

# Final Evaluation Report

## HALO Trust Mine Clearance Project Phase 1 (2020-2022)

Prepared for Swiss Agency for Development and Cooperation SDC



June 2022

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Commissioned By:  
Federal Department of Foreign Affairs FDFA

**Swiss Agency for Development and Cooperation SDC**



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### List of Acronyms and Abbreviations

Anti-Personnel Mines	APM
Anti-Personnel Mine Ban Convention	APMBC
Cambodia's local Sustainable Development Goal	CSDG
Clearing for Results Project	CfR
Cambodian Mine Action and Victim Assistance Authority	CMAA
Cambodian Mine Action Centre	CMAC
Explosive Ordnance Disposal	EOD
Explosive Ordnance Education	EORE
Explosive Remnants of war	ERW
HALO Trust	HALO
Geneva International Centre for Humanitarian Demining	GICHD
Mines Advisory Group	MAG
Mine Action Planning Units	MAPUs
National Mine Action Strategy 2018-2025	NMAS
National Strategic Development Plan 2019-2023	NSDP
Royal Government of Cambodia	RGC
Sustainable Development Goal	SDG
Swiss Cooperation Office	SCO
Swiss Agency for Development and Cooperation	SDC
UK Foreign, Commonwealth and Development Office	FCDO
Unexploded Ordnance	UXO

## Executive Summary

HALO does conscientious and critical work that protects lives and livelihoods in Cambodia. It works in partnership with the government and other operators to remove the many landmines that remain, a legacy of Cambodia's years of civil war and genocide. HALO's particular value added within the landmine sector in Cambodia is its expertise on working in difficult conditions, such as dense concentrations of landmines and difficult terrain. Its technical skills and performance is consistently exemplary, and it is widely praised by peers and funders.

Coordination is strong in the landmine sector, and HALO is diligent in reporting, data sharing, and transparency with all parties. It has the potential to better complement the work of other players in the country with a more strategic approach to advocacy. Differences of opinion exist around prioritization processes and dialogue is not always as constructive as it could be. Our primary recommendation is for HALO to pair its excellent fieldwork with stronger national-level relationships in order to build constructive dialogues and support sector-wide planning, especially in regards to K5 and, ultimately, exit planning from Cambodia.

### ***Key Findings from the Independent Evaluation of HALO Trust***

- *Excellence in mine clearance operations*
- *High technical standards*
- *Conscientious measures to protect staff safety and security, as well as team discipline and conduct with communities*
- *Strong management which adapts to circumstances (e.g., covid-19), and exhibits commitments to gender and disability*
- *Diligent data collection, reporting, and coordination especially at local/provincial level*
- *Strained relationships at the national level*
- *Advocacy messaging that raises important issues and perspectives, but is not delivered effectively*

The text box above presents key qualitative insights from the final evaluation, and key quantitative achievements are included in Table 1 in the narrative of key findings.

### **Key recommendations are:**

- HALO Trust is encouraged to **adopt a more strategic and judicious approach to advocacy**. In particular, it should consider how to:
  - Better present itself within Cambodia's well-functioning national landmine sector; consider emphasizing that it delivers comprehensive demining services but also adds value in particular terrain and situations.
  - Identify and focus more selectively on key issues, priorities, and messages.
  - Invest in relationships at national level.
  - Better demonstrate being a 'team player.'
- **Invest in more in-depth partnerships with partners beyond the landmine sector.**
  - Consider building closer partnerships with development agencies who are prepared to deliver services (e.g., microfinance, agricultural extension) to post-clearance areas.

- Pilot innovative approaches to environmental protection within the context of landmine clearance, with reference to HALO's new global technical standard on environment and that SDC's funding to HALO in Cambodia is linked to its environmental portfolio.
- Make socioeconomic data that is collected more widely available and useful to other actors; for example, upload it to Open Development Mekong and reach out to academic scholars or geography departments which might engage in in-depth research on post-clearance land use.
- HALO exhibits strong and sound leadership, although there **are opportunities for management (some underway already) to address some gaps.**
  - Current efforts to update staffing, structure, pay grades and other HR matters are welcome.
  - Sustainability should be thought of in terms of an exit strategy as the sun sets on the landmine sector in Cambodia; exit plans should particularly include staff welfare and job transitions, scenarios for whether/when K5 is re-opened, and sensitivity to the potential for resource conflict amongst agencies in the landmine sector as the country approaches landmine eradication.
  - Consider crafting a more complex, results-oriented logframe which includes HALO's commitments to key themes like gender, disability, advocacy, etc. It may be helpful to bear in mind global trends toward looser – even qualitative – benchmarks for topics like this which do not generate unambiguous metrics and SMART indicators.

The Swiss Agency for Development and Cooperation (SDC) is to be commended for its long-term commitment to the landmine sector in Cambodia, first through the UNDP-led Clearing for Results program and, since 2020, directly funding HALO Trust. This evaluation confirms that HALO is making critical and important contributions to the landmine sector in Cambodia, and has performed well on its core mandate despite the exigencies posed by the COVID pandemic.

SDC is encouraged to continue funding to HALO Trust, assuming that doing so continues to align with SDC's own strategy and priority in coming years. Other opportunities to maximize the impact of HALO Trust's work in Cambodia include: partnering with HALO to pilot approaches to advance environmental safeguards and protection; enabling stronger linkages between HALO and development organizations; and advancing dialogue with the Cambodian government (including military) on stepwise opening the K5 belt for demining as part of final steps to resolve the landmine threat in Cambodia over the medium term.

**HALO, SDC, and others are encouraged to engage in sector-wide, high-level dialogue to plan for a return to demining K5.** It is important to approach this topic deliberately and strategically; for example to advocate for:

- Options for short, medium, and long-term operations.
- Intermediary steps, such as subzoning K5 into different groups, identifying specific spots where there are fewer security concerns, reducing the span of the operating ban from 7 km to something less, etc.
- Establishing a special coordination arrangement for K5, which includes military, border patrol/rangers, etc.
- Considering opportunities for joint arrangements together with the military.
- Pursuing a clear timeline for action.





## Introduction

### Landmines in Cambodia

Cambodia was gripped by violent conflict, civil war, and genocide from the 1960s through the 1990s. A generation on, landmines remain, only one of the many tragic legacies of these decades. Indeed, the northwestern regions bordering Thailand – an area known as the K5 Belt – contain some of the highest concentrations of anti-personnel mines (APM) in the world. Nearly 65,000 human casualties have been attributed to mines and ERW in Cambodia since 1979. Eighty to ninety percent of accidents occur in areas that are highly concentrated with landmines like the K5 Belt, a location that is presently off-limits to landmine removal operations.



Cambodia has a strong and sound policy and institutional framework to address landmines and other ERW. The National Mine Action Strategy (NMAS) 2018-2025 guides the mine-clearance work nationally, aiming to make Cambodia free of known mines by 2025. This target – in line with the Maputo +15 Declaration onto which Cambodia has signed<sup>1</sup>, is widely recognized as aspirational and knowledgeable actors in-country agree that operations in Cambodia can be expected to continue for some time to come. The NMAS also links to Cambodia’s national Sustainable Development Goal (CSDG) 18, which is to “end the negative impact of mines/ERW and promote victim assistance” via advocacy for survivors and indirect victims.<sup>2</sup> The strategy is divided into two implementation phases (2018-2022 and 2023-2025). Cambodia is also one of 164 states to sign on to the Anti-Personnel Mine Ban Convention (APMBC, also known as the Ottawa Convention), which commits to “destroy or ensure the destruction of all anti-personnel mines”.<sup>3</sup>

Cambodia’s global commitments to landmine removal have been applied to national development strategies. Five pillars of mine action are laid out in the National Strategic Development Plan (NSDP) 2019-2023. They are:

- Education about mine and ERW;
- Mine and ERW clearance;
- Victim assistance;

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<sup>1</sup> Mine Action Review, 2021. Clearing the Mines 2021. Accessed on May 20, 2022. Available at: [https://www.mineactionreview.org/assets/downloads/Cambodia\\_Clearing\\_the\\_Mines\\_2021.pdf](https://www.mineactionreview.org/assets/downloads/Cambodia_Clearing_the_Mines_2021.pdf).

<sup>2</sup> Open Development Cambodia, 2020. SDG Cambodia Mine/ERW free (online). Accessed on May 23, 2022. Available at: <https://opendevelopmentcambodia.net/topics/sdg-18-cambodia-mine-erw-free/>.

<sup>3</sup> AP Mine Ban Convention at Article 1(2). Accessed on May 23, 2022. Available at: <https://www.apminebanconvention.org/en/the-convention/history-and-text/>.

- Supporting the fighting with the use of mines against humans; and
- Destruction of the warehouse of mines against humans.

Mine action is placed under the banner “Section 6.1: Promotion of Agriculture Sector and Rural Development”, the goal of which is “to strengthen the role of the agriculture sector in generating jobs, ensuring food security, reducing poverty, and developing rural areas.” Although ERW are not explicitly mentioned in this section, it is nevertheless included as a focal area within the document including “strengthening the management of economic land concessions; continuing the clearing of landmines and unexploded ordinances; and carrying on work related to the grant of social concession lands to poor households for family-based farming” as a key focus of the Royal Government of Cambodia (RGC). This grouping of priorities suggests that the RGC frames demining within the context of economic development. Meanwhile, the NSDP authorizes the Cambodian Mine Action and Victim Assistance Authority (CMAA) with oversight of mine action in Cambodia. The CMAA itself is guided by its own documents, including a Gender Mainstreaming Action Plan (GMAP), which is linked to Goal 3 of the NMAS 2018-2025, as well as the Operational Guidelines on Mine Clearance Operations and Social Development Management, which sets out roles and responsibilities of relevant players in the sector as well as a workflow, protocols, and standard forms for actions.

As of 2021, Cambodia had already cleared landmines of 2585 km<sup>2</sup>.<sup>4</sup> However, several hundred km<sup>2</sup> of documented minefields remain, which necessitate full cancellation/clearance using non-technical surveys and manual demining.

### Switzerland and mine action in Cambodia

Switzerland has supported Cambodia’s mine action sector in both mine-clearing and capacity-building. It extended US\$ 7.15 million of funding to the UNDP-led Clearing for Results (CfR) program from 2013-2019. As of 2020, funding was shifted toward HALO Trust for direct landmine removal operations. Switzerland contributed US\$ 3.5 Million (47% of HALO Trust’s originally estimated total project cost of US\$ 7.5 million) for the time period 2020-2022. This assistance aims to support Cambodia in achieving its international treaty obligations by conducting surveys, data and information management, and minefield clearance. In regard to capacity building, the Geneva Center for International Humanitarian Demining (GICHD) has provided technical support and training in Cambodia for the implementation of the national mine action database. With the support of the SDC in Cambodia, an exchange and policy dialogue on mine action has been established between the Mine Action Unit of the Swiss Armed Forces, the responsible unit for mine action at the Swiss Peace and Human Rights Division, and CMAA.

### HALO Trust in Cambodia

HALO Trust’s operations in Cambodia are intended to improve livelihood opportunities, and enable wider economic development and casualty reduction in vulnerable rural communities. The overall project outcome is that vulnerable rural communities in Cambodia are able to safely use released land and are at less risk of accidents. It is aligned with CSDG 18 on mine action, and is also intended to

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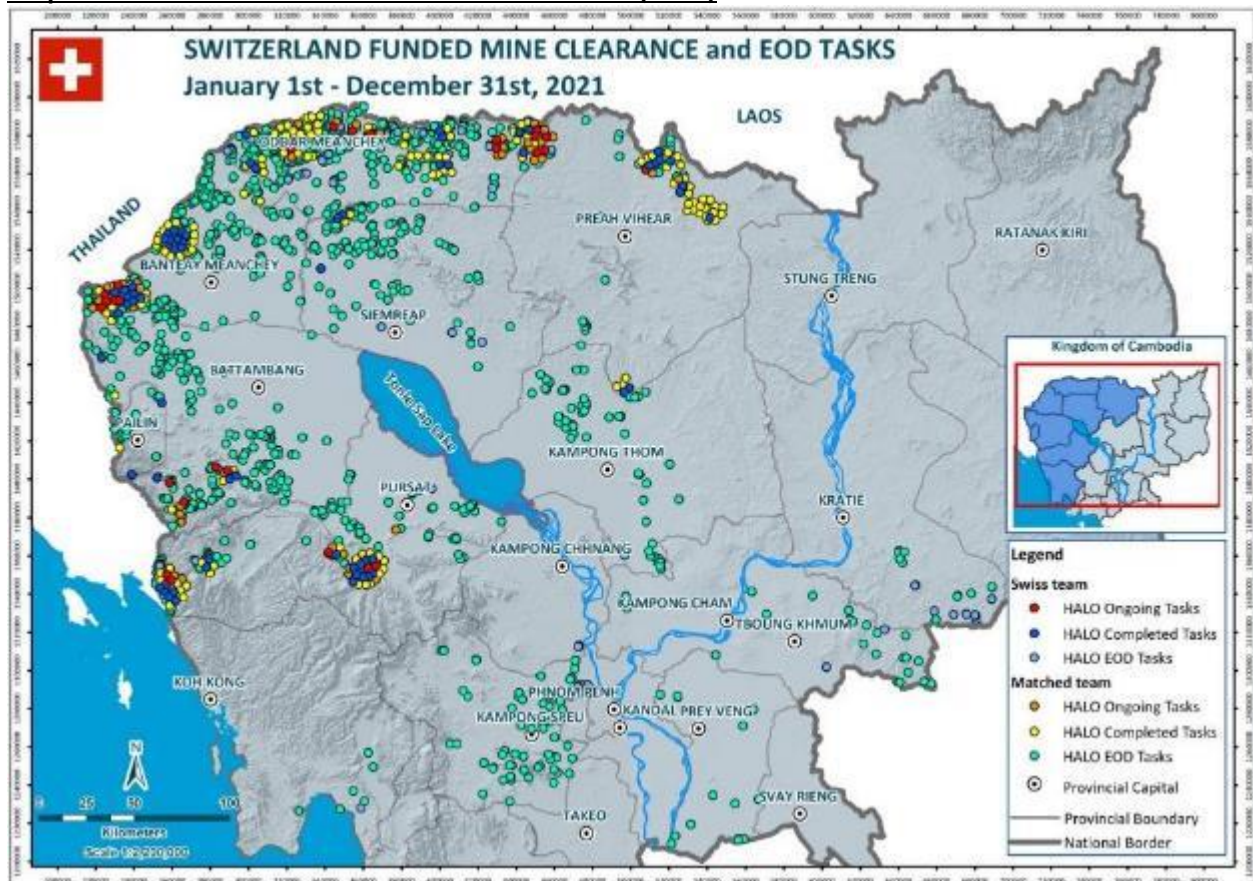
<sup>4</sup> Total derived from Mine Action Review, 2021. Clearing the Mines 2021. Accessed on May 20, 2022. Available at: [https://www.mineactionreview.org/assets/downloads/Cambodia\\_Clearing\\_the\\_Mines\\_2021.pdf](https://www.mineactionreview.org/assets/downloads/Cambodia_Clearing_the_Mines_2021.pdf) and Kingdom of Cambodia, 2-22. Cambodia: Article 7 Reporting. Accessed on June 10, 2022. Available at: <https://new.apminebanconvention.org/fileadmin/APMBC-DOCUMENTS/Art7Reports/2022-Cambodia-Art7Report-for2021.pdf>.



support action toward meeting SDGs 5, 2, and 1. HALO operates works in Banteay Meanchey, Battambang, Oddar Meanchey, Pailin, Preah Vihear, Pursat and Siem Reap.

HALO Trust is one of the original landmine removal operators in Cambodia, with an in-country presence since 1991.<sup>5</sup> Other current operators include Mines Advisory Group (MAG) , Norwegian People's Aid (NPA), the Cambodia Mine Action Centre (CMAC), the National Center for Peacekeeping Forces, Mine and Explosive Remnants of War Clearance and Cambodian Self-help Demining.<sup>6</sup> There is a Technical Working Group on Mine Action, which brings all stakeholders together, as well as a Mine Action Coordination Committee and seven Technical Reference Groups, including one on survey and clearance. Cambodia also houses the head office for the ASEAN Regional Mine Action Centre (ARMAC).<sup>7</sup> HALO's other major donors in Cambodia include the governments of USA, Germany, UK, and Ireland.

**Map 1: Switzerland funded mine and EOD activities (2021)**



HALO plans and prioritizes clearance directly with impacted communities and with the provincial Mine Action Planning Units (MAPUs). The MAPUs, along with CMAA, work with HALO at the provincial level to ensure proposed mine clearance is compliant with provincial rural development plans; village,

<sup>5</sup> Mine Action Review, 2021. Clearing the Mines 2021. Accessed on May 20, 2022. Available at: [https://www.mineactionreview.org/assets/downloads/Cambodia\\_Clearing\\_the\\_Mines\\_2021.pdf](https://www.mineactionreview.org/assets/downloads/Cambodia_Clearing_the_Mines_2021.pdf).

<sup>6</sup> Mine Action Review, 2021. Clearing the Mines 2021. Accessed on May 20, 2022. Available at: [https://www.mineactionreview.org/assets/downloads/Cambodia\\_Clearing\\_the\\_Mines\\_2021.pdf](https://www.mineactionreview.org/assets/downloads/Cambodia_Clearing_the_Mines_2021.pdf).

<sup>7</sup> ASEAN Regional Mine Action Center, 2021. Steering Committee of ARMAC 2021. Accessed May 20, 2022. Available at: <https://aseanmineaction.org/armac/steering-committee-2021/>.

HALO's work aligns with the Cambodia NSDP 2019-2023, NMAS 2018-2025 and the CMAA Gender Mine Action Plan 2018-2022.

[illegible]

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## Change Story: Vai Sithan, Battambang Province

I was born in Kampot, I followed my parents here when I was 14, to escape the war. My village was invaded often by the Khmer Rouge, we had to go somewhere. I had two married older sisters here, so we joined them. When my family came, there was free land. We could farm any land that we could clear, it was thick forest then. At one point we moved to Phnom Penh, but my husband didn't like it. He's a farmer, city life is not for him. This is a nice place to live and I like it too, don't have to spend money here. I have five children, the youngest is 12 and my older girl is married already. My three sons are all in the army.

Landmines affected us, yes. Once in the past, my husband and father went to clear grass and I heard two explosions, I was terrified. I ran there, I saw my husband and screamed because I did not see my father. But he was okay. He had been burning grass, and somehow was on the other side of a tree which protected him from the blast.

Before we lived in fear, but now we are free. My land is clear, but there are still landmines in this area. So many are worried here. Our land is clear. Because it's near a main road, HALO cleared my land in 2013-2014. No worries, no fear. And yes, after that our incomes went up a lot. We can farm more. After the landmines were gone, we could grow turmeric and that earns a lot. Now we are trying durian, bananas, and cashews too. We haven't been earning lately though because of COVID, wholesalers don't come here now. My request to HALO is to come back and finish the job.





## Evaluation Scope, Objective, Approach and Methods

### Review Scope and Objectives

This evaluation was commissioned by the SDC in the final year of the first phase of the HALO Trust mine clearance project (2020-2022). The emphasis is on assessing the results and impact of this project to identify evidence-based best practices and lessons learned to inform the next phase of HALO Trust's work in Cambodia.

In particular, the purposes of this final evaluation are to:

- Provide information to SDC, CMAA and other donors of HALO Trust in Cambodia on project results and achievements;
- Ensure accountability of project expenditures and the delivery of outputs, as well as on the effectiveness of the coordination between HALO Trust with CMAA and MAPU; and
- Provide credible and evidence-based information that enables the incorporation of its findings and recommendations into the decision-making processes of SDC.



The specific objectives of the final evaluation are to:

- Assess the relevance, coherence, effectiveness, efficiency, impact and sustainability of the project implementation;
- Identify key lessons learned from the project, which can be effective for SDC to direct funds for the next phase of the project;
- Assess how HALO Trust works with development organizations;
- Determine how mine clearance in the border area to Thailand (K5) can be enabled; and
- Capture key success stories including photos.

This evaluation represents an independent, qualitative-led exploration of HALO Trust's Swiss-funded operations in Cambodia. Due to a modest budget, some elements are outside the scope of this report, namely an incisive analysis of budgets, cost-effectiveness, and efficiency.

### Evaluation criteria and questions

This evaluation was guided by Tool 7: Assessment grid for the DAC criteria (see Annex 3). It assesses **relevance, coherence, effectiveness, efficiency, impact** and **sustainability** of project implementation and the impact on the following three project objectives:

1. To make safe land available for agriculture and infrastructure development in poor rural communities, in particular border communities expanding through internal migration.
2. To reduce casualties by provision of Risk Education and removing mines and other Explosive Remnants of War (ERW) where they pose the greatest threat.
3. To support participatory planning and prioritization of mine clearance activities to ensure effective mine clearance and post-clearance land use.

## Evaluation Approach and Methodology

Evaluation research typically seeks to address two overarching questions<sup>9</sup>:

- *Are we doing things right?* Is implementation going smoothly, are targets being met, is money being managed appropriately and so forth? These questions demonstrate *accountability*, i.e., that the program is doing what it is expected to. This question can be largely answered by *monitoring*, for example in quarterly and annual progress reports, and sound management practices.
- *Are we doing the right things?* Is this intervention really making a difference? Is the underlying strategy strong and sound? How is this intervention effectively addressing adaptation? What have we learned from this program that can be useful to others? These questions resemble those of research studies which tackle bigger questions and generate evidence which is useful to others. These questions are well beyond the scope of monitoring; they should instead be the focus of an evaluation.

This evaluation emphasizes the second question (“are we doing the right things”) by focusing on results, impact, and lessons learned. The evaluation approach is led by qualitative inquiry, but triangulated with available quantitative data. To this end, the evaluation presents evidence-based insights about what SDC and its partners should pursue in the coming years. An evaluation must be grounded in evidence – including that which is gleaned from monitoring data and reports – but complement rather than replicate ongoing monitoring processes. Evaluations are an opportunity to confirm and validate everyday matters concerning progress, implementation, and management, but also take a step back to explore overarching questions of relevance, strategy, effectiveness, impact, and learning. As such, qualitative approaches are often the most suitable. They are also especially suited for exploring and interpreting phenomena and experience in a nuanced and complex way; these methods are particularly useful for answering ‘why’ and ‘how’ questions<sup>10</sup>, and applying rigorous analytical techniques to unstructured material<sup>11</sup>. This fits squarely into the methodology and approach that was chosen for this evaluation.

The HALO Trust mine clearance project evaluation rests on a strong evidence base, based on casting a wide net across different stakeholders, documents, and secondary data. Both inductive and deductive analyses were utilized, in an iterative cycle of developing, validating, and revising findings.

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<sup>9</sup> Pringle, P., 2011. *AdaptME Toolkit for monitoring and evaluation of adaptation activities*, [online]. United Kingdom Climate Impacts Programme (UKCIP). Accessed on May 23, 2022. Available from: <https://www.ukcip.org.uk/wp-content/PDFs/UKCIP-AdaptME.pdf>.

<sup>10</sup> Marshall, M. N. (1995). Sampling for qualitative research. *Family Practice*, 13(6): 522-526.

<sup>11</sup> QSR International. (2016). What is qualitative research?. Accessed on May 23, 2022. Available from <https://www.qsrinternational.com/nvivo-qualitative-data-analysis-software/resources/blog/what-is-qualitative-research>.



The evaluation especially rests on qualitative inquiry, particularly stakeholder interviews in Phnom Penh and three landmine-affected provinces (Pursat, Battambang, Siem Reap). The interview guidelines are included in Annex 5. Document review and secondary quantitative data analysis frame these discussions. Documents were selected by reference to the evaluation TOR and includes the following:

- National Mine Action Strategy (2018-2025) and other national and international policies;
- National Strategic Development Plan 2019-2023;
- Anti-Personnel Mine Ban Convention (APMBC);
- MAPUTO +15 declaration;
- CMAA Gender Mine Action Plan (GMAP) 2018 – 2022;
- HALO Trust Project Proposal Document 2020-2022;
- Project annual reports 2020 and 2021; and
- CMAA Operational Guidelines on Mine Clearance Operations and Social Development Management.



This evaluation also relies on – and cites - relevant published papers and literature where applicable. Furthermore, SDC's Tool 7 Assessment Grid for the DAC criteria (see Annex 3) frames the analysis on the program's aims and activities on relevance, coherence, effectiveness, efficiency, impact, and sustainability.

A *limitation* of qualitative data, of course, is that pinpointing precise numeric achievements beyond that which appears in existing project documents is difficult. However, stakeholders are aware of these limitations and indeed, are desirous of an evaluation that does not simply replicate numerical reporting in existing project documents, but rather addresses different aspects of the project that are more readily assessed through qualitative inquiry. In this sense, the chosen methodology is a good match for the needs of the stakeholders.

All qualitative data collection (interviews) was conducted by the Senior Evaluator (Dr. Colleen MCGINN) with the aid of a translator (Ms. SANN Kalyan). Fieldwork and interviews in the provinces of Pursat, Battambang, Siem Reap (HALO Trust headquarters) was completed the week of March 28<sup>th</sup>, 2022. National-level interviews were conducted in April and May 2022. The Evaluator was supported in desk research and writing by Dr. McGinn's Indonesia-based deputy, Ms. Mia CHUNG. Photos in the report were all taken by Dr. McGinn during fieldwork.

## Change Story: Mao Sokha, Battambang Province



I was born in Sihanoukville, grew up there, and joined the Khmer Rouge. I was just following the train, you know. I was very young, about 20. I moved here as a soldier. I lost my leg in battle, I stepped on a mine. I have no family so I just stayed here and married a local girl in 2010, I was almost 40 then. My wife, she works for HALO. It's a good job, yes, she can support the family and also do good for the country. I do like it here, and I have nowhere else to go. I am a farmer, I look after my children every day while my wife works. Sometimes I get some seeds etc. from the authorities, but no other disability assistance.

I have 1.5 acres that are already demined. I work so hard on my farm, alternating between highland rice and other crops like bananas and sugarcane. I don't like the

stereotype that a one-legged man cannot work. But it's hard, I have a four-year-old who I have to watch every moment, it's not safe to take him along. I have 3 acres more that needs to be cleared before I can farm there safely. I would never take the risk to farm there now, there are so many cases of people losing one leg and then the other. I want to stay alive and take care of my family.

I feel hopeless now because HALO is supposed to demine it, but cannot because it's in the forbidden zone. I keep thinking, it shouldn't be like this, HALO should be allowed! It is for the benefit of the community.

## Evaluation Findings

### Overall

HALO does conscientious and critical work that protects lives and livelihoods in Cambodia. HALO's value added within the landmine sector is that it focuses on difficult-to-access areas with a high concentration of landmines, using its long-term expertise in this niche to comprehensively clear dense minefields in difficult terrain. In many respects it complements the strengths and weaknesses of other players in the country; unfortunately at times stakeholders seem to compete rather than



"These are all the landmines they took out of my field!"

cooperate. Better coordination is needed to maximize impact; HALO is encouraged to invest in building relationships and engage in constructive dialogue with other stakeholders, particularly government and military. Our primary recommendation is for HALO to develop a considered advocacy strategy and reinforce its commitment to working in partnership to demine Cambodia. We do recognize that HALO's advocacy has significantly benefitted the sector broadly over the years, engages in influential soft diplomacy, and that constructive dissent is essential to policymaking in a functioning democracy. Nevertheless, the evidence collected for this evaluation demonstrates that relationships between HALO and others at the national level are strained to the point of dysfunction.

### Relevance

**To what extent does the objectives of the intervention respond to the needs and priorities of the target group?**

HALO Trust exhibits strong management, and places a premium on comprehensive and professional operations. HALO manages professionally, systematically and is painstakingly detail-oriented. There is no question about its high level of technical capacity for removing landmines or strength of management.

HALO Trust's interventions respond to actual needs in Cambodia. Cambodia remains one of the world's most landmined countries, and the work that HALO does supports the sector as a whole, while also occupying a specific niche within it: high-density minefields, and sites in difficult terrain. HALO

also has a long history of work in Cambodia, and its protocols are tailored to local conditions. Local staff number upwards of 1,000, with procedures for quality control and quality assurance. Its multi-pronged approach using manual mine clearance, non-technical survey, mine risk education, explosive ordnance disposal, and coordination with partners allows it to effectively target groups of poor rural communities, in particular border communities expanding through internal migration. Reports on the effectiveness of HALO's intervention are positive, corroborated by the landmine removals meetings and annual reports indicating that HALO has usually met and sometimes exceeded targets and expectations, including despite the pandemic.

**To what extent does the objectives of the intervention respond to the needs and priorities of indirectly affected stakeholders (those not included in the target group, for instance government, civil society, etc.) in Cambodia?**

HALO specifically works on landmine removal, rather than broad-based benefits and priorities. Thus, its contribution to indirectly affected stakeholders is minimal; however, this makes sense given the nature of demining work, which is fundamentally different from development programs.

**To what extent does the core design elements of the intervention (such as the theory of change, structure of the project components, choice of services, and intervention partners) adequately reflect the needs and priorities of the target group?**

Core design elements are strongly aligned with the needs and priorities of the target group. HALO's *raison d'être* is getting landmines out of the ground, in the places that have the most landmines. Rather than targeting villages or districts, HALO focuses at a minefield level.<sup>12</sup> Coordinating with impacted populations and MAPUs to determine threat and development priorities has resulted in work that directly responds to actual need. For example, the 2021 Annual Report indicates that the target for EOD callouts was 1000, but HALO in fact responded to over 3000, clearing almost 8000 explosive ordnances in the process; these items cause almost half the accidents in Cambodia.

## Coherence

**To what extent is the intervention compatible with other interventions of SDC in Cambodia and thematic field (consistency, complementarity and synergies), and how does HALO Trust work with development organizations, providing support to communities living in demined areas, paying particular attention to organizations also supported by SDC including RECOFTC and World Vision?**

HALO has a reputation for excellence within its area of expertise. However, there is opportunity to improve linkages between landmine removal and other development efforts – for example, access to credit for more intensive agriculture on demined land. Ultimately, however, coordination of these efforts is primarily in the purview of other actors. It is important to recognize that development agencies have their own agendas and selection criteria for project sites. Demining however enables development: land values increase alongside access to credit, infrastructure, and farm equipment. More explicit coordination can prompt these gains. We do note that HALO has improved in *demonstrating* the socioeconomic benefits of its work in recent years through post-clearance surveys. There is opportunity, however, for better coordination on this as well. The socioeconomic data could

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<sup>12</sup> Hovell, M. (HALO Trust), 2019. Proposal: Humanitarian Mine Clearance in Cambodia.



be shared with agencies or researchers who might be willing and able to do more in-depth follow-up work. Uploading data on Open Development Mekong and building a relationship with a geography professor interested in post-clearance land use research would not be resource-intensive for HALO, but may potentially yield powerful dividends.

### **To what extent is the intervention compatible with interventions of other actors in Cambodia in mine clearance?**

HALO demonstrates strong cooperation at the local/provincial level, and meets all requirements for national-level information sharing. Its procedures for documenting, reporting and responding to reports of landmines and landmine accidents is systematic and professional. The 2021 Annual Report highlighted a notable example, in which a child found a ERW in an area near a school and understood to leave it well alone. The EOD team was called and deployed, and the ERW cleared within 24 hours. Similarly, at the international level, HALO's work is excellent. HALO operates a large training center in Siem Reap for its deminers, operators and managers globally. The provision of this training and experience in Cambodia generates benefits and positive externalities in other countries.

At the national level, there are tensions within the landmine sector, and some of the issues are well outside of HALO's mandate or control. One of the chief challenges is differences of opinion about prioritization. HALO strongly calls for assignments that match its own strengths and mandate, however, other stakeholders regard HALO as "not a team player" and is perceived as critical of *others'*



work and *different* strengths. A more judicious approach to communications and advocacy would be helpful. For example, the perception that HALO can be arrogant might be mitigated by presenting its strengths filling particular niches within Cambodia's landmine (rather than being "better"). HALO is understandably uncomfortable with presenting itself as anything other than a "comprehensive" operator. On the other hand, there is another narrative that HALO is less interested in and/or that its intensive methods are too expensive for areas of less risk or landmine density, and the 'niche' approach may be a way out of circular arguments about who approaches these areas, and how. Meanwhile HALO can clarify whether it is seeking to influence its *own* minefield assignments versus the entire national prioritization strategy. HALO voices a valid and important dissenting perspective in the landmine sector, and it is arguably healthy

for Cambodia's hybrid democracy to include a wider range of viewpoints within policy discussions. There is, however, opportunity for HALO do so more strategically and constructively, particularly with the support of a strategy emphasizing building relationships with all stakeholders. Ultimately, building



relationships with a strong backbone of trust based on an explicitly complementary strategy is the key to maximizing external coherence.

## Effectiveness

### **To what extent are the approaches and strategies used during implementation adequate to achieve the intended results?**

HALO is a globally recognized leader in setting the technical standard for and performing landmine removal operations. The organization's work in-country supports these assessments. HALO manages a 'tight ship', requiring high discipline and maintaining expectations of its field staff. HALO sets a very high standard for staff safety (laid out in the Staff Code of Policies and Practice) not only in the minefields, but within villages (e.g., for female staff and vis a vis village children), with a no-tolerance policy for harassment of any kind. HALO is managed in accordance with ISO standards with regard to programming processes, occupational health and safety management, environmental management, and internal quality assurance. HALO also has an Equality and Diversity Policy, and an Equality (Sexual Orientation) Policy. Villagers confirm that HALO teams are polite, professional, trustworthy, responsive, and very welcome presences in the community.

HALO managed the exigencies posed by COVID-19 very well. The principles behind its high safety standards were early and systematically applied to COVID-19 health risks, and it sensibly adjusted workplace schedules and other logistics to reduce risk exposure. For example, teams stayed put in a village for a longer span of time, and then had more time off at home in-between rotations to increase isolation and decrease contact risk. If there was a contact exposure, teams were put in isolation and paid fully even when not working. In so doing, it managed to largely continue operations whilst minimizing exposure to staff. Staff expressed confidence and support for these measures. CMAA succeeded in declaring all landmine sector personnel "essential worker" status, so they were among the first to be vaccinated. All HALO staff have now been vaccinated, with many having received boosters.<sup>13</sup>



### **To what extent did the intervention achieve its intended objectives (outputs and outcomes)?**

<sup>13</sup> HALO Trust, 2021. Humanitarian Mine Clearance in Cambodia: 2021 Annual Report.

Excellent results from field operations support the effectiveness of the previously discussed approaches and strategies. The 2021 Annual Report indicates overachievement on all but two of the Swiss-funded targets, and these two matters can be explained by circumstances. Strong performance on meeting targets against a backdrop of a global pandemic suggests both strong and effective management. The table below presents performance data from the logframe for the period of January 2020 – December 2021.

**Table 1: Achievements by Output, January 2020 – December 31, 2021**

Output	Jan 2020 – Dec 2021 Planned (Swiss)	Jan 2020 – Dec 2021 Achieved (Swiss)	% of target Achieved (Swiss)	Jan 2020 – Dec 2021 Planned (Total)	Jan 2020 – Dec 2021 Achieved (Total)	% of target Achieved (Total)
Land cleared (m <sup>2</sup> )	3,640,000	3,024,814	83%	7,204,000	10,912,800	151%
Minefields cleared (#)	171	888	519%	326	?*	unknown
Direct beneficiaries reached (#)	39,677	32,834	83%	69,689	65,916	95%
Indirect beneficiaries reached (#)	141,489	73,578	52%	259,844	126,907	49%
EOD callouts (#)	1,250	798	64%	2,500	3,831	153%
EORE sessions (#)	1,250	805	64%	2,500	8,553	341%
EORE beneficiaries (#)	7,500	115,440	1,539%	15,000	160,927	1,073%
Area cancelled (m <sup>2</sup> )	2,500,000	1,764,257	71%	5,000,000	19,017,501	380%
New minefields surveyed (#)	30	29	97%	60	167	278%
Pre-clearance assessments (#)	58	65	112%	116	270	232%

\* This metric was not reported in the logframe.

#### **To what extent did the intervention achieve its intended results related to transversal themes?**

SDC transversal themes are gender equality, good governance and climate change adaptation / disaster risk reduction. HALO shows strong commitment to gender. Women represent 50% of the demining workforce and also work in finance, vehicle maintenance, fleet management, administration and mapping. Maternity leave, flexible working hours, and access to comprehensive reproductive health services are all offered. Women are underrepresented in management roles, but steps are being taken to address this. During the field visit, women said they liked working for HALO and felt safe with their colleagues during village placements. They also appreciated the work schedule of staying on-site for blocs of time and then a week or more at home, allowing them to spend time with their children and tend to their rice fields. They noted that without HALO, they would have had to migrate much farther for work visit home more rarely. Many women were easily observed working in the field, and consistently expressed confidence and pride in both speech and demeanor. Women and girls are appropriately reached by mine education and outreach as well. The organization takes a zero-

tolerance approach for harassment (including flirting) of any kind, within teams or with villagers. Overall, it is clear that an exceptionally strong code of conduct and discipline within the workforce has been implemented well. It should also be noted that HALO displays a strong commitment to supporting disability, including recruitment and accommodation of amputees as deminers. Governance has been addressed in the Coherence section above.

There is limited overlap with landmine removal and climate change adaptation and disaster risk reduction. The overlap between landmines and climate change is tenuous, although it is noted that within SDC in Cambodia, landmine removal falls under its environment funding window as per “safe access to natural resources.” Landmine removal does, of course, enable effective forestry. However, landmine removal potentially damages the environment. While stakeholders generally focus on the issues surrounding clearing underbrush and cutting through roots, an under-recognized (and arguably, larger) threat is forging roads – even in the form of unpaved dirt pathways – into remote forest areas. This is especially an issue in a country with limited environmental safeguards alongside high levels of infrastructure development. Access roads potentially increase illegal logging, an issue that Cambodia has long struggled with. In support of this connection with environment, HALO staff indicate that a global technical advisor on environmental safeguards has been recently recruited and that HALO is upping its worldwide standards in this regard. As far as disaster risk reduction, one might regard demining as reducing residual risk from a past humanitarian emergency. Programmatically, however, there is limited overlap with other DRR efforts.

## Efficiency

### **To what extent did the intervention deliver the results (outputs, outcomes) cost-effectively?**

This evaluation was not resourced to formally assess the cost-effectiveness of HALO Trust’s operations in Cambodia. However, reports demonstrate that accounts are in order and audits are clean. It is noted that in the Cambodia landmine sector, there are conflicts of opinion in regard to defining cost-effectiveness and cost-benefits of various approaches and methodologies. This evaluation has not independently reviewed the calculations; moreover, it appears that given the presence of both several confounding variables and staunchly held and conflicting opinions, “doing the math” is unlikely to resolve matters. It does appear that questions of efficiency and cost-effectiveness are thorny matters among stakeholders, and this triangulates with other qualitative data to suggest that stakeholders are competing with one another over resources. It is possible for many things to be true at once, and which data is included/excluded will ultimately yield different figures. Measuring price per hectare cleared and price per landmine removed will inevitably vary by density of minefield, and less-intensive methodologies may be cheaper but miss more landmines. Meanwhile, the expense of clearing a flat rice field is much less than in dense forest or rocky terrain. We urge various landmine sector stakeholders to recognize that an array of facts are behind any set of figures, and that the arguments about who costs more/less – and why – may not be fully constructive.

### **To what extent did the intervention deliver the results (outputs, outcomes) in a timely manner (within the intended timeframe or reasonably adjusted timeframe)**

Reports indicate that almost all targets were met, and those that were not were justifiable (and typically a definitional matter). For example, in support of Goal 1 Outcome 2 (reduce casualties), HALO noted in its 2020 report that it had achieved only 92% of the sectoral 2020 EOD call-out target.

However, they explained that they had overachieved at 112% of SDC-funded targets, and that Match-funded activity priorities had differed and thus pulled some resources away from this task.

COVID-19 complicated and confounded project timelines globally during the timeframe of the evaluation. Yet, as per the discussion above, HALO managed to continue operations and prioritize safety while continuing to meet – and exceed - targets. Preventative measures were applied early and systematically, and various risk reduction adjustments were made as the situation necessitated. HALO’s work during this period should be commended.



**To what extent did management, monitoring, and steering mechanisms support efficient implementation?**

Management, monitoring and steering mechanisms predominantly supported efficient implementation. HALO has thorough and systematic reporting systems, meeting both internal and external needs. However, we note that there is some overlap in some of the ways that success is monitored, leading to double counting or undercounting in some areas. These have been explained in the narrative

reports. We also note that there is a mismatch in SDC-requested reporting versus how budgets are managed in the organization. In particular, SDC has requested a *country* overview of demining activities in annual reports; however, HALO accounts with respect to donor. This has made it difficult thus far to get a country-level picture of demining (as in the above-noted apparent under- and overachievements). However, SDC has indicated that they are confident that a shift in reporting is under way and will be reflected in reporting going forward. SDC also reported that 2021 was the first time all stakeholders in-country met together for a dialogue. Beyond management or monitoring and other mechanisms, this effort to facilitate dialogue in the sector will be crucial in supporting effective implementation.

“Before, people lived in fear and were afraid to farm. CMAC chose me as a focal person, I have been to many trainings and I educate others in the community. People now take fewer risks, instead they catch themselves, mark the spot with a sign, and come to tell me. Then I report it.”

-- Village Focal Point

The project logframe is simple and easy to use, but arguably too facile. Some important ambitions are not included, such as gender, policy engagement and development linkages – perhaps because they do not lend themselves to nice, neat SMART indicators. Meanwhile, many of the indicators in use (e.g. # of mine education trainings delivered) describe HALO’s *reach* but not its *results*. While the clarity of the logframe is welcome, a more ambitious and sophisticated chain of results would enable more rigor and higher standards. HALO is encouraged to consider elaborating on its logframe and articulating a *slightly* more sophisticated M&E framework.



## Impact

### **To what extent did the intervention generate higher-level effects as defined in the design document of the intervention?**

The intended impact is “improved livelihoods and casualty reduction in vulnerable rural communities.” HALO is achieving this. Post-clearance surveys conducted in 2021 on the impact of 2020 clearance indicates that clearance increased average incomes for beneficiary households. Beneficiaries also had access to larger loans from banks and microfinance institutions. In addition, that the number of casualties in country was 44 in 2021, which was the lowest recorded result since recording began in 1979. HALO connects this to demining, landmine education, and advocacy for community-led prioritization and planning, to direct resources to the most impacted locations are tackled first. It should be acknowledged that there are many factors contributing to development pathways and reduced casualties, and improvements cannot be solely attributed to HALO Trust’s work. However, qualitative data and achievements across the results chain demonstrate that HALO is contributing to this impact. As noted above, there are opportunities to further magnify the impact of HALO’s work, through more strategic advocacy, investing in relationships, and forging stronger ties with partners beyond the landmine sector.

## Sustainability

### **To what extent were partners capable and motivated (technical capacity, ownership) to continue activities contributing to achieving the outcomes? To what extent did partners have the financial resources to continue activities contributing to achieving the outcomes?**

Insofar as HALO is a direct service delivery operator rather than a development agency, this question is not fully applicable to HALO or its work.

### **To what extent were contextual factors (e.g. legislation, politics, economic situation, social demands) conducive to continuing activities leading to outcomes?**

Overall, Cambodia has a strong national landmine sector. The main obstacles in the past two years impacting HALO’s interventions have been the COVID-19 pandemic and the government ban on landmine operations along the Thai border (i.e., the K5 belt). The first has already been discussed; this section will therefore focus on K5. Since 2020, there has been a ban on landmine operations along the Thai border (initially within 5 km, now expanded to 7). Authorities confirmed that border sensitivities contributed to this ban. Nevertheless, the ban on



"My family is very poor, landless. I lost my leg in the war. Being a deminer, I earn a good, steady income and also help my community. Plus, they know exactly how to accommodate my disability so that there is no disadvantage. This is a very good job!"



demining K5 is a source of widespread frustration in the landmine sector – not only for HALO.<sup>14</sup> HALO is perhaps most vocal about the humanitarian imperative of clearing K5 as a priority, but the viewpoint is widely shared, although often with more patience. Greater clarity and transparency from the Cambodian government and military is essential; their failure to communicate or take visible steps toward how and when to reopen K5 have been deeply problematic. HALO, its donors, and the landmine sector as a whole are also strongly encouraged to continue pursuing constructive engagement and focus on what is more likely to be achievable, e.g., ‘subzoning’ K5 in a way that distinguishes sensitive spots from others, establishing a more detailed on-site coordination mechanism which includes military, rangers, border patrol, and other such mechanisms.

Removing landmines is inherently and obviously sustainable; after all, they do not ‘grow back’ once removed. Within the landmine sector, it is a bit *too* easy to checkmark sustainability as an achievement. We strongly encourage HALO, its donors, and the landmine sector to think more systematically and critically about *exit planning* as part and parcel of sustainability. While Cambodia remains one of the most heavily landmined countries in the world, over the past generation the nation has made good, steady progress. The national commitment to be landmine-free by 2025 was always aspirational. Nevertheless, the sun is undeniably setting on the landmine sector in Cambodia. Some stakeholders, however, seem to be focused on the short-term (e.g., next year’s workplan and minefield allocations); meanwhile it is already apparent that some are nervous about their jobs, and there are signs of resource conflict among agencies. There is opportunity for HALO together with the landmine sector as a whole to think through exit planning more systematically and cooperatively, including a timeline for the K5 belt and gradual withdrawal of international operators and donors over the next decade or so. Above all, it is imperative for stakeholders to avoid conflict over resources that diminish together with the landmines.

## Level of Cooperation

### **How does HALO Trust support CMAA’s efforts to correctly target and prioritize mine clearance tasks?**

There is a high degree of cooperation and coordination with CMAA, MAPUs, and local communities, and HALO places a premium on local knowledge over dated baseline maps. Tight relations with local communities has enhanced HALO’s ability to precisely locate landmines, with few accidents and no deaths in the last two years.<sup>15</sup> Additionally, HALO Trust refers to the CMAA Operational Guidelines and uses CMAA definitions in developing its interventions,<sup>16</sup> alongside its own global ones.

What constitutes “correctly target and prioritize” is a matter of considerable dispute within the Cambodian landmine sector. The dominant and government viewpoint is that “all landmines matter”, which explains their choice to prioritize areas that are heavily populated over the remote areas where landmines/accidents are concentrated. HALO emphasizes the remote areas where the landmines and accidents are. Both viewpoints are valid, however it does seem that stakeholders are in an unhelpful power struggle over prioritization. It may be more effective for HALO to position itself as having certain

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<sup>14</sup> Mine Action Review, 2021. Cambodia in *Clearing the Mines 2021* (online). Accessed on May 23, 2022. Accessed at [https://www.mineactionreview.org/assets/downloads/3644\\_NPA\\_Clearing\\_the\\_Mines\\_2021.pdf](https://www.mineactionreview.org/assets/downloads/3644_NPA_Clearing_the_Mines_2021.pdf).

<sup>15</sup> HALO Trust, 2021. Humanitarian Mine Clearance in Cambodia: 2021 Annual Report.

<sup>16</sup> Hovell, M. (HALO Trust), 2019. Proposal: Humanitarian Mine Clearance in Cambodia.

technical specialties, insofar as its intensive methodology is especially suited for high density minefields and difficult terrain. Indeed, it is arguable that it is especially able to tackle as this is, in fact, what it does with particular effectiveness. By contrast, it refrains from other approaches (e.g., rats/dogs) which CMAA and others argue is sufficient for areas with less risk. There is room to better embrace diversity within the landmine sector, with different agencies filling different niches. In addition, better coordination between HALO and government in terms of what is acceptable in areas with minor contamination or residual risk would support mine clearance in the country as a whole.

**How does HALO Trust interact with and support MAPUs in its target provinces in the bottom-up planning of demining activities?**

Each province has a MAPU, and all operators including HALO contribute to the annual workplan for that province. HALO also engages in provincial- and local-level priority setting and coordination. There were no reports by anyone – operators, communities, or government – of any overlap or duplication of efforts regarding landmine removal. Field-level stakeholders agree that in this respect, efforts are well-coordinated. Indeed, the problems regarding cooperation at the national level are not evidenced at the local level beyond one dissenting voice in Phnom Penh. MAPUs have a strong network of people to report landmine sightings and



The land beyond the river is riddled in landmines, but lies within K5 so deminers cannot currently operate there.

accidents, with well documented procedures, and HALO responds quickly. At the same time, some MAPUs have been more responsive to HALO's requests for information than others. For instances, lists of target minefields in Battambang have been made available, while lists from other provinces (namely Pursat, Banthey Meanchey and Preah Vihear) have not yet been shared.

**How has HALO Trust led and facilitated the development of a web-based app allowing MAPU, and communities to more easily identify priority tasks at the local and provincial level?**

HALO Trust has advanced the use of the Web-based App for Planning and Prioritization (WAPP) for easy data collection and reporting of incidents. Stakeholders applaud it as handy, useful, convenient, quick, and free of errors and bugs. However, more devices on which to use the app are needed, as some people have to share. With regard to data gathering and sharing, there are no complaints from anyone; HALO is very strong on this.

#### Change Story: Pum Nan, Pursat Province

I am 38 years old, originally from Battambang. I was the third in my family of six children. I moved here thirteen years ago with my husband and three kids, my parents bought land here and left 1 acre to each child, and I bought some more with my earnings. Yes, I like living here! I have a simple life here, although it's very hot.

Where I came from, there were landmines too, just like here. Lots and lots of landmines! I would walk through a minefield to go to school, before it had been a battlefield. Once, I saw one! I was young. The mine, I did not touch it! My father was in an accident, he was digging to plant vegetables. He was injured but luckily it was not so bad. Later, he was smuggling from Thailand, he got shot and now his leg is lame.

I have 3 acres. HALO just started removing mines in that area, unfortunately one pocket of my field has mines. I still risk farming there, because I need to grow more. I felt very glad when I heard that HALO would clear my farm. A team also rents my house, so I earn \$75 a month to host them. I am so happy they are here to help me, and that soon it will be completely safe! My neighbors are happy for me too. When HALO finishes, I will grow some orange trees there!

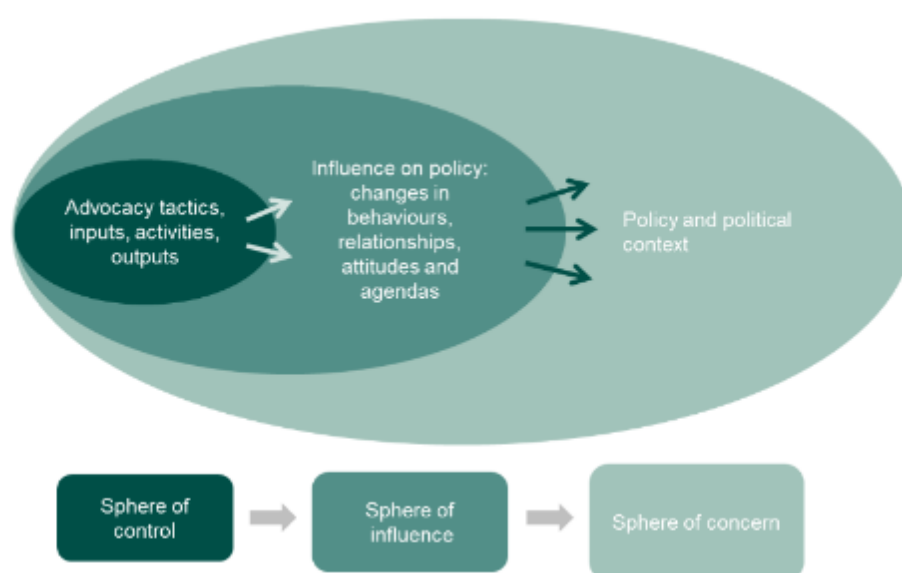


## Recommendations

HALO can be commended and supported for its strong and sound work and contributions to removing landmines in Cambodia since 1991. HALO Trust's strength is its effective, efficient, and technically strong operations. HALO continues to have much to continue to Cambodia's landmine sector going forward.

The chief recommendation for HALO is to **develop a more strategic and judicious approach to advocacy**. In particular, it may be strategic to present HALO as having a value-added position *within* Cambodia's well-functioning national landmine sector (namely, high density, difficult terrain demining), although HALO representatives have expressed reluctance with communicating that it is anything other than a "comprehensive" operator. Regardless, it is important for HALO to **more effectively identify priorities and focus on selected issues and messages**. Cambodia is a sensitive environment, with multiple players holding strongly held opinions and ostensibly contradictory priorities. Better selecting – and focusing on – specific issues and messages would allow HALO to more effectively and constructively engage in dialogue on difficult topics like K5. The diagram below<sup>17</sup> may be helpful in framing a strategic advocacy plan. In addition, **better coordination between HALO and government** in terms of what is acceptable in areas with minor contamination or residual risk would support mine clearance in the country. Meanwhile, the incoming country director might **invest in relationships at the national level**, focusing on similarities rather than differences. Further building on this, it would be strategic for HALO to emphasize and better **demonstrate being a team player** in the Cambodian landmine sector. Meanwhile, it may be helpful to step back from some issues that are *not* priorities and/or unlikely to be won. Developing an **advocacy strategy is ultimately a stepping stone to managing the work of HALO in the short term and exit planning in the long term**.

**DIAGRAM 1: Strategic Advocacy Assessment**



<sup>17</sup> Riesman, Gienapp, & Stachowiak, 2007. A guide to measuring advocacy and policy. Available at: [https://www.betterevaluation.org/en/resources/guide/a\\_guide\\_to\\_measuring\\_advocacy\\_and\\_policy](https://www.betterevaluation.org/en/resources/guide/a_guide_to_measuring_advocacy_and_policy).



In regard to synergies with communities and external stakeholders, there is opportunity to **improve partnerships to enhance post-clearance development benefits**. HALO can consider identifying one or two partners to facilitate sustainable development opportunities in particular locations. In addition, given the environmental impact of demining, **SDC and HALO may be especially well-poised to pilot environmental initiatives**; demining falls within SDC's environment portfolio in Cambodia, and HALO is committed to improving its environmental safeguards globally. Finally, **HALO is encouraged to make its socioeconomic data more widely available to others who may be poised for more in-depth follow-up work**; it can upload on Open Development Mekong (a portal dedicated to sharing data and analysis), and perhaps build stronger bridges with selected development agencies and/or academics. In-depth exploration of land use changes following landmine removal would be rich subject matter indeed for a professor or doctoral student, and this research might help advance post-clearance development pathways.

In terms of management, a priority is **considering long-term sustainability via the lens of exit planning**. While the 2025 target in the Maputo +15 Declaration is aspirational and will not be met, HALO should nevertheless consider how to exit in the medium term, including various scenarios about whether and when non-military operators may be permitted to return to K5. In this context, approaching the demining of K5 should be addressed in terms of when and how returning to it fits in the exit plan. Additionally, exit planning needs to look beyond landmines: it should consider staff anxiety about jobs, and aim to avoid resource disputes among landmine actors as funds diminish. Indeed, there are already signs that some of the tensions within the Cambodian landmine sector may stem from real or perceived insecurity that donors and funding are expiring, and this may have the unintended consequence of agencies feeling in competition with each other for diminishing funds. Current plans regarding staffing and other human resources concerns are welcome, and support the consideration of long-term sustainability. Considering the work of HALO and SDC in this regard will help to promote a smooth wind-down. Exit planning needs to be considered within the landmine sector as a whole and enable smooth transitions.

The project logframe is simple and easy to use, but arguably too facile with key elements missing, especially those which are difficult to measure, such as gender and disabilities, policy engagement and development linkages. We recognize that these 'soft' aims do not lend themselves to neat metrics and SMART indicators, however global trends in M&E best practice allow for leeway in this regard, including qualitative benchmarks. There are many advantages for having a simple and straightforward logframe and indicators, but it can be improved by integrating other key aims and results. It may be worth **articulating a slightly more sophisticated, ambitious, and result-oriented M&E framework** for the next iteration of the program.

Finally, it is recommended that SDC **continue providing funding to HALO** insofar as resources and priorities are aligned. It is worth **considering a partnership with HALO to pilot innovation in environmental safeguards and protection**, given the potential impacts of demining on the environment. In addition, SDC is well positioned to **engage in dialogue** with Cambodian, regional and donor partners on complex questions, including opening K5, decisions about funding, and long-term exit planning.



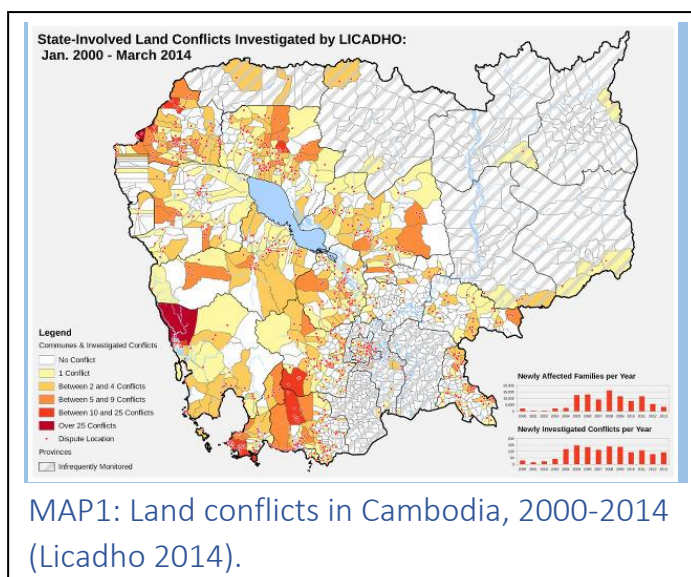
**How can SDC, in its potential next phase of support to HALO Trust, enable mine clearance in the border area to Thailand (K5)?**

The suspension of operations in K5 is a complex and sensitive matter. Due to military sensitivities, K5 has been off-limits for mine clearance, although there is much confusion about *why* it is necessary and *when* access will be restored. There is widespread agreement that demining K5 is urgent and essential if Cambodia is to meet its commitments under the Maputo and Ottawa treaties. **We encourage SDC, HALO, and others to continue sector-wide, high-level dialogue to plan for a return to demining K5,** including subdividing K5 into zones where operations can occur; establishing a special coordination mechanism inclusive of military, border patrol, etc.; and setting a clear timeline for action.



## Annex 1: Complex issues intersecting with the landmine sector in Cambodia: Environment, land tenure, and internal migration

While the most obvious and direct impact of landmines are disability and death, there are also many indirect impacts. Actual or suspected presence of landmines sabotages land values, inhibits individual farming or livelihoods, and deters infrastructure and other investments. Landmines thus compromise economic opportunities; meanwhile the poorest may feel they have no choice but to undertake risky work that places them in grave danger. While one may argue that landmines may offer some protection against environmental degradation, it is an



MAP1: Land conflicts in Cambodia, 2000-2014  
(Licadho 2014).

unacceptably harmful means toward this particular end. Environmental risks associated with demining include vegetation removal, disrupting topsoil, and constructing roads to enable the demining process so that demining operators and equipment can access wilderness areas. The roads present the most alarming risk in the context of Cambodia, insofar as they enable deforestation and other habitat destruction<sup>18</sup>. Meanwhile, sudden post-clearance increases in land value may invite conflicts over land tenure. It is therefore important for landmine removal operations – especially in remote areas – to be undertaken with strong environmental and social safeguards in place.

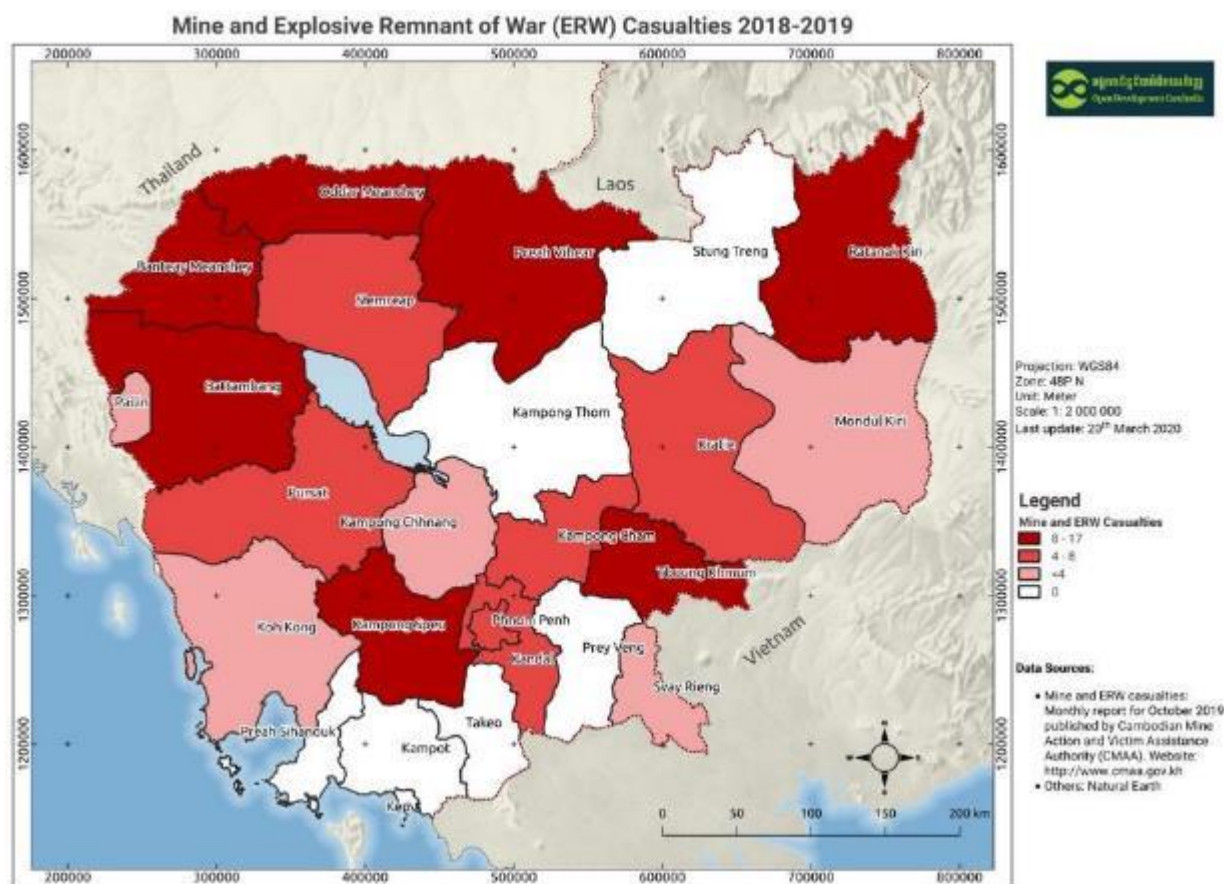
### Map 2: Mine and ERW casualties –

We can see by the map below<sup>19</sup> that the majority of casualties is along the Thai border, which corresponds generally speaking to the K5 bar of landmines.

<sup>18</sup> (Mazumdar 2016) [https://info.undp.org/docs/pdc/Documents/KHM/ESIA%20for%20CFR%20III\\_UNDP%20Final.pdf](https://info.undp.org/docs/pdc/Documents/KHM/ESIA%20for%20CFR%20III_UNDP%20Final.pdf)

<sup>19</sup> <https://data.opendevdevelopmentcambodia.net/en/dataset/mine-and-explosive-remnant-of-war-erw-casualties-2018-2019>



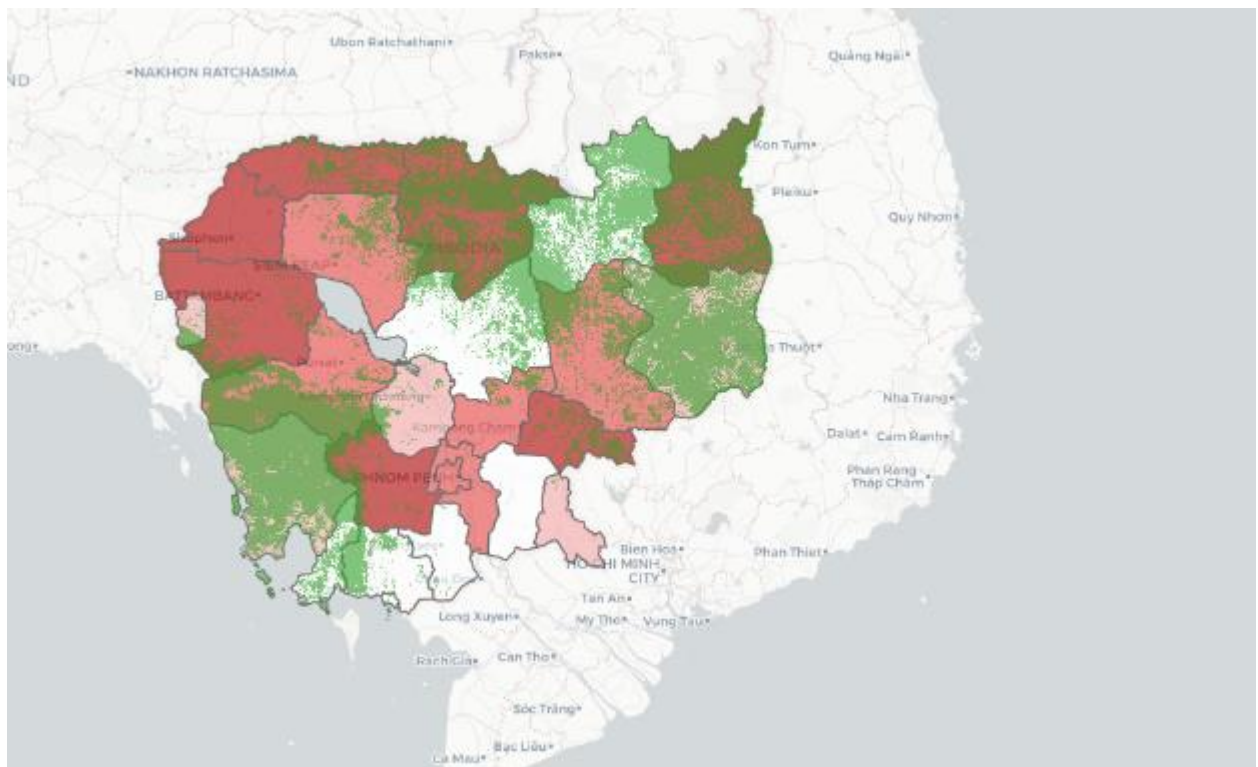


Map 3: Mine and ERW casualties (2018-2019) and Forest Cover (2018)<sup>20</sup>

Map 3 demonstrates that deforestation is currently most characteristic of the corridor in northern/northwestern Cambodia straddling the Thai border. As landmine removal has matured in Cambodia over the past generation, remaining landmines are increasingly concentrated in less-populated areas of the country.

The project proposal details the approach HALO planned to take with regard to the project being evaluated. In addition, it indicates that HALO has a policy not to damage mature trees wherever possible. Follow up with the project team confirms this policy, noting that the Standard Operating Procedures for Manual Mine Clearance includes the following: “chainsaws shall be used to remove trees and deadfall which are too thick for trimmers to cut where it is necessary to conduct clearance. As with trimmers, chainsaws are used when vegetation prevents the Deminer from sweeping his/ her detector or obstructs the safe lane. Trees thicker than 5cm in diameter should not be cut down. Direction of breach lanes may be changed to avoid cutting of thicker trees.” HALO has indicated that this is iterated as part of ongoing training and will be expanded on in HALO’s global environment policy, currently under development. However, within the Cambodia context it is arguable that the chief environmental threat is clearing *pathways* to reach the minefields; any sort of road clearance can enable logging.

<sup>20</sup> <https://data.opendevlopmentmekong.net/odm-short-url/34d2c888-ddc4-47d2-8135-550d133f8944>



Internal migration toward the north and west from land-poor provinces in the south and east is now facilitated by a major road development, including those along the length of the K5. This is increasing demand for agricultural land among rural, low income families, who are consequently disproportionately vulnerable to the impact of mines and ERW as they are compelled to use hazardous land for livelihoods activities. Since 1979, over 65,000 Cambodian men, women and children are recorded as killed or suffering life changing accidents involving mines and ERW.<sup>21</sup>

<sup>21</sup> (from the project proposal document)



## Annex 2: Summary of Key Documents

### *Project Annual Reports 2020 and 2021*

The HALO Trust Annual Reports are organized by project goals and outcomes. The reports from both years indicate, generally speaking, success (and beyond) in meeting annually set targets. The reports also indicate that border areas are the priority, citing continued internal migration by Cambodians to the Thai border. They suggest that this migration has contributed to an increase in casualties compared to 2017 and 2018, despite the clearance of large swathes of contamination and despite an overall decrease. HALO Trust argues that “[t]his highlights the need for continued funding of the humanitarian mine action sector to ensure casualty numbers decrease rather increase as communities grow and develop.”<sup>22</sup> HALO thus targets EORE “at internal migrants and individuals who are new to an area and may not be aware of the location and scale of EO contamination, as well as the risks posed by these items.”<sup>23</sup> However, political sensitivities have impacted HALO’s access to the border.

Access to K5 has been suspended since July 2020 due to border sensitivity with Thailand. Discussions took place in 2021 between CMAA, several demining operators and the Royal Cambodian Armed Forces in an attempt to resolve this issue; however it remains unclear as to when deployment can recontinue. Annual Report 2021 notes that “since activity was suspended, 22 incidents were recorded involving 18 mines and four EO’s, resulting in 26 injuries and eight fatalities.”

### *National Mine Action Strategy (NMAS) 2018-2025*

The NMAS 2018-2025 was developed based on a GICHD recommendation.<sup>24</sup> Its primary objective is to “achieve a mine-free Cambodia, minimize the threat of explosive remnants of war, and ensure that human and socio-economic development takes place safely.”<sup>25</sup> The aim is to clear all known APM areas by 2025, in line with the Maputo +15 Declaration, onto which Cambodia has signed. It outlines how Cambodia will address this issue, as well as residual threats of ERW after 2025. The strategy is divided into two implementation phases (2018-2022 and 2023-2025).

The NMAS 2018-2025 sets out eight strategic goals with 27 objectives. The eight goals are:

- Goal 1: Release all known landmine contaminated areas by 2025;
- Goal 2: Release prioritized cluster munitions contaminated areas by 2025;
- Goal 3: Address the threats from other explosive remnants of war;
- Goal 4: Minimize mine/ERW including cluster munitions casualties, and improve livelihood of survivors and mine/ERW affected communities;
- Goal 5: Contribute to economic growth and poverty reduction;
- Goal 6: Promote regional and international disarmament and cooperation in mine action;
- Goal 7: Establish a sustainable national capacity to address the residual threats after 2025;
- Goal 8: Ensure mine action activities are supported by enhanced quality management system and effective information management, and are gender and environment protection sensitive.

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<sup>22</sup> Annual report 2020

<sup>23</sup> Annual report 2020

<sup>24</sup> NMAS 2018-2025

<sup>25</sup> NMAS 2018-2025

### *MAPUTO +15 Declaration*

The Maputo +15 Declaration was adopted in June of 2014, marking 15 years since the implementation of the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction. 161 parties are bound by this convention, including Cambodia. The Maputo +15 Declaration essentially reaffirms the commitment of all parties to the Convention's norms, with Section 6 of the Declaration stating that the aspiration is "to meet these goals to the fullest extent possible by 2025". These commitments include, among other aspirations:

- Fulfil our obligations to destroy all stockpiled anti-personnel mines and clear all mined areas as soon as possible, mindful that cooperation will accelerate completion of these tasks;
- Increase our efforts to address the needs of mine victims in a concrete manner with the aim of achieving their full, equal and effective participation in society;
- Ensure the involvement of mine victims in our efforts, which will be done in a gender- and age-appropriate manner. The dignity and well-being of survivors, their families and communities will be at the core of our efforts; and
- Strengthen national ownership and capacity, enhance cooperation, and establish partnerships for completion.<sup>26</sup>

### *CMAA Gender Mainstreaming Action Plan (GMAP)*

The CMAA has developed a GMAP to ensure that Cambodia's mine clearing activity addresses the gendered elements of demining. This impacts the implementation of mine clearing activity as well as priority setting. There are six Goals in the GMAP with 18 main activities as follows:

- Goal 1: Prepare a guideline on gender mainstreaming in mine action to ensure equal participation of women, men, girls and boys;
- Goal 2: Build the capacity of officials in CMAA, MAPU, operators and relevant stakeholders to implement the gender mainstreaming in mine action;
- Goal 3: Promote women's participation in research study, planning, prioritization, and mine clearance;
- Goal 4: Ensure women, men, girls and boys victims get equal access to services (emergency, medical care, physical care, psychosocial care, rehabilitation, livelihoods, and legal service);
- Goal 5: Ensure equal participation of women, men, girls, boys, vulnerable and marginalized groups (disabled) in MRE activities; and
- Goal 6: Encourage equal participation and equal representation of women and men in mine action and advocacy activities at all levels.

### *Operational Guidelines on Mine Clearance Operations and Social Development Management*

The first part of this document explains the roles and responsibilities of the Secretariat General of the CMAA, Provincial Board of Directors, Provincial Mine Action Committee, Mine Action Planning Unit, District Mine Action Unit, Local/Communal Authority, Mine Clearance Operators (including HALO), and development partners.

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<sup>26</sup> Maputo 15+ Declaration, 2014. Available at: <https://www.maputoreviewconference.org/fileadmin/APMBC-RC3/3RC-Maputo-declaration-adopted-27Jun2014.pdf>

The second part lays out a workflow and protocols (including standard forms) on:

- Selection of target villages for mine action;
- Meetings of priority communes to organize work plans for mine clearance;
- Coordination before minefield investigation;
- Minefield investigation;
- Provincial and district workshops to select priority minefields to organize annual work plans for mine clearance;
- Participation in the integration workshop in the 3 years investment program at the provincial/district level;
- Provincial workshop;
- Monitoring the implementation of the annual provincial mine action work plan;
- Request for urgent clearance;
- Handover of released land;
- Post-clearance monitoring;
- Provincial mine action meeting;
- Annual provincial mine action meeting.

## Annex 3: Standardized assessment grid

The Tool 7 table of the Terms of reference was used in lieu of an evaluation matrix *per se*. Below is the tool modified for this evaluation.

### Assessment Grid for project/programme evaluations of the SDC interventions

Version: 30.06.2020

**Note:** this assessment grid is used for evaluations of SDC financed projects and programmes (hereinafter jointly referred to as an 'intervention'). It is based on the OECD Development Assistance Committee evaluation criteria.<sup>27</sup> In mid-term evaluations, the assessment requires analysing the likelihood of achieving impact and sustainability. All applicable sub-criteria should be scored and a short explanation should be provided.

Please add the corresponding number (0-4) representing your rating of the sub-criteria in the column 'score':

0 = not assessed

1 = highly satisfactory

2 = satisfactory

3 = unsatisfactory

4 = highly unsatisfactory

Key aspects based on DAC Criteria	Score (put only integers: 0, 1, 2, 3 or 4)	Justification (please provide a short explanation for your score or why a criterion was not assessed)
<b>Relevance</b> <b>Note:</b> the assessment here captures the relevance of objectives and design <i>at the time of evaluation</i> . In the evaluation report, both relevance at the design stage as well as relevance at the time of evaluation should be discussed.		
1. The extent to which the objectives of the intervention respond to the needs and priorities of the target group.	1	Cambodia remains one of the world's most landmined countries, and HALO performs with excellence in landmine removal.

<sup>27</sup> For information on the 2019 revisions of the evaluation framework see: Better Criteria for Better Evaluations. Revised Evaluation Criteria. Definitions and Principles for Use, OECD/DAC Network on Development Evaluation, 2019.



2. The extent to which the objectives of the intervention respond to the needs and priorities of indirectly affected stakeholders (not included in target group, e.g. government, civil society, etc.) in the country of the intervention.	3	Weak ties to development agencies (although contextually understandable). There are strained relations with some actors in the sector.
3. The extent to which core design elements of the intervention (such as the theory of change, structure of the project components, choice of services and intervention partners) adequately reflect the needs and priorities of the target group.	2	Halo specializes in high-density sites in difficult terrain, and the core design of the intervention reflects this. The logframe and indicators could be more nuanced.
<b>Coherence</b>		
4. Internal coherence: the extent to which the intervention is compatible with other interventions of Swiss development cooperation in the same country and thematic field (consistency, complementarity and synergies).	2	Improved demonstration of the development benefits of its work. Limited linkages with development agencies – but context must be considered
5. External coherence: the extent to which the intervention is compatible with interventions of other actors in the country and thematic field (complementarity and synergies).	2	Halo generally demonstrates excellent cooperation at the local/provincial level. Thorough and systematic documenting, reporting, and responding to local-level reports of landmines and landmine accidents. Halo bridges service delivery and policy advocacy and there is opportunity to do so more strategically. Relations with key actors at the national level are strained.
<b>Effectiveness</b>		
6. The extent to which approaches/strategies during implementation are adequate to achieve the intended results.	1	Halo is globally recognized for technical excellence. Halo manages a ‘tight ship’, and performed well even during covid. Halo teams are polite, professional, trustworthy, and responsive. Halo sets a high standard for staff safety.
7. The extent to which the intervention achieved or is expected to achieve its intended objectives (outputs and outcomes).	1	Excellent results from field operations support the effectiveness of the approaches and strategies. Strong performance on meeting targets against a backdrop of a global pandemic suggests both strong and effective management.

8. The extent to which the intervention achieved or is expected to achieve its intended results related to transversal themes.	2	SDC transversal themes are gender equality, good governance and climate change adaptation / disaster risk reduction. HALO shows strong commitment to gender. In terms of good governance, HALO voices a valid and important dissenting perspective in the landmine sector, and it is arguably healthy for Cambodia's hybrid democracy to include a wider range of viewpoints within policy discussions. There is, however, opportunity for HALO do so more strategically and constructively. There is limited overlap with landmine removal and climate change adaptation and disaster risk reduction <i>programming</i> , although it is arguable that landmine removal <i>is</i> DRR.
<b>Efficiency</b>		
9. The extent to which the intervention delivers the results (outputs, outcomes) cost-effectively.	0	This evaluation was not resourced to conduct independent cost-benefit analysis, especially given that efficiency and cost-effectiveness are complicated matters. However, Halo has clean audits.
10. The extent to which the intervention delivers the results (outputs, outcome) in a timely manner (within the intended timeframe or reasonably adjusted timeframe).	1	Covid has confounded program operations worldwide, in all sectors. Halo has managed responsibly, and efficiently.
11. The extent to which management, monitoring and steering mechanisms support efficient implementation.	1	Halo has very thorough and systematic financial and operational reporting systems in place with no evidence of problems. Logframe and indicators can be more nuanced.
<b>Impact</b>		
12. The extent to which the intervention generated or is expected to generate 'higher-level effects' as defined in the design document of the intervention.  <b>Note:</b> when assessing this criterion, the primary focus is the intended 'higher-level effects'. In the event that <i>significant</i> unintended negative or positive effects can be discerned, they must be specified in the justification column, especially if they influence the score.	1	Halo is achieving the impact identified in the logframe: Improved livelihoods and casualty reduction in vulnerable rural communities in Cambodia. Halo is removing landmines, enabling development, delivering mine risk education and supporting community-led prioritization and planning.
<b>Sustainability</b>		
13. The extent to which partners are capable and motivated (technical capacity, ownership) to continue activities contributing to achieving the outcomes.	0	N/A. Halo is a direct service delivery agency

14. The extent to which partners have the financial resources to continue activities contributing to achieving the outcomes.	0	N/A. Halo is a direct service delivery agency
15. The extent to which contextual factors (e.g. legislation, politics, economic situation, social demands) is conducive to continuing activities leading to outcomes.	2	Cambodia has a strong national landmine sector. Chief contextual constraint is the ban on demining the K5 belt. Halo managed covid challenges responsibly and effectively. Strained relations inhibits effective problem-solving. "Sustainability" can and should be better understood as exit planning as Cambodia reaches toward landmine eradication.
<b>Levels of Cooperation</b>		
16. How does HALO Trust support CMAA's efforts to correctly target and prioritize mine clearance tasks?	2	Prioritization processes are thorny in Cambodia, and there are differences of opinion in regard to "correct" targeting. An unresolved question is whether "correct" prioritization refers to HALO itself, or the landmine sector as a whole. There is opportunity to diffuse tensions. HALO does fully participate in coordination and reporting processes led by CMAA.
17. How does HALO Trust interact with and support MAPUs in its target provinces in the bottom-up planning of demining activities?	2	Strong relations between Halo and counterparts at local/provincial level.
18. How has HALO Trust led and facilitated the development of a web-based app allowing MAPU, and communities to more easily identify priority tasks at the local and provincial level?	1	WAPP is popular.

Additional information (if needed): [Click here to enter text.](#)

Title of the intervention: HALO Trust Mine Clearance Project Phase 1 (2020-2022)

Assessor(s): Colleen McGinn

Date: June 2022

## Annex 4: List of interviewees

- ASEAN Regional Mine Action Center: HE Prum Suonpraseth and Arceli Knaik
- Cambodian Mine Action Center: HE Heng Rattana and HE Um Phumro
- Cambodian Mine Action and Victims Assistance Authority: HE Prum Sophakmonkol, HE Tep Kallyan, Tan Sara
- Embassy of Germany: Angelika Stauder
- Embassy of the United Kingdom: Tina Redshaw
- Halo Trust: Lasha Lomidze, Claire Fearn, John McKellar, TRY Sophal, Nhong Bona, Ta Kriem, Chhith Samorn, Nhim RiNa, Ny Ra, Smann Makara, Chan Tbol, Um Sarith, Pav Saruon, Miles Hawthorn, Patrick Haigis, others
- Irish Aid: Seann Farrell and Thuy Nguyen
- Norwegian People's Aid: Rune Kristian Dale-Andresen
- Subnational Government Authorities: Nham Suen, Um Miet, Mien Nop, Naoum Chhayroum
- Swiss Development Cooperation: Markus Bürli and Hem Sovannarith
- United National Development Program: Tong Try
- United States Department Bureau of Political-Military Affairs: John Millicevich and Geary Cox,



## Annex 5: Interview Guide

### Introduction

Interviewing is a *skill* - not a questionnaire – and this guide should be used to prompt a conversation with a local stakeholder. You can and should focus on whatever aspects of the research that the interviewee is most knowledgeable about.

In most cases, the best interviews begin by simply asking the interviewee to tell the story of their experiences. As the story progresses, ask follow-up questions or probes which prompt them to ‘unpack’ issues and insights that are most germane to this evaluation, i.e., the relevance, coherence, effectiveness, efficiency, and sustainability of HALO Trust’s SDC-funded workstream in Cambodia.

The grid below presents research questions from the TOR, with guidance on which stakeholders are likely to have the most insight on which topic. The grid shows *formal research questions*, however they can and should be “translated” into conversational, everyday language, and questions should be tailored to the speaker’s role. It is not possible to prepare an exact list of questions for each and every interview, but the grid below can be used as a prompt. Please note that the ‘X’ on the grid marks which sub-questions are most relevant to various audiences, but they can and should be used flexibly.

The interview guide should not be shared with the participants ahead of time unless they ask for it. A spontaneous conversation is better.

### Example Opening Comments

My name is \_\_\_\_\_ and I am doing a study . This is an interview about your experiences working with HALO Trust. You do not need to tell us every single detail, so feel free to focus on whatever you feel is most important for us to know, and we may ask some follow-up questions if there is anything more I really want to learn from you.

The purpose of these interviews is to gather stories and insight about whether and how different people have participated in the HALO Trust project and process. I am also interested in what advice you have about how HALO Trust and its funder SDC can improve their work going forward.

This interview will be used as research data for an evaluation of HALO Trust’s performance, and to inform recommendations for future work by HALO Trust and SDC. The interview should last around 45-60 minutes.

### Mandatory: Informed Consent Discussion

Before we begin, I want to make sure that you understand the research, and your role and rights. I work for ISET International, an independent NGO from USA which is leading this research. May aim is to identify what it is doing well – and also not so well – surrounding HALO Trust’s work in Cambodia. This evaluation will help decision-makers at HALO Trust and SDC guide the work going forward. Your participation in the study is entirely up to you, and if you don’t want to speak to us, no problem.

You can also end the interview at any time, and if there are questions that are making you feel uncomfortable, we can simply change the subject.

I will be taking detailed notes, and share them with my colleagues at ISET. We will *not* under any circumstances share them with HALO Trust, SDC, or other decision-makers. If we use quotes or examples in our report, we will not use your name and we will make sure that any identifying details are masked.

There is no direct benefit to you for participating in the study, but we are hopeful that your input will help us understand HALO Trust's strengths and weaknesses, and your views will influence the evaluation findings and recommendations.

If you have any complaints or questions about the interview or the study, you may contact Colleen McGinn directly at [colleenmcginn@hotmail.com](mailto:colleenmcginn@hotmail.com), or Telephone / WhatsApp/Telegram: +855 92 948 353.

Formal Research Questions (directly from TOR)	Possible Interview Questions (research questions “translated” into conversational speech)	Phnom Penh Stakeholders	HALO Trust	Province Authorities	Villagers/Beneficiaries
<p>1. The extent to which the objectives of the intervention respond to the needs and priorities of the target group.</p> <p>Objective 1: To make safe land available for agriculture and infrastructure development in poor rural communities, in particular border communities expanding through internal migration.</p>	<p>Are HALO Trust’s operations making the areas that they work in safer? Obviously, landmines are dangerous, but are they doing a good job technically? How about in strategy, targeting, choosing the right places to prioritize?</p> <p>Aside from improving safety, what are the development benefits from landmine removal? For example, agriculture and infrastructure.</p> <p>What people are benefitting most from landmine removal? Why?</p> <p>There is a lot of migration in Cambodia these days. How does landmine removal affect this?</p> <p>Are there any problems regarding landmine removal operations? Tell me about that.</p>	X			

<p>1. The extent to which the objectives of the intervention respond to the needs and priorities of indirectly affected stakeholders (not included in target group, e.g. government, civil society, etc.) in the country of the intervention.</p> <p><b>Objective 2:</b> To reduce casualties by provision of Risk Education and removing mines and other Explosive Remnants of War (ERW) where they pose the greatest threat.</p>	<p>Tell me about the Risk Education aspects of HALO Trust's work. How is it going?</p> <p>Can you tell me any examples/evidence that Risk Education is making people and communities safe?</p> <p>Is HALO Trust focusing on mines etc in the places where there is the greatest threat? How so?</p> <p>Do you think HALO Trust is really focusing on the areas with the most landmines? Why or why not?</p>	X			
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<p>2. The extent to which the objectives of the intervention respond to the needs and priorities of indirectly affected stakeholders (not included in target group, e.g. government, civil society, etc.) in the country of the intervention.</p> <p><b>Objective 3:</b> To support participatory planning and prioritization of mine clearance activities to ensure effective mine clearance and post-clearance land use.</p>	<p>How does HALO Trust fit into the landmine removal landscape in Cambodia?</p> <p>HALO focuses on the areas with the most landmines, rather than areas that are most populated. Does this make sense to you? Does it complement the work of agencies that prioritize differently?</p> <p>Is HALO Trust a ‘team player’? How so?</p> <p>How do local communities participate in the HALO Trust program? Including: reporting of incidents/evidence of contamination, safety education, releasing/launching land that has been declared safe, and any post-clearance land use?</p>	X	X	X	X
<p>3. The extent to which core design elements of the intervention (such as the theory of change, structure of the project components, choice of services and intervention partners) adequately reflect the needs and priorities of the target group.</p>	<p>Does HALO Trust’s strategy make sense to you? Does it go to the right places? Why or why not?</p> <p>HALO Trust has a particular niche within landmine actors in Cambodia. Do you think that it complements the other work in the country? Why or why not?</p>	X	X	X	

4. Internal coherence: the extent to which the intervention is compatible with other interventions of Swiss development cooperation in the same country and thematic field (consistency, complementarity and synergies).	How does HALO Trust and landmine removal work fit into Swiss development cooperation priorities in Cambodia?	X			
5. External coherence: the extent to which the intervention is compatible with interventions of other actors in the country and thematic field (complementarity and synergies).	How does HALO Trust and landmine removals fit into Cambodian government policies and priorities?	X	X	X	
6. The extent to which approaches/strategies during implementation are adequate to achieve the intended results.	Does HALO Trust's approach seem strong and sound? Why or why not? What can be improved?	X	X	X	
7. The extent to which the intervention achieved or is expected to achieve its intended objectives (outputs and outcomes).	Tell me about the quality of HALO Trust's work. Is it of high technical quality? It achieving its aims? Why or why not?	X	X	X	X
8. The extent to which the intervention achieved or is expected to achieve its intended results related to transversal themes.	How are SDC's cross-cutting themes reflected in HALO Trust's work?  What are the development benefits that 'spin off' from landmine removal?	X			X

9. The extent to which the intervention delivers the results (outputs, outcomes) cost-effectively.	<p>Do you think HALO Trust delivers value-for-money? Why or why not?</p> <p>Landmine removal operations are always very expensive. How does HALO Trust keep costs down without compromising quality?</p>	X	X		
10. The extent to which the intervention delivers the results (outputs, outcome) in a timely manner (within the intended timeframe or reasonably adjusted timeframe).	Is HALO Trust prompt and well-organized? Does it make a realistic workplan and keep to its schedule?	X	X	X	X
11. The extent to which management, monitoring and steering mechanisms support efficient implementation.	Are you satisfied with HALO Trust's management in Cambodia? Why or why not?	X	X	X	X
<p>12. The extent to which the intervention generated or is expected to generate 'higher-level effects' as defined in the design document of the intervention.</p> <p><b>Note:</b> when assessing this criterion, the primary focus is the intended 'higher-level effects'. In the event that <i>significant</i> unintended negative or positive effects can be discerned, they must be specified in the justification column, especially if they influence the score.</p>	<p>What are the most important ways that landmine removal delivers development benefits?</p> <p>What does HALO Trust do within its program to enhance the development benefits of landmine removal?</p>	X	X	X	X

13. The extent to which partners are capable and motivated (technical capacity, ownership) to continue activities contributing to achieving the outcomes.	What do you think of the quality and professionalism of HALO Trust, both technically and in terms of management?	X	X	X	X
14. The extent to which partners have the financial resources to continue activities contributing to achieving the outcomes.	Does the HALO Trust budget make sense? Are resources aligned with ambitions?	X	X		
15. The extent to which contextual factors (e.g. legislation, politics, economic situation, social demands) is conducive to continuing activities leading to outcomes.	How well are the institutional arrangements surrounding landmines working in Cambodia? Why or why not?  What are the strengths and weaknesses of the legal/policy framework in Cambodia? How about the players involved?	X	X		
16. How does HALO Trust support CMAA's efforts to correctly target and prioritize mine clearance tasks?	How is cooperation going between HALO Trust and CMAA? Do you have any suggestions for improvement?  How does Switzerland cooperate with other players re: landmines and UXOs in Cambodia? Do you have any suggestions for improvement?	X	X		
17. How does HALO Trust interact with and support MAPUs in its target provinces in the bottom-up planning of demining activities?	How does HALO Trust cooperate with the MAPUs? Do you have any suggestions for improvement?  Do you think that demining planning is more top-down, or bottom-up? Why do you think that? How could participation be improved?	X	X	X	

<p><b>18.</b> How has HALO Trust led and facilitated the development of a web-based app allowing MAPU, and communities to more easily identify priority tasks at the local and provincial level?</p>	<p>Tell me about the web-based app for MAPU and communities to identify priorities. How is it working?</p> <p>Do you think that the app has helped identify priorities at the local level? How about at the provincial level? Why or why not?</p>	X	X	X	
<p><b>19.</b> Identify key lessons learned from the project, which can be effective for SDC to direct fund for the next phase</p>	<p>What are your top 3 recommendations (aside from more money) for HALO Trust in the next phase of its work here?</p> <p>How about recommendations to SDC (aside from more money)?</p> <p>Are there any unintended consequences or problems from the HALO Trust work? Landmine removal can harm the environment, for example. What can be done about that?</p>	X	X	X	X
<p><b>20.</b> How does HALO Trust work with development organisations, providing support to communities living in demined areas (focus on organisations also supported by SDC: RECOFTC, World Vision...)?</p>	<p>Does HALO Trust cooperate with other SDC-funded development NGOs in Cambodia? How so?</p> <p>Do you think that it's a good idea for HALO Trust and other SDC-funded NGOs to work together more, or are there other priorities?</p>	X	X		
<p><b>21.</b> How can SDC, in its potential next phase of support to HALO Trust enable mine clearance in the border area to Thailand (K5)?</p>	<p>How can and should HALO Trust expand its work further in the K5 border area?</p> <p>Is there anything it should <i>avoid</i> doing?</p>				



## Annex 6: Schedule of Field Visit and Map of Travel Route

Date	Time	Activity
28-Mar	15:00 – 16:00	Arrive in Siem Reap, receive Programme briefing
29-Mar	08:00 – 11:30	Meet with key HQ staff
	11:30 – 15:00	Travel to EORE session (near KRG)
	15:00 – 16:00	Attend an explosive ordnance risk education (EORE) session
	16:00 – 16:30	Travel to Kam Rieng
30-Mar	07:30 – 08:00	Location brief, tour of location departments
	08:00 – 08:30	Travel to meet with a non-technical survey (NTS)/Explosive Ordnance Disposal (EOD) team
	08:30 – 09:30	Observe NTS/EOD activity
	09:30 – 11:30	Travel to Samlout
	11:30 – 12:00	Minefield and safety briefing
	12:00 – 13:00	Visit Ou Krouch minefield in Samlout
	13:00 – 14:00	Travel to Phnum Rai village
	14:00 – 15:00	Meeting with beneficiaries
	15:00 – 16:00	Travel to guest house in Samlout
31-Mar	07:30 – 08:00	Travel to local authorities offices
	08:00 – 10:00	Meet with local authorities
	10:00 – 12:00	Travel to Battambang
	12:00 – 15:00	Meet with MAPUs
	15:00 – 15:30	Travel to accommodation in Battambang
01-Apr	07:30 – 09:00	Travel to minefield in Pursat
	09:00 – 09:30	Minefield briefing
	09:30 – 11:00	Visit minefield and speak with HALO operations staff
	11:00	Return to Phnom Penh

Map: Travel Route

