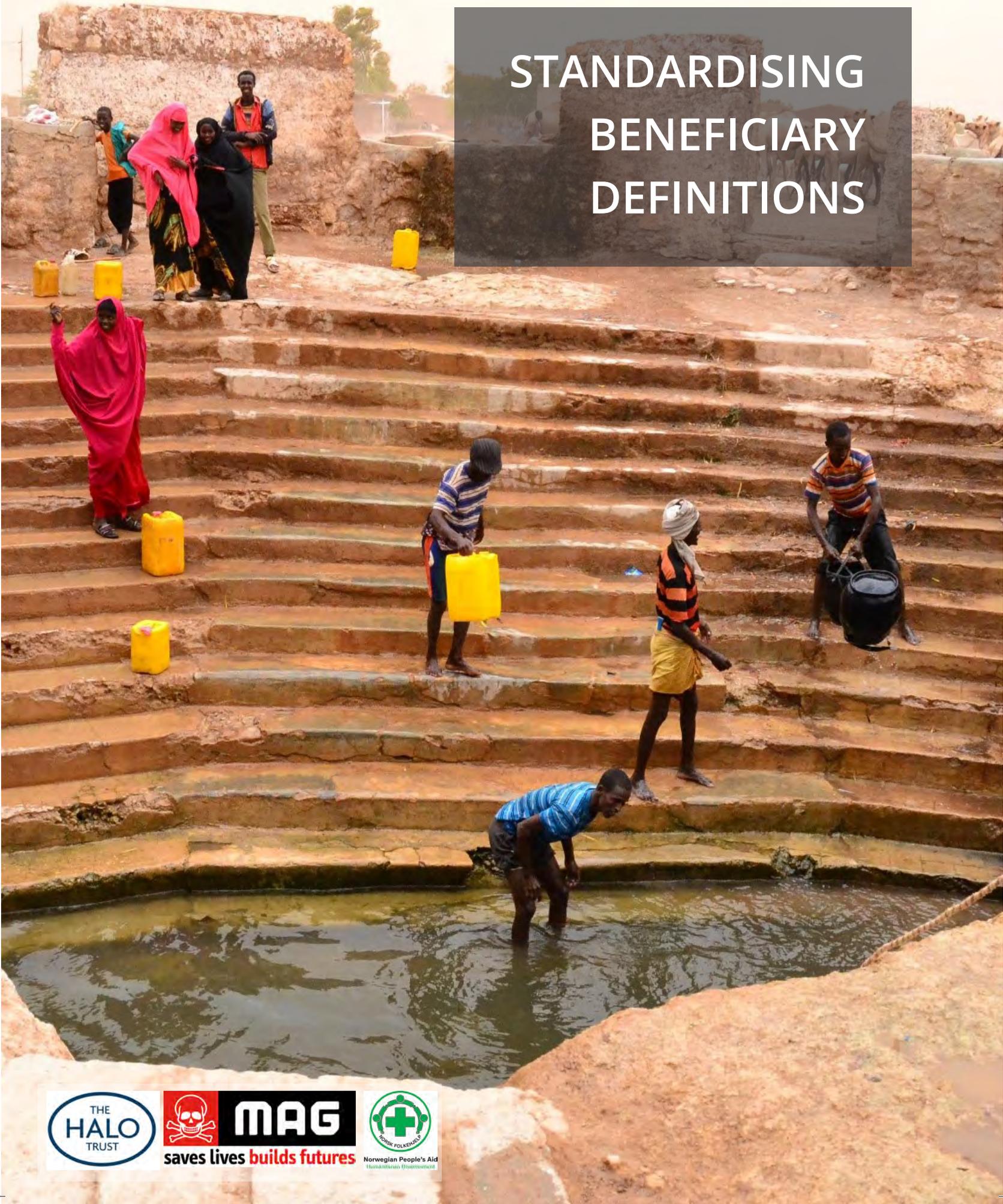


# STANDARDISING BENEFICIARY DEFINITIONS



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Norwegian People's Aid  
Humanitarian Development

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This joint paper has been produced by the HALO Trust (HALO), Mines Advisory Group (MAG) and Norwegian People's Aid (NPA). It may be shared as long as appropriately referenced.

Cover photo: Beneficiaries access a well in Somaliland after road clearance [© HALO Trust]

# STANDARDISING BENEFICIARY DEFINITIONS

## FOREWORD

This paper is the result of a joint initiative between the HALO Trust (HALO), Mines Advisory Group (MAG) and Norwegian People's Aid (NPA) to establish common definitions of beneficiaries of mine action activities. To ensure a standardised and comparable way of collecting beneficiary data that will be implemented by all three organisations, we drew upon our experience, sharing best practice from mine action programmes worldwide, and lessons learnt in defining and identifying beneficiaries.

This effort was initiated by a common desire to measure the benefits of mine action more actively and effectively for the benefit of operators, donors, national authorities and beneficiaries. It is hoped that this paper and the joint approach applied, will lay the foundations for further efforts to improve common understanding of the outcomes and impact of mine action across the sector.

With increasing importance being placed on the outcomes rather than outputs of mine action activities, there is a growing requirement for standard definitions, indicators and approaches. The standardisation of outcome indicators and assessment methodologies will be integral to effective monitoring and evaluation of mine action, improving the way we understand and articulate the benefits of our work and helping to increase funding to the sector.

## PURPOSE

This paper is designed to be a guide to the definitions and their implementation. It is hoped that it can be used as a guide for other mine action operators, donors and national authorities, to share best practice and establish international standards for the sector in beneficiary reporting.

The paper lays out standard definitions approved by several donors, including PM/WRA, and guidelines for measuring, recording and reporting beneficiary numbers for land release and risk education activities.

# The Principles

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In developing these standard definitions HALO, MAG and NPA first established the following set of principles to guide the process and ensure all definitions were assessed against the same criteria.

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

- ▶ The definitions used shall be as realistic as possible in the context of the programme, to avoid inflated figures.
- ▶ The definitions and methods used to count beneficiaries of an activity shall be commensurate in time and resources to those required to carry out the activity itself.
- ▶ The methods used to count beneficiaries shall be transparent and the definitions used made available to donors.
- ▶ The methods used to count beneficiaries may be context specific, while still falling within the global definition guidance (Diagram 1).
- ▶ All beneficiary numbers shall be disaggregated by women, men, girls and boys. Children should be defined as those below the age of 18 years. Culturally specific brackets may be reported in addition to this where required, but these shall be made clear in the programme-specific definitions and the reported figures.
- ▶ Beneficiaries may be reported more than once if they have benefitted from more than one activity, e.g. land release & risk education.
- ▶ Per activity, double counting of beneficiaries shall be avoided where possible, but it is acknowledged that some double counting may be inevitable.
- ▶ Any incidences of potential double counting shall be made clear in reporting.



Life on a former mined area in South Sudan [Photo: ©MAG/Sean Sutton]

# Land Release

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## DEFINING BENEFICIARIES

- ▶ Beneficiaries of land release shall only be counted for cleared or reduced land. No beneficiaries shall be counted from cancelled land.
- ▶ Direct beneficiaries are defined as those who use/will use cleared and reduced land post-clearance for a productive and/or frequent and/or sustainable activity.
- ▶ These global beneficiary definitions identify six land use categories as shown in Diagram 1. These provide guidance as to how to define and count direct beneficiaries according to the types of activities that are carried out or planned on a task.
- ▶ Indirect beneficiaries are defined as those who may use the land post-clearance. For consistency across all country contexts they shall be counted using population data for the village (or smallest administrative unit) nearest to the cleared or reduced land, minus the total number of direct beneficiaries.



Harvesting onions from cleared land in Sri Lanka [Photo: ©HALO Trust]

## Diagram 1: Land Release Direct Beneficiary Definitions

POST-CLEARANCE LAND USE	DIRECT BENEFICIARY DEFINITION
<p>■ <b>RESIDENTIAL</b> Land released for the safe use/rehabilitation/building of housing and settlements including permanent housing, compounds, temporary shelters, make-shift shelters or temporary settlements.</p>	<p>Number of people in households who are/will be living or are/will be settled in existing or new settlements/compounds/housing/shelters on cleared/reduced land.</p>
<p>■ <b>AGRICULTURAL</b> Land released for the safe use of land for cultivation, market gardens and grazing (where relevant to the country).</p>	<p>Number of people in households (including, if relevant, labourers) who are using/will use cleared/reduced land to cultivate crops, market gardens or to regularly graze animals.</p>
<p>■ <b>COMMUNITY / PUBLIC SERVICES</b> Land released for the safe use/development of public services, such as health facilities, education facilities, shops and markets, community/administrative buildings and cultural, religious and recreational sites.</p>	<p>Number of people in households who frequently<sup>2</sup> use/will frequently use, or are working/will work in facilities on cleared/reduced land.</p>
<p>■ <b>NATURAL RESOURCES</b> Land released for safe use of land for hunting, foraging, collecting natural materials, using natural water sources (e.g. for bathing or watering animals and fishing). Grazing may fit in this category if most relevant to the country.</p>	<p>Number of people in households who frequently<sup>2</sup> use/will frequently use cleared/reduced land to forage, fish, hunt, collect material or use natural water sources.</p>
<p>■ <b>INFRASTRUCTURE (SMALL - MEDIUM SCALE ONLY)<sup>3</sup></b> Land released for the safe use/building of small-medium scale infrastructures, such as irrigation infrastructure, bore holes, wells, local power lines etc.</p>	<p>Number of people in households who frequently<sup>2</sup> use/will frequently use small-medium scale infrastructure such as irrigation infrastructure, bore holes, wells, local power lines/sources, telecoms infrastructure etc. on cleared/reduced land.</p>
<p>■ <b>ACCESS (INCLUDING ROADS AND BRIDGES)</b> Land released for the safe use/construction/renovation of access routes, including pathways, roads and bridges.</p>	<p>Number of people in households who use the pathways, roads or bridges as the primary access route to residential, grazing or farming land, services, water sources or other infrastructure. And/Or number of people who regularly<sup>4</sup> transit through the cleared/reduced areas to access other land.</p>

### Diagram 1: Notes

<sup>1</sup> Services with large catchment areas (e.g. district hospitals/divisional buildings) are difficult to quantify in terms of beneficiaries and shall be separate from this beneficiary count to avoid inflation and misrepresentation of the benefits. Beneficiaries of these services shall be reported through other means e.g. specific case studies.

<sup>2</sup> Different services may have different definitions of 'frequent' in relation to use. These shall be defined to reflect the context of each programme.

<sup>3</sup> Large scale infrastructures (e.g. railway lines, main powerlines etc.) are difficult to quantify in terms of beneficiaries and shall be separate from this beneficiary count to avoid inflation and misrepresentation of the benefits. Beneficiaries of these infrastructures shall be reported through other means e.g. specific case studies.

<sup>4</sup> Regularly is defined as one time or more per week.

# Land Release

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## GUIDANCE ON BENEFICIARY MEASUREMENT AND REPORTING

- ▶ Beneficiaries may be counted at different stages of the activity: pre-clearance (anticipated beneficiaries), or post-clearance (actual beneficiaries). It should be made clear if reported figures are pre or post-clearance figures.
- ▶ Unless otherwise stipulated by the donor, for reporting to donors over the course of a contract, anticipated beneficiaries should be reported when each task is started by teams of that donor contract, and should only be counted once for each task (for direct beneficiaries) and village (for indirect beneficiaries) over the course of the donor contract. Where post-clearance beneficiaries have been collected, these should be used to validate the pre-clearance anticipated beneficiaries and donors should be kept informed of any significant changes and reasons why.
- ▶ Double counting of beneficiaries across different donor contractual cycles may be allowed if it occurs in line with these guidelines, although beneficiaries shall only be recorded once in organisational reports.
- ▶ Post-clearance beneficiary counts should usually be conducted 6-12 months after clearance has been completed. However, land use should be taken into consideration to allow beneficiaries to be counted at peak time of use: e.g. if agricultural land, the post-clearance beneficiary count would ideally take place during the harvest or ploughing season, which may be earlier than 6 months. Beneficiaries may also be counted later as part of a longer-term outcomes assessment.
- ▶ Programmes may choose to further refine the definitions in the context of their country, but programme definitions should broadly adhere to the global definitions in Diagram 1 and shall take into account any national standards or guidelines for beneficiary definitions. Any programme-specific definitions shall be made in consultation with relevant organisational managers and coordinated among operators in country to ensure consistency across the organisation's programmes and between operators.
- ▶ Indirect beneficiaries shall be counted using population data for the village (or smallest administrative unit) nearest to the cleared or reduced land, minus the total number of direct beneficiaries.
- ▶ Where accurate or reliable population data is not available, or where the administrative units

are not easily defined or deemed unreasonably large for this method, the programme shall work with the relevant organisational managers to identify more accurate methods of measuring the indirect beneficiaries in that context.

► All operators in a country shall use the same administrative units (or alternative methods where necessary) to count indirect beneficiaries for each country: e.g. in a particular country, one organisation shall not use village populations while the other uses district populations to count indirect beneficiaries.

► Where a cleared or reduced area lies within or between two or more villages, indirect beneficiaries may be counted using the

populations of both/all villages affected (minus direct beneficiaries), provided both/all villages realistically access the area (i.e. are not prevented access due to distance or natural barriers).

► Where multiple tasks are undertaken in one village, the population of the village (indirect beneficiaries) shall only be reported once. In donor reporting, these shall be reported in the first quarter/reporting period during which each village has been worked in by the specific donor's teams under the contract, to avoid double-counting across the contract cycle. If additional areas are cleared in each village over the course of a contract and reported in later quarters, it is accepted that some direct beneficiaries may have already been counted as indirect beneficiaries from the village in a previous quarter.



New houses being built on cleared land in Angola [Photo: ©MAG/Sean Sutton]

# Risk Education (including mine, ERW, IED and SALW risk education)

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## DEFINING BENEFICIARIES

### ► DIRECT BENEFICIARIES

Direct beneficiaries shall be counted as the number of people attending risk education activities in which safety messages are received:

- in full in a direct or face-to-face fashion (presentations, theatre pieces, cultural performances etc.).
- as emergency risk education/safety briefings (shorter, more concise RE messaging), however where possible these shall be reported separately from direct beneficiaries of more comprehensive risk education activities.

### ► INDIRECT BENEFICIARIES

In most cases, programmes should only report direct beneficiaries of risk education to donors.

However where indirect beneficiaries of risk education are required, the means of determining indirect beneficiaries of risk education shall be made transparent to donors, but minimal importance should be attached to them. These should follow the methods outlined in the guidance notes.

## GUIDANCE ON BENEFICIARY MEASUREMENT AND REPORTING

► People who receive training in risk education delivery from a mine action operator or partner organisation to a mine action operator shall be counted as direct beneficiaries of training, rather than direct beneficiaries of risk education. These should be reported separately.

► Beneficiaries of risk education shall be disaggregated by women, men, girls and boys. Children should be defined as those below the

age of 18 years. Culturally specific brackets may be reported in addition to this where required, but these shall be made clear in the definitions and the reported figures.

Additional age brackets or social groups (beyond simply adult and child) may be used in risk education reporting to distinguish different types of audiences that have been targeted for risk education.



Risk education in Iraq [Photo: ©MAG/Sean Sutton]

► The following methods can be applied to calculate indirect beneficiaries if required and if they can be calculated realistically:

- Indirect beneficiaries of risk education sessions shall be calculated by multiplying the number of direct beneficiaries by the average number of family members in the given context (minus direct beneficiaries).
- Indirect beneficiaries of mass media (radio and TV broadcasts) shall be calculated using broadcast figures for the medium, day and time of the broadcast, where available. Where unavailable, indirect beneficiaries may be calculated according to the geographical reach of the radio/TV channel and the average number of estimated listeners/viewers at the time risk education messages are aired.

- Indirect beneficiaries of small media (posters, billboards, leaflets etc.) shall be calculated using the number of people in the catchment area of the location or service where the media is displayed, e.g. if a poster a school playground, indirect beneficiaries would be the number of teachers and students using the school.

- Indirect beneficiaries of leaflet/brochure distribution shall only be counted separately where these individuals have not also attended a direct risk education activity, in which case they shall be counted as direct beneficiaries only.

