PMAD information to suit each target audience. Ensure that PMAD information aimed at external stakeholders (i.e. non HI) uses accessible language, and is simplified where relevant. Frame the information in a way that enables the target audience and wider public to see its value and establish a connection. For example, given that HI intends to outsource future PMAD implementation to local NGOs, ensure the guidelines are clearly written for both mine action and non-mine action audiences.
- Disseminate PMAD reports, newsletters and guidelines to international mine action and development practitioners through GICHD's LMAD d-groups network, the Journal of Mine Action, the Landmine and Cluster Munition Monitor (ICBL) and through key international mine action events, e.g. Meetings of States Parties.
- Disseminate PMAD guidelines and lessons learned as soon as possible. The sooner this information is shared and understood, the easier it will be to develop support for PMAD replication and for broader efforts to link mine action with development in BiH.

Continue to build a strong national LMAD coalition

- The NGO Coalition could play a key role in helping to draft the new demining law by engaging a lawyer to draft the demining law and coordinating consultation on the draft, in association with BHMAC, the National Demining Commission and the Ministry of Civil Affairs.
- Given that advocacy and policy change will be a key focus of the coalition, identify organisations with strong advocacy and policy research skills and experience at state, entity and municipal levels and involve them in the coalition.
- Establish clear roles within the Coalition based on areas of expertise e.g. advocacy, relations with donors, networking with state authorities, establishing contacts with local communities and municipalities, conducting policy and legal research and analysis, etc.
- Clarify the role of the Coalition's Advisory Committee/Steering Board.

Replicate a streamlined version of PMAD

- The pilot PMAD methodology has promise; however it needs to achieve economies of scale. Continue to clarify how to streamline PMAD to the most essential components in a less complicated manner, and repackage this to attract donor funding for replication.
- Continue to build on what has been learned through PMAD and develop a clear replication strategy that outlines a realistic scope and timeframe given available resources, and clearly communicate this with key stakeholders. Do not be overly ambitious. Ensure HI assumes a less hands-on and more facilitation/advisory role to ensure sustainability from the outset and to develop local capacity and ownership.
- As part of the replication process, finalise discussions with the respective mayors and

facilitate a study visit to Stolac and Berkovići to begin a process of mentoring. Identify local partners to work within these municipalities, and try to outsource much of the implementation aspects of PMAD to local NGOs.

- Ensure that the activities supported through the CFPs and LPGs are linked to wider municipal and regional (entity or canton-level) development strategies.
- Continue to work with BHMACH to replicate the mine risk mapping methodology throughout BiH. Share the mine risk mapping guidelines and present the approach and lessons learned.
- If HI is clear in its desire to remain engaged in BiH for several more years, then prepare a targeted strategy to mobilise resources for the replication of a streamlined PMAD approach in additional municipalities.
- Organise a focused fundraising event to mobilise donor support for PMAD replication in other municipalities in BiH.

Promote gender and diversity

- At present, LPG membership is only open to associations and NGOs, which tend to be urban-based. More should be done to improve the diversity and inclusiveness of each LPG. Ensure the views of women, people with disabilities and those living in rural mine affected communities are sought and incorporated.
- Ensure wider community involvement in the mine risk mapping methodology.
- Strengthen the extent to which gender is mainstreamed in the PMAD design and methodology, particularly as preparations are made for a possible next phase of replication. Draw upon the technical expertise and resources of the SCBL Gender and Mine Action Programme, which provides guidance on gender mainstreaming in mine action.

Recommendations for the national LMAD coalition

Develop a targeted advocacy strategy

- Secure funding for the LMAD coalition from June 2011 onwards when HI's SDC funding ends.
- Ensure the Coalition has members with expertise in national level advocacy and public policy formulation.
- Develop a clear, well targeted advocacy strategy that identifies specific policy and practice changes needed, maps out key decision makers, allies and potential opponents, and clarifies the most appropriate channels/methods (eg media, PR events, face to face meetings, roundtable discussions, etc) for influencing them. In order to strengthen mine action and development linkages, advocacy efforts should target, among others, the Ministry of Civil Affairs and the new Coordinator for mine action, the Department of Economic Planning, the newly formed National Demining Commission, BHMACH and mine affected municipalities where PMAD components may be replicated. Given limited resources, develop a focused and realistic strategy which builds on the strengths, capacity and connections of the Coalition members. Ensure that clear messages are developed for key decision maker, allies and potential opponents, highlighting the specific policy or practice change desired, and making the case for why change is needed and how they can achieve that change.
- Clearly communicate key lessons learned from PMAD's experiences in Stolac and Berkovići. Establish a website for the national LMAD coalition through which all PMAD-related materials, guidelines, newsletters, films, etc can be accessed, and ensure it is updated regularly. Let key stakeholders know the website exists.

- Clarify how advocacy messages will be presented, who will represent the Coalition and how to consolidate the flow of information to the target audience. Identify someone from within the Coalition to lead in contacting and engaging the National Demining Commission and the new mine action Coordinator within the Ministry of Civil Affairs. Maintain strong internal communications among Coalition members. Consolidate contact information into one database. Use consistent and simplified communications materials.
- Advocacy messages, methods and materials should be proactive and encourage stakeholders to take action to strengthen links between mine action and development.
- Provide regular briefings to different stakeholders to keep them updated on the project's progress and achievements, e.g. working lunch with donors.
- Each coalition member should draw upon its own contacts and networks to achieve a greater impact.

Recommendations for Municipal Authorities in Stolac and Berkovići

- Maintain support for the LPGs and embed them in municipal development planning and budgeting processes. Share experiences about the LPGs with the Association of Mayors.
- Allocate municipal resources for community-based mine risk mapping meetings to ensure community participation in priority setting for clearance.
- Encourage municipal mine action coordinators/civil protection officers to actively seek community views regarding clearance priorities, and to reflect this in the municipal priority list sent to BHMAC.

Recommendations for National Authorities in BiH

The Ministry of Civil Affairs, in cooperation with the National Demining Commission, BHMAC, Department of Economic Planning, the Ministry of Finance, and the Department of European Integration should:

- Reflect the developmental impact of mine/ERW contamination in national mine action strategies and work plans
- Ensure greater community participation and transparency in the national priority setting process
- Consider an alternative way of tendering for demining contracts
- Involve civil society in drafting the new demining law
- Replicate the mine risk mapping methodology throughout BiH in consultation with HI

Recommendations for the SDC

- Collaborate with HI and the national LMAD coalition to engage other donors in BiH, through the donor coordination forum and bilaterally, to discuss the PMAD approach and replication opportunities.
- Share the findings and lessons learned from this PMAD Experience Review with relevant country and thematic programmes in SDC's Headquarters in Bern. Promote greater integration of mine action in the SDC's development assistance, and support integrated mine action and development initiatives like PMAD.

Annex 1–PERSONS INTERVIEWED FOR THE REVIEW PURPOSES

STOLAC AND BERKOVIĆI

- Stjepan Bošković, Mayor, Stolac municipality
- Daniel Babić, Head of Cabinet, Stolac municipality
- Salko Kaplan, Civil protection officer, Stolac
- Dalibor Ivković, LPG President, Stolac
- Zoran Raič, President of Herzegovina Fruit of the Mediterranean, Stolac
- Ranko Lučić, Mayor, Berkovići
- Janko Soldo, LPG President, Berkovići
- Vlado Đurica, Civil protection officer, Berkovići
- Dervo Mičijević, Rotimlja, a member of high risk groups (hunter and stockbreeder), mine action focal point
- Simo Šotra and Zdravko Raguž, Ljubljena - mine action focal point/head of returnees association, members of high risk groups (hunters, stockbreeders, herb collectors)
- Mirsad Bešo, Barane - mine action focal point, member of mine affected community
- Orhan Tikveša, Orhideja Mine Risk Management project manager
- Daniel Babić and Edo Čerkez, representatives of the Stolac and Berkovići Fishermen's Association
- Aleksandar Kundačina, Nenad Abramović, Dragan Okuka, representatives from Prepelica, Berkovići Hunters' Association, Berkovići

NATIONAL AND INTERNATIONAL PARTNERS AND STAKEHOLDERS

- David Rowe, former United Nations Development Programme (UNDP) mine action technical advisor
- Sanja Tica, European Commission Mine action task manager
- Amela Gačanović-Tutnjević, former Project Manager, IMAP
- Slobodan Tadić, former UNDP Sutra Project Manager
- Dr. Žarko Papić, Initiative for Better Human Inclusion (IBHI)
- Darwin Lisica, Norwegian Peoples' Aid (NPA)
- Snežana Mišić Mihajlović, Centre for Management, Development and Planning – MDP Initiatives
- Amir Mujanović, Executive Director of Landmine Survivors Initiative (LSI), Tuzla
- Roman Turšić, International Trust Fund for demining and mine victim assistance (ITF)
- Dušan Gavran, Director, BHMACH
- Dragan Šotra, Operations Manager, BHMACH regional office Mostar
- Radosav Živković, demining company Stop Mines
- Žarko Skipina, Operations-Quality Control Manager, demining company Dok-Ing deminiranje

SWISS COOPERATION OFFICE

- Simone Giger, Deputy Country Director, Swiss Cooperation Office BiH (SDC)
- Rose Marie Henny, former Deputy Country Director of Swiss Cooperation Office BiH (SDC)
- Maja Zarić, National Programme Officer, Swiss Cooperation Office BiH (SDC)

HANDICAP INTERNATIONAL

- Emmanuel Sauvage, Regional Programme Director, HI BiH
- Michael Carrier, Local Development Technical Advisor, HI BiH
- Almedina Musić, Country Programme Manager, HI BiH
- Branislav Tokmadžić, Demining Operations Manager, HI BH
- Zdenka Pandžo, Municipal Implementation project manager, HI BiH
- Mirna Kajgana, Grant and Project Officer, HI BiH
- Goran Knežević, MRM/MRE Advisor, HI BiH
- Ranko Biberdžić, Social Services Advisor, HI BiH
- Russell Gasser, PMAD technical advisor/consultant
- John Powell, PMAD technical advisor/consultant
- Corinne Gillet, Desk Officer MEENACA, Development Department, HI Lyon
- Simon Wooldridge, Mine Action Department, HI Lyon
- Hervé Bernard, Technical Advisor, Development Department, HI Lyon

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ANNEX 3 – EXPERIENCE REVIEW QUESTIONS

1. Effectiveness / impact
 - a. To what extent has the project achieved the original project objectives set out?
 - b. How has PMAD improved the lives and livelihoods of mine-affected communities in PMAD target areas?
 - c. Has the choice of focus areas for the project been relevant to the needs of the beneficiaries? Where is the point of initiation?
2. Sustainability
 - a. Is the support HI provides institutionally and financial sustainable? How sustainable are the project's achievements? Has HI engaged with national partners and local communities to ensure the sustainability of projects implemented?
 - b. Does HI have realistic plans in place for exit and transition? Are the plans embedded in municipal development plans?
3. Development/Social inclusion/Municipal implementation
 - a. Are socially excluded groups provided with adequate support for their inclusion in community development/decision-making by PMAD? What about female headed households?
 - b. To what extent has PMAD effectively integrated mine action with social inclusion interventions?
 - c. To what extent has PMAD strengthened the capacity of its key development partners, e.g. LPGs, Municipalities, etc?
 - d. Have the activities of the PMAD project been implemented in a manner which takes longer-term and interconnected development problems into account? Examples
 - e. Does the HI PMAD project strengthen and/or complement other national activities? To what extent is the PMAD project aligned with National Government efforts to strengthen local governance and social inclusion? Does it build on/learn from UNDP efforts to strengthen municipal governance?
4. Demining and mine risk management
 - a. How were clearance priorities set for PMAD target areas? How does this relate to the national priority-setting system? Has clearance been carried out in areas that are prioritised by women and different ethnic groups? Is there any conflict with national priorities?
 - b. Has PMAD helped communities to better manage the risk of mines?
 - c. To what extent has PMAD strengthened the capacity of its key Mine Risk Management partners?
5. Advocacy
 - a. To what extent has PMAD collected mine action and development information (policy review, field assessment, PMAD lessons learnt...) and shared it with key mine action stakeholders at all levels? How effective has the LMAD coalition been in terms of sharing PMAD lessons learned and promoting the integration of mine action in national and local development activities?

- b. To what extent has PMAD improved the participation of mine affected communities in policy and decision-making policies? Did PMAD empower affected communities to advocate for their rights?
- c. To what extent has HI been able to identify useful PMAD tools, and advocate for their use in other municipalities?
- d. To what extent has PMAD successfully advocated for changes to national demining policies?

6. Methodology

- a. How has the integration of mine action and social inclusion worked at a practical level within HI? Do respective programmes coordinate effectively?
- b. To what extent does PMAD methodology and field implementation reflect GICHD's LMAD guidelines?
- c. Which tools and accountable guidelines has HI developed to support the integration of social inclusion interventions in its mine action programme?
- d. What lessons have been learned? How are they recorded and disseminated? Is HI using lessons learned and adjusting where appropriate? Key challenges/limitations?
- e. Has PMAD mainstreamed gender and diversity? How? Are these groups pragmatically identified in relation to the current and planned situation?

7. Next steps

- a. How can the results and lessons learned from PMAD contribute to and feed into the national priority-setting system?
- b. How can PMAD tools and methodology be replicated at the municipal level within Bosnia and Herzegovina?