

## MINE ACTION AND CASH-BASED INTERVENTIONS TIP-SHEET

Mine action programming reflects the understanding that crisis-affected communities facing the risk of land mines and other ERW, require assistance that extends beyond mine clearance activities. These communities face protection risks, inhibited access to services, reduced options for safe livelihoods, and depressed economies. This tip-sheet includes suggestions on when and how Cash-Based Interventions (CBI's) can be used as an assistance modality to mitigate protection risks and enhance protection benefits.

### TERMINOLOGY

Cash based intervention (CBI): Refers to the provision of assistance to individuals, groups or communities through cash and vouchers, and is an alternative modality to doing in-kind distribution or direct service provision. CBI's are not a programme, they are a modality that helps to achieve programmatic results (such as enabling populations to meet basic needs, assist with livelihoods recovery, or improve access to services). CBI's are used when target populations are facing an issue of **accessibility** to goods and services due to insufficient income/money and other barriers that limit their access. When a market is well-provisioned and can scale-up its supply when faced with increased demand, CBIs might be the preferred intervention modality because they inject money into the local economy, and provide the dignity of choice to target populations. If a population is facing an issue of **availability** of **quality** goods and services however, provision of cash or vouchers may cause inflation due to insufficient supply. In this case, in-kind, or a combination of CBI and in-kind may be required for the initial stages of response until the local economy can support a large cash-influx. Considerations and preferences of affected population should play a prominent role in the design of CBI.

Conditional versus Unconditional: Refers to whether a condition must be met before a beneficiary may obtain the cash or voucher. Examples of conditions that may be applied include work (cash for work), attendance at a training, bringing children for doctor's checkups, instalments for livelihoods grants being provided upon proof of proper expenditure of previous instalment, and disarmament.

Restricted versus Unrestricted: Refers to how the money can be spent. Unrestricted means that it can be spent on whatever the beneficiary wishes. Restricted grants are typically provided through vouchers, which limits the expenditure to a specific place (eg. only at selected grocery stores), or a commodity (a voucher worth x kg of rice), or a cash value (a voucher worth x money to be spend at participating retailers). Restricted CBIs are usually adopted when the program requires that the cash be spent on a specific commodity or service, however this commodity or service is not the highest priority of the target population. Unrestricted cash grants (that can be spent on anything), will usually be spent on a household's most urgent unmet need. If your program requires cash to be spent on a specific service or commodity that is not considered a top priority by households, use vouchers to restrict expenditure.

Cash delivery mechanisms: Refers to the delivery mechanism of how the beneficiary will receive the cash/voucher. Mechanisms include cash envelopes, bank cards, electronic vouchers, distributions through 3<sup>rd</sup> party service providers, mobile banking etc. Key considerations when selecting the cash transfer mechanism include local availability of services, distance to services, access (including safety) of beneficiaries to services, costs, speed and ease of set-up, speed and ease of making changes, and intended duration (one delivery versus regular instalments).

## KEY MESSAGES

- Mine Action includes demining (non-technical and technical survey, marking and fencing, clearance and land release, Mine Risk Education (MRE), victim assistance (consisted of emergency and ongoing medical care, rehabilitation, psycho-social support and socio-economic inclusion) and stockpile destruction.
- Do not assume that CBI's are not suitable modality to be used in Mine Action programming. Use evidence base to inform your decision.
- There are multiple forms of Cash-Based Interventions, ranging from Multi-Purpose Grants, restricted, unrestricted, conditional and unconditional cash transfers and vouchers, cash and vouchers for assets and trainings, to cash for work and social protection safety nets. The programme outcome to be achieved, safety and economic conditions in local context and preferences of affected population should guide the selection of a particular type of CBI, either alone or in combination with complementary programming. For advice on whether economic conditions are favourable to use CBI's as a programming modality in a specific context, reach out to your local Cash Working Group for guidance.
- Even if an economy cannot support a CBI modality at the beginning of the programme, as roads improve and access to market improve, the economic conditions for implementing CBI will become more favourable.
- Do no harm: If the local economy can support a CBI modality, however the choice is made to ship large quantities of commodities into an area in-kind, this may result in the program cutting demand for locally available goods.
- When selecting cash delivery mechanism, considerations must be given regarding access for persons living with disabilities, including land mine survivors with mobility, sight or hearing impairments as well as survivors suffering from mental health issues. Reflect it in the design of your accountability mechanisms, ie community feedback and complaint. It is not disability itself that makes people vulnerable but the barriers to access that they face. These barriers are usually context-specific and part of lived experience of persons with disabilities, so work with them, and not just for them, to identify these barriers.
- Mine clearance capacity often cannot meet demand, leaving mine/ERW affected communities to cope with explosive hazard risk that threatens their livelihoods and subsequently, their lives and limbs. For those people who have an accident with a mine/ERW and survive, generating income tends to be priority. Once communities have been cleared of mine/ERW, subsequent support is often required to restore environment and lives of people affected by crisis. Applying human-centred approach helps shifting attention to people, their livelihoods, their choices and preferences from the focus on mine clearance only.

## THE EVIDENCE SHOWS THAT:

- Intentional mine/ERW risk taking behavior is often motivated by livelihood pressures. Economic necessity and lack of alternative income opportunities may lead to collection of unexploded ERW, which subsequently are neutralized by the villagers themselves and then sold as scrap metal with extracted explosives used for example, for fishing. This puts them at risk of a mine/ERW accident. Prohibiting scrap metal collection might have a counter-effect, ie force the trade underground and likely increase the risks to people that are already vulnerable in the face of serious livelihood challenges. CBI may facilitate alternative mine/ERW safe livelihood strategies, thereby reducing mine/ERW risk taking behavior. be an appropriate modality a to respond to and mitigate these protection risks through tailor-made approach.

“Effective and locally-owned MRE is not sufficient to encourage them [local residents] to stop high risk behaviors. As a result, there is increasing recognition of the need for new approaches to reducing risk. These should be linked to livelihood assistance and enterprise development opportunities, to discourage risk-takers and provide them with other livelihoods.” Geneva International Centre for Humanitarian Demining (GICHD) quoted in Crini V., “Handicap International’s risk education challenges”, *Journal of ERW and Mine Action* 16:3 (2012), p. 19, accessed at <http://www.jmu.edu/cisr//journal/16.3/>

- Lack of job opportunities in areas affected by armed insurgency may lead to people (especially youth) getting involved in armed group activities and therefore creating additional explosive contamination and risks for communities. Ensuring that these vulnerable groups have access to job opportunities is a key preventive measure.
- Securing a livelihood is a priority for mine/ERW survivors, as well as for families of people injured and killed. Given that victim assistance is guided by the principle of non – discrimination, other people with injuries and disabilities, as well as other people who are vulnerable should also benefit from assistance provided.
- Combining CBI with other types of programming and appropriate services might result in more sustainable protection impact that goes beyond the duration of cash transfer.
- Demining of main transport routes will most likely result in post-crisis market-integration which in turn is likely to change patterns of economic activities in affected areas, i.e. the market will extend to previously remote areas, increase the flow of consumables and expand cash needs and aspirations.

## PROGRAMME STRATEGY CONSIDERATIONS

- a. Cash in Needs Assessment and Analysis
  - Programmatic assessment of needs of affected population, how UXOs/ERW impact upon their daily lives, safety & perceptions, and how risks may be exacerbated due to vulnerabilities and limited access to income. This stage is not linked to the decision making of using CBIs.
  - After understanding what the needs are, assess why they need what they need; availability issues? Access due to insufficient funds? Access due to other issues?
  - Either immediately or as part of a separate exercise follows market assessment, cash delivery service provider mapping.
- b. Cash in Strategic Planning
  - The decision on the type of programming to implement (livelihood, basic needs, service provision), is not linked to the decision to use cash.
  - Once the decision is made on the programmatic priorities, the decision is made for each location on whether this assistance should be provided through in-kind, cash, service provision or a combination of the modalities. One program may use multiple different assistance modalities in different locations depending on the local economy and context.
- c. Cash in Resource Mobilisation
  - Include calculations of extra administrative staff, include start-up costs (such as buying the bank cards), consider price of commodities in remote locations (may be more expensive than estimates made in big cities), and incorporate planned transaction costs.
- d. Cash in Implementation and Monitoring
  - If a CBI program is implemented to facilitate access to commodities, plan for price monitoring to ensure that the program does not cause inflation due to demand being higher than supply.
  - Monitor the safety, access, and ease of use of the CBI. Potentially plan for information sessions if it is an unfamiliar technology to the local population.
  - Work in multi-functional / multi-sectoral teams when designing, implementing and monitoring CBI, including cash officers, protection, health practitioners, education, SGBV, livelihood specialists, social and community workers, engineers. Multi-functional teams bring together different professional expertise, skills and functions that enable comprehensive analysis and consensus on common goals, outcomes and approaches.

## MINE RISK EDUCATION (MRE)

- There is a relationship between MRE, poverty, protection risks and protection outcomes for children and CBI. Children of families living in poverty have an increased risk of dropping out of school (where MRE is generally conducted for children) and engaging in hazardous livelihood strategies, including work in mine/ERW affected areas, which further exposes them to being at risk of mine accident. Identifying and including these families in CBI might help reduce risks of hazardous work for their children and assist them in ensuring basic needs are met in a sustainable manner so that children can attend school.
- Prior to designing MRE, explore risk perceptions among affected population relevant to Mine Action and their relation with socio-economic system at micro, meso and macro level. Probe the community to rate and prioritise risks they face (even if they are temporal) to understand prevalence of some local practices having detrimental protection impact.
- Explore local risk reduction strategies among different socio-economic groups. What are the pragmatic responses these groups formulate in order to reduce their economic, social and political vulnerability?
- Identify thresholds when risk-taking behaviour decreases or stops among different socio-economic groups.
- Explore patterns of ownership and use of landed property and other resources, livelihood and income generation systems, socio-political organisation to understand motivations for risk-taking behaviours.
- Apply Age, Gender, Diversity approach to gauge the perceptions. Women, men, boys, girls and other groups might have different perceptions and risk management strategies.
- Labour division may vary across different socio-economic groups. Do not assume that only women or men or only girls or boys conduct certain livelihoods or household activities, as this might vary across social groups, geographical locations and individual families. Develop thorough gender and diversity analysis as a prerequisite of MRE and to better understand opportunities for and barriers to meaningful participation in MRE activities.
- Explore economic barriers to meaningful participation in MRE activities and consider appropriateness of cash for training or other form of CBI.

“Returning to school is vital to the socio-economic inclusion and psychosocial recovery of child survivors. Survivor assistance programs play an important role in promoting inclusion and access to education for children with disabilities. Survivors are often denied education because of issues ranging from transportation difficulties and inaccessible classrooms to the additional burden of educational costs on families with considerable medical expenses. For older adolescents, vocational training and income-generation opportunities can be crucial to socio-economic inclusion, and yet programs strengthening their economic standing seldom consider adolescent age and gender.”

Eke A., “Adapting survivor assistance to the needs of child survivors”, *Journal of ERW and Mine Action* 17:3 (2013), p. 15, accessed at <http://commons.lib.jmu.edu/cisr-journal/vol17/iss3/5>

## VICTIM ASSISTANCE

- Victim assistance concerns mine/ERW casualties, survivors and indirect victims, as such, from a CBI perspective, there are clear links with disability and vulnerability due to the guiding principle of non – discrimination. This implies that CBI interventions should be considered in mine/ERW affected areas, or in those areas that have recently been cleared from mine/ERW or been released for safe use, and should target survivors and other persons with disabilities, as well as indirect victims (including family members of people killed) and other vulnerable persons. Close collaboration with mine action actors is as such necessary to obtain information about the victims in terms of gender, age and geographical location.
- Disability in itself does not always equate vulnerability, so look at how disability impacts on the vulnerability of individual and their household, ie factor it into the assessment and targeting process. For instance, one of the strongest indicators of how disability impacts on vulnerability includes household expenditure vis-a-vis income.
- When healthcare services are available, assess whether victims have access to required physical and mental health services. In situations where barriers to access include insufficient income, vouchers for medical visits,

prescription medicines, and rehabilitation services will facilitate access and ensure that the CBI expenditure is aligned with programmatic priorities. If a programme outcome aims to ensure that victims regularly access services to improve physical and mental health outcomes, making CBI's conditional on attendance at appointments might result in increased attendance rates and improved health outcomes for beneficiaries.

- Explore local perceptions and understandings of disability, including differences in perceptions between different forms and the origin of the impairment. For instance, in many contexts, children born disabled may be associated with negative stereotypes. Although disabled war veterans or mine survivors may be less exposed to social stigma, levels of their social inclusion may vary because of limited participation in workforce, particularly in agrarian societies which usually require intense labour.
- Apply Age, Gender, Diversity approach to gauge the perceptions. Women, men, boys, girls and other groups living with disability might have different experiences and face different barriers to assistance. Their standpoints shall inform the victim assistance approach. For instance, in some contexts, women injured by mines may be at heightened risk of divorce and abandonment by their spouses which may subsequently lead to stigma as a single female, economically responsible for their households with additional set of socio-economic challenges.
- Explore community-based support systems, labour division, roles and responsibilities of disabled members of society at micro, meso and macro level and build the victim assistance approach on that.
- Make your programme accessible to mine survivors and persons living with other forms of disability. If consultation and sensitisation do not take into consideration hearing or visual impairments but focuses on physical impairments only it may mitigate the uptake of beneficiary registration into programme.
- Utilising locally available human resources, services and opportunities is of the utmost importance. Explore existing mine survivors support organisations and networks and how they can be supported through CBI.
- A programme that supports mine survivors through tailor-made and context-specific cash intervention can address economic exclusion people with disability may usually face, ie through Multi-Purpose Cash, cash grant to start own enterprise, cash or voucher for vocational training, purchase of income-generation assets or alike.
- Do not assume that persons living with disability cannot work. Impairment itself may not always be the main obstacle in leading functional life. Cash for work programmes can encourage inclusion of persons living with disability in a workforce if they are meaningfully involved in the design of the programme and their preferences on tasks are taken into consideration.

“Yim Samon had learned carpentry skills before a mine took his right hand. Once recovered, he decided to use his carpentry skills to make a living and adapted his tools so they could be tied to his arm. However, his neighbors did not use his services. Therefore, he supplemented his revenue (and that of his growing family) by farming. Despite the challenges, Samon continued working in carpentry and became more competitive after receiving business training through the TIGA [livelihoods] project. At the same time, awareness activities on the rights and capacities of persons with disabilities were launched. After a while, the community acknowledged the quality of Samon’s work and his honesty, and he is now a respected carpenter.”

Muñoz W., “Victim assistance and Inclusive livelihoods”, *Journal of ERW and Mine Action* 15:2 (2011), pp. 1-6, accessed at <http://www.jmu.edu/cisr//journal/15.2/>

## CLEARANCE

- Consider implementing integrated programmes that do not focus solely on mine clearance but have a holistic and sustainable approach. Consider, for instance a joint programming which integrates elements of livelihoods (including unconditional cash transfers), community safety, youth engagement, mine/ERW risk education and aims to promote stability and strengthen resilience among those affected by conflict and displacement.
- Mine clearance can contribute to providing solutions and remedies for displaced persons. For instance in Colombia, mine action and Land Restitution Unit of the local government joined hands to ensure that areas prioritised for restitution to returning IDP's are clear of mines. Integrated programming that includes elements of mine clearance and infrastructure rehabilitation (including housing) through conditional (cash for work),

unconditional or other forms of cash transfers and is closely coordinated with entities responsible for organised IDP return can strengthen the likelihood of sustainable solutions.

- The safety of the people, including affected population, should take precedence. Prior to establishing any activities that may bring beneficiaries into an area, the location and surrounding areas must have a threat and explosive hazard risk assessment carried out. If structures are to be built or anything driven into the ground, a surface and sub-surface search should be conducted and the area signed over to appropriate authorities or organisations prior to starting activities.

## SELECTED RESOURCES ON CBI AND PROTECTION IN MINE ACTION

- ADCAP Minimum Standards for age and disability inclusion in humanitarian action (2016), accessed at [https://www.cbm.org/article/downloads/54741/Minimum\\_Standards\\_for\\_Age\\_and\\_Disability\\_Inclusion\\_in\\_Humanitarian\\_Action.pdf](https://www.cbm.org/article/downloads/54741/Minimum_Standards_for_Age_and_Disability_Inclusion_in_Humanitarian_Action.pdf)
- IFRC, Handicap International and CBM, All under one roof: disability inclusive shelter and settlements in emergencies (2015), accessed at [http://www.ifrc.org/Global/Documents/Secretariat/Shelter/All-under-one-roof\\_EN.pdf](http://www.ifrc.org/Global/Documents/Secretariat/Shelter/All-under-one-roof_EN.pdf)
- UNHCR-WRC, Guide for protection in cash-based interventions (2015), accessed at <http://www.cashlearning.org/downloads/erc-guide-for-protection-in-cash-based-interventions-web.pdf>
- CaLP, Handicap International, As the movement for cash transfer programming advances, how can we ensure that people with disabilities are not left behind in cash transfer programming for emergencies?, accessed at <http://www.cashlearning.org/downloads/cash-disability-calp-hi.pdf>
- Victim assistance Fact Sheets: How to implement victim assistance obligations?, Handicap International (2013), accessed at [http://www.hiproweb.org/fileadmin/cdroms/VictimAssistance/Fact\\_Sheets/Hi-FactSheets-HD.pdf](http://www.hiproweb.org/fileadmin/cdroms/VictimAssistance/Fact_Sheets/Hi-FactSheets-HD.pdf)

## SELECTED RESOURCES ON CBI IN GENERAL

- The Cash Learning Partnership (CaLP), accessed at [www.cashlearning.org](http://www.cashlearning.org)
- CaLP Glossary of Cash Transfer Programming (CTP) Terminology (October 2017), accessed at <http://www.cashlearning.org/resources/glossary>
- CaLP Cash-Based Assistance - Programme Quality Toolbox, accessed at <http://www.cashlearning.org/resources/-pqttoolboxcashlearning--->
- CaLP Cash Toolboxes, accessed at <http://www.cashlearning.org/toolkits/toolkits>
- CaLP Tools for Implementation as per project cycle, accessed at <http://www.cashlearning.org/resources/tools>
- CaLP video library and webinars, accessed at <http://www.cashlearning.org/resources/video-library>
- Regional and country-based Cash Working Groups, accessed at <http://www.cashlearning.org/where-we-work/where-we-work-overview>