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UNMAS in Afghanistan

Behaviour Change Communication

for

Explosive Ordnance Risk Education

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UNMAS

NEEDS DRIVEN. PEOPLE CENTRED.

Table of Contents

Acronyms

ACAP III	Afghan Civilian Assistance Program III
AMAS	Afghan Mine Action Standards
AP	Anti-Personnel
AV	Anti-vehicle
BCC	Behaviour Change Communication
DDG	Danish Demining Group
DMAC	Directorate of Mine Action Coordination
EO	Explosive Ordnance
EORE	Explosive Ordnance Risk Education
ERW	Explosive Remnant of War
IED	Improvised Explosive Device
IOM	International Organization for Migration
IM	Improvised Mine
IMAS	International Mine Action Standards
IMSMA	Information Management System for Mine Action
KAP	Knowledge, Attitudes and Practices
MAPA	Mine Action Programme of Afghanistan
MoIC	Ministry of Industry and Commerce
PEST	Political, Economic, Socio-cultural, Technological
RE	Risk Education
SBCC	Social Behaviour Change and Communication
SWOT	Strengths, Weaknesses, Opportunities and Threats
TWG	Technical Working Group
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Education Fund
UNMAS	United Nations Mine Action Service
USAID	United States Agency for International Development
VOIED	Victim-Operated Improvised Explosive Device

Executive Summary

The explosive ordnance risk education (EORE) programme in Afghanistan requires an overhaul. The days of mine risk 'awareness' needs to be eliminated and a shift to behaviour change communication (BCC) needs to be brought in. Hundreds of individuals are being injured and dying from preventable accidents every year. Educating at-risk individuals about safe behaviour around explosive hazards will save lives. This paper examines the problem in Afghanistan around mines and explosive remnants of war (ERW), what is currently being done in the sphere of risk education in Afghanistan and how we would like to change it with a behaviour change communication lens. This paper is designed using the P-Process which was developed by the Johns Hopkins Bloomberg School of Public Health and is a framework used to design strategic communication to promote behaviour change. This process allows for analysis, design, monitoring and evaluation followed by repeating the steps as needed.

Civilian casualties due to mines and ERW continue to be unreasonably high and data indicates that boys are the main casualties of ERW, and men are the primary casualties of victim-operated improvised explosive devices (VOIEDs). Boys are hurt or killed simply by playing or performing livelihood activities. Men are hurt usually by simply being nearby a VOIED or while performing livelihood activities. The current EORE programming focuses on 'one size fits all' awareness surrounding the technical aspects of mines/ERW, and mostly what *not* to do – i.e. don't touch suspicious items and don't go into dangerous areas. Although this is important, it's clear by the number of casualties that this method is ineffective, and a new method is needed.

BCC looks at various audience segmentations and how best to connect with each audience to change their behaviour around explosive hazards. UNMAS in Afghanistan contracted a BCC company, MAGENTA Consulting, to research and understand the different psychological, social and environmental factors that could be used to determine separate messaging. The audiences have now been separated into men, women, boys, girls, and travellers. Travellers are targeted separately due to the influx of truck drivers, internally displaced persons and returnees to Afghanistan who are unaware of the explosive hazard situation in various communities.

The new BCC messaging is more emotional, positive (i.e. what *to* do versus what *not* to do) and will utilise various delivery methods to ensure all at-risk populations are reached. The new activities UNMAS in Afghanistan has proposed varies from child-centric programming with videos, comic books, and branded characters; radio and billboards public service announcements for travellers so they can get to where they need to be safely; and developing new VOIED messaging.

The paper also includes a variety of recommendations for UNMAS, Afghanistan's Directorate of Mine Action Coordination, and the mine action programme of Afghanistan as a whole.

Finally, the paper concludes with next steps and a monitoring and evaluation framework that will be used to measure progress. UNMAS in Afghanistan hopes this new programming will reduce the civilian casualties due to explosive ordnance.
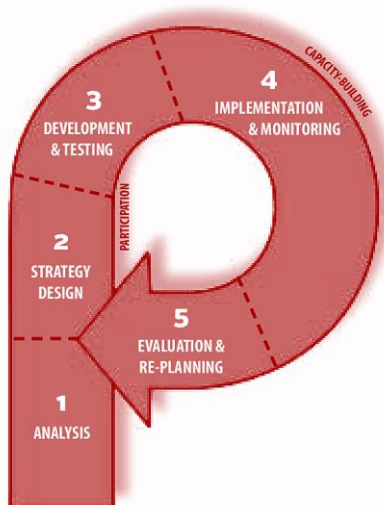
Chapter One: Overview

Explosive ordnance risk education, generally shortened to EORE or RE, will hereon be referred to as EORE, refers to "activities which seek to reduce the risk of injury from mines/ERW by raising awareness of men, women, and children in accordance with their different vulnerabilities, roles and needs, and promoting behavioural change including public information dissemination, education and training, and community mine action liaison"[1]. Mines also include landmines of an improvised nature, or victim-operated improvised explosive devices (VOIED).

This paper aims to develop a behaviour change communication strategy for the EORE programme in Afghanistan. This has been developed by UNMAS Afghanistan with assistance from Afghanistan's national authority on mine action, the Directorate of Mine Action Coordination (DMAC), Afghanistan EORE implementing partners (IPs), and service providers who conducted research and strategy design.

Behaviour change communication

Behaviour change communication (BCC), also known as communication for development, "is the strategic use of communication to promote positive health, education and other outcomes. BCC is a theory-based, research-based, interactive process to develop tailored messages and approaches, using a variety of population-appropriate communication channels to motivate sustained individual- and community-level changes in knowledge, attitudes and behaviours."[2]

Methodology

UNMAS in Afghanistan will follow the P-Process, developed by The Johns Hopkins Bloomberg School of Public Health. The P-Process is a framework used to design strategic communication to promote behaviour change. The process includes the below steps in which the paper is also organized. Please note that the focus of this paper is on the first two aspects: analysis and strategic design with a slight element of the third step – development. The remaining chapters will be updated in the future as the programme progresses.

Analysis

This paper analyses the problem, people at risk, the device types, existing activities and policies and the available communication channels in Afghanistan. The problem analysis examines the data on civilian casualties resulting from mines, ERW and VOIED. This paper further analyses the current EORE practices in use, with a SWOT framework and material audit. The paper then looks at the country situation via a political, economic, socio-cultural and technological lens. Lastly, the paper explores the

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[1] Glossary of mine action terms, definitions and abbreviations. International Mine Action Standards (IMAS) 04.10. UNMAS, 2014.
[2] Report on Communication for Development. UNICEF, 2017.

media landscape in Afghanistan. This paper also includes recommendations for improvements in the EORE programme in Afghanistan beyond the behaviour change model.

Strategic Design

This step outlines the audience, stakeholders, and limitations. It also establishes the overall aim and objectives of the strategy.

UNMAS in Afghanistan procured a social behaviour change and communication (SBCC) company, MAGENTA Consulting, to conduct this aspect of the paper. To achieve the desired results, they conducted a thorough literature review, interviewed EORE practitioners in Afghanistan, and conducted a workshop with the EORE technical working group in Afghanistan which comprises the various EORE implementing partners, UNMAS and DMAC.

Development and Testing

UNMAS, DMAC and implementing partners will utilise the new strategy and messages by developing various dynamic activities. The IP/agency will then conduct field testing with the target audience(s) to ensure the messages are clear and have no unintended consequences.

As this paper is newly established, it will focus on the first two steps of the P-Process and includes a list of possible activities UNMAS will strive to implement to test the new messages.

Implementation and Monitoring

During this phase, UNMAS, DMAC or IPs will mobilise the new activities as designed and monitor to ensure results are as planned, suggestions for improvement are made, and any problems are identified and addressed.

Evaluation and Evolution

Finally, activities will be evaluated to measure the outcomes and impacts. The goal is to understand how effective the projects are, if they achieved the intended outcomes and what lessons were learned to improve future projects. From this stage, any changes to messaging, lessons learned, and any further research will be used to begin the P-Process again, as needed.

Guiding principles

Guiding principles of this paper have been established to ensure effective and efficient use of the strategy, programming, monitoring and evaluation.

Timely information: New data revelations, project monitoring and evaluation reports, will be completed bi-annually against this paper in the event any changes to the messages/strategy are needed. A common pre/post testing structure will be developed for all IPs to use for analysis and all IPs shall coordinate with the national authority on new proposed activities, lessons learned and new materials for approval.

Transparency: Consistent transparency and communication between DMAC, UNMAS and implementing partners is encouraged to understand what projects are being planned and

implemented; which messages are being used and how; and any lessons learned or recommendations on how improve future projects.

Ethical communication and behaviour: All projects will be completed ethically, being aware and respecting the four humanitarian principles. Every effort must also be taken to protect personal information regarding data collection and storage. Should an unethical communication and or behaviour arise from the testing, this should be reported as soon as possible to stakeholders to avoid similar mistakes.

Consistent messaging: The EORE messages must be continuous and observe the messages developed in this strategy to be effective. Using multiple and diverse channels to communicate EORE messages—including integrated approaches and mass media—would increase the effect of the messages while avoiding message fatigue.

Testing new messaging: All new EORE activity and messaging within the MAPA will be tested with the intended audiences prior to full implementation. EORE messages should be tested with various groups, genders, ages, tribes, ethnicities, chiefs, etc. in the appropriate local language(s).

Chapter Two: Analysis

This chapter includes data analysis of the past five years of mine, ERW and VOIED accidents; an analysis of a survey involving survivors of mines and ERW of the last three years; a previously conducted knowledge, attitudes and practices (KAP) study by Danish Demining Group (DDG), a situational analysis of Afghanistan and the media landscape of Afghanistan.

Current Trends

The current victim trends were analysed using victim data maintained in the Information Management System for Mine Action (IMSMA), managed by the DMAC, creating victim profiles. UNMAS also surveyed previous survivors of mine/ERW accidents of their behaviour, knowledge and awareness at the time of their accident.

2014-2018 Data

UNMAS analysed the last five years (2014-2018) of explosive ordnance (EO) accidents using the information available in IMSMA. This five-year data comprises a total of 3,477 victims: 2,132 boys, 816 men, 377 girls, and 152 women. Below is a graph which illustrates the activity at the time of the accident by gender and age. The activities are: a) playing/recreation; b) livelihood activities which includes tending animals; collecting food, water, wood or scrap metal; household work; farming; construction; hunting; fishing; or on patrol; c) passing/standing nearby; d) travelling, which includes travelling by vehicle, foot or bicycle; and e) tampering: this means that someone picked up and purposely disturbed an item.

This data indicates that boys are the most affected by mine/ERW compared to the other profiles and the accidents occur while they play, perform livelihood activities, or by simply passing or standing nearby a device. Further, children are mostly hurt or killed by mine/ERW when they are playing while adults are mostly hurt or killed by mine/ERW while they are carrying-out livelihood activities.
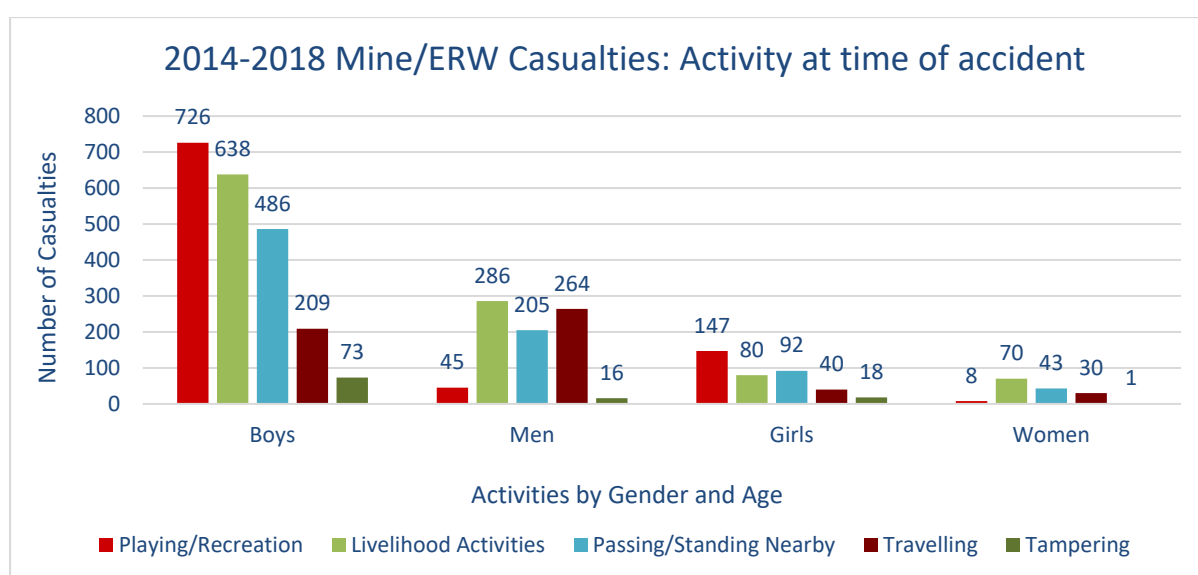

Chart 1: Activities at the time of mine or ERW accidents, disaggregated by gender and age, 2014-2018.

Accidents caused by VOIEDs, also known as improvised mines or pressure-plate improvised explosive devices, have been occurring much more frequently than accidents caused by other mines and ERW and are analysed separately below. A VOIED is activated by the actions of an unsuspecting individual, by stepping on it, by moving it, or driving over/near one. The table below illustrates the activity at the time of a VOIED accident, disaggregated by gender and age. This data indicates men are more likely to be hurt or killed by a VOIED, followed by boys, women and girls, respectively. It is common across all profiles that individuals are hurt or killed simply by passing/standing nearby or travelling.

Chart 2: Activities at the time of VOIED accidents, disaggregated by gender and age, 2014-2018.

Device Types

The below graph indicates the number of accidents caused by each device type by gender and age. It is quite apparent that VOIED and ERW are the main culprits of these accidents. We could insinuate that both AP and AT mines are less prevalent due to extensive clearance of these items over the past 20 years.

Chart 3: Number of accidents by device type, disaggregated by gender and age, 2014-2018.

Activity at the time of accident, by device type

Chart 4: Activity at the time of accident by device type, 2014-2018.
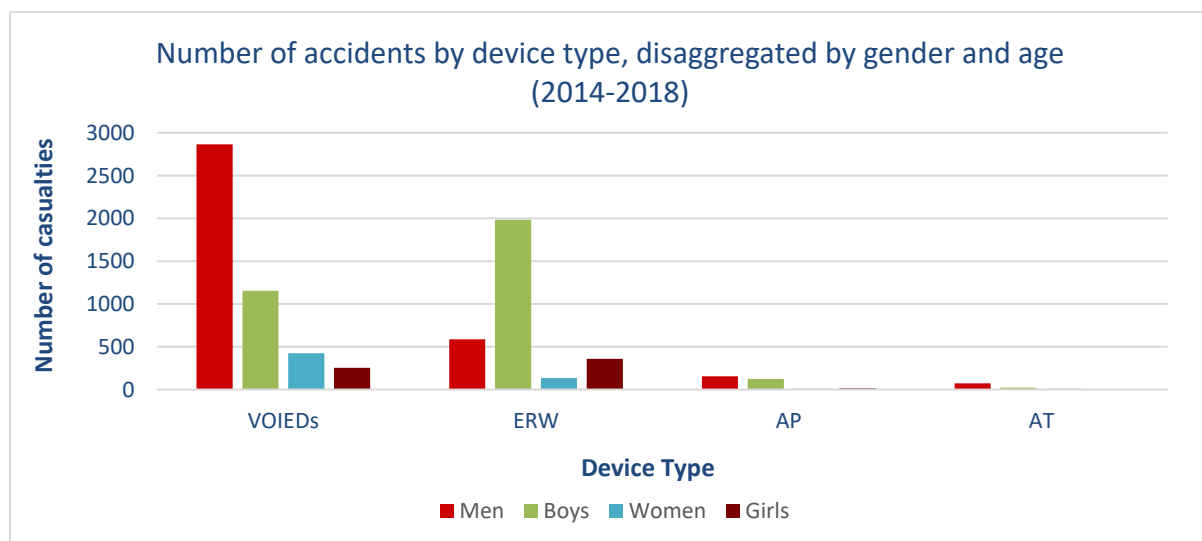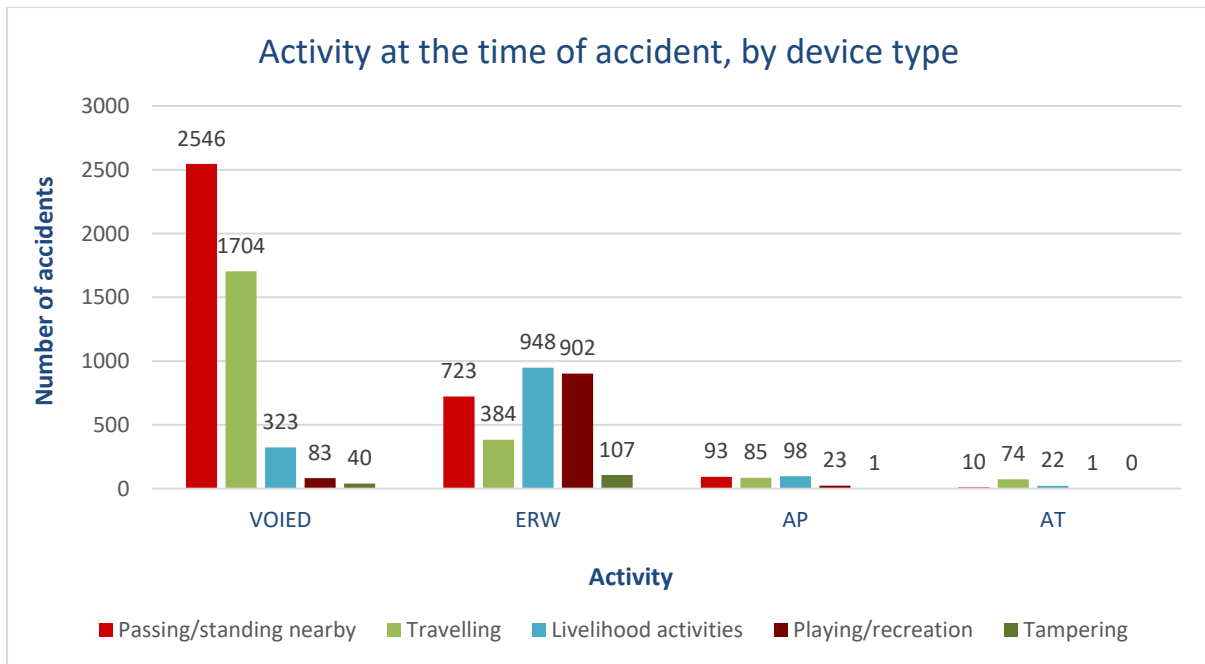
Chart four above demonstrates the activities each victim was engaged in at the time of the accident, and what kind of device caused the accident. ***VOIEDs are much more likely to be encountered while passing or standing nearby them and travelling; while ERWs are much more likely to be encountered by performing livelihood activities and playing***. UNMAS Afghanistan is now working with DMAC to revise 'passing nearby' and 'travelling' as those categories are vague and do not create a full picture of the accident. This is further discussed in the recommendations section.

Chart five below presents the number of accidents by year and device type. Please note, that in 2018, there seems to be a significant drop in accidents. This could be in part to the lack of data collection done in 2018, due to funding shortfalls in data collection.
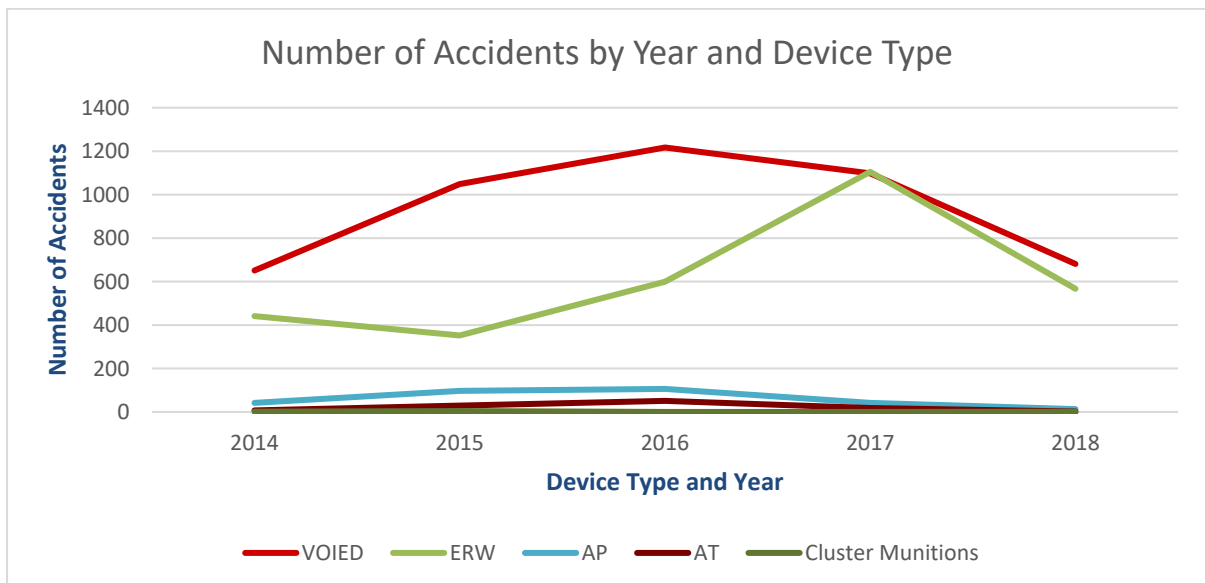
Number of Accidents by Year and Device Type

Chart 5: Number of accidents by year and device type, 2014-2018.

DDG KAP Survey – IDPs, Returnees and Hosts

Afghanistan has had an influx of internally displaced persons (IDPs) and returnees in the last few years due to natural disasters, conflict and political disturbances resulting in Afghans displaced from their homes throughout the country to other provinces or being deported from other countries back to Afghanistan. A major concern is that these individuals are unaware of the circumstances of their new surroundings which could put them in danger. To mitigate this, risk education sessions are taught at the various border crossings and resettlement centres throughout Afghanistan. In 2018, Danish Demining Group (DDG) conducted a knowledge, attitudes and practices (KAP) survey of the dangers of EO in Afghanistan. The target groups were returnees, IDPs and host communities of IDPs and returnees in the most affected areas in Afghanistan. DDG's main findings concluded that there are varying degrees of understanding of explosive hazards in Afghanistan, many misinformed individuals and the most at-risk activity is travelling. However, it was also noted that people who received EORE did not have substantially different awareness levels or knowledge of safe behaviours than people who did not receive EORE which suggests that a new approach is needed for EORE sessions. Finally, DDG stresses that the current EORE practice of 'one-size-fits-all' is very ineffective and targeted EORE to the various at-risk groups would be more valuable[3]. UNMAS in Afghanistan agrees, and Chapter Four: Development and Testing, reflects various proposed activities targeting various at-risk groups.

Returnee Baseline Survey

DDG surveyed Afghans returning from Pakistan and Iran to understand their baseline knowledge, attitudes and practices around explosive hazards. Most of the returnees had been gone for upwards of 20 years and generally never received any kind of risk education, so it was assumed that they had little knowledge of the dangers of the explosive hazards in Afghanistan; however, most survey respondents showed a good deal of common sense in their responses of the existence of EO. Their lack of information was more apparent in how to recognize potentially hazardous areas and what is safe or unsafe behaviour when encountering an EO.

Risk Taker Profiles

Unaware: Those who don't know about the danger of explosive hazards.

Uninformed: Those who do know about explosive hazards, but don't know about safe behaviours.

Misinformed: Those who have been given poor information about safety or believe they are highly informed.

Reckless: Those who know about mine safety but ignore this information.

Intentional: Those who have no option but to intentionally adopt unsafe behaviour.

Risk taker categories: IMAS 12.10: Mine/ERW Risk Education, 2010.

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[3] A Comprehensive Assessment of the Current State of Risk Education in Afghanistan: Findings of Baseline, KAP Survey and Casualty Analysis, Danish Demining Group, Afghanistan, 2018.

Knowledge, Attitudes and Practices (KAP) Survey

DDG's mine action KAP survey was completed by a variety of community members, IDPs and returnees. As with the baseline survey, participants with or without previous risk education had a very good idea of the dangers of mines and ERW, that they can be found on roadsides and combat areas; however, they were unaware of any other potential identifiable characteristics of dangerous areas.

A concerning, yet unsurprising, finding was that those who collected and sold scrap metal as a means of livelihood said they would continue to do so, even if the items looked suspicious. This is identified above as an 'intentional' risk taker. Although scrap metal collecting is not high on the 'activity at time of accident' list, there is quite a bit of anecdotal and qualitative evidence that EO accidents occur during scrap metal collecting. Anecdotal evidence also suggests that survivors or their families are not always truthful regarding their activities at the time of an EO accident when questioned, fearing retribution and perhaps denial of much needed health or economic victim assistance services.

When asked about safe behaviours, the participants demonstrated good common sense of what to do and not to do in an unknown area. Most indicated they would ask locals where the safe/unsafe areas are in new surroundings, which is an ideal response. Once the questions became more complex, as is the main issue surrounding mine/ERW risk education, responses were varied and did not demonstrate safe behaviour. Examples include retracing steps if they found themselves in a minefield, and warning others instead of reporting suspicious items.

Survivor Survey

UNMAS contracted Hawk Vision, an Afghan consulting company, to conduct a random sample survey of 250 people out of a database of 1240 survivors of ERW or VOIED accidents who received services from UNMAS Afghanistan's previous USAID project, Afghan Civilian Assistance Program (ACAP III) between 2015 and 2017. Respondents, who were the survivors themselves or who had a representative speak for them, were asked varying questions on activities, behaviour, attitudes and knowledge at the time of the accident and victim assistance-related questions which will be used for victim assistance programming. Geographical and gender representation were equal to the ratio of survivors in ACAP III; 83 per cent of respondents were male, 17 per cent were female. The average age was 22 years. The key findings are below.

- Only 12 per cent of respondents reported having knowledge of the risks of EO. Of those, less than two percent were aware of the behaviours that could have prevented the accident.
- Only 16 per cent of the respondents reported that they had ever participated in a risk education session. This could indicate that the reach of the current programming is not effective.
- When asked which behaviours could have prevented the accident, most responses indicated a need for understanding risks of explosive hazards, what safe behaviours to enact, and where explosive hazards potentially exist. This indicates that continued awareness and education sessions are needed. Another 15 per cent blamed themselves for the accident, stating they should have paid attention to their surroundings and the final 15 per cent indicated there was nothing that could have prevented the accident.
- It was anticipated that a more detailed example of the activity at the time of the accident would be provided in these surveys; however, this was not the case and in general, the

responses were similar to the original responses of the activity at the time of the accident. This survey, however, was very beneficial to understand the survivors' previous knowledge, and drivers of behaviour and how they changed their behaviour and practices since the accident.

- When asked at the time of the accident, what their friends and family thought of people who engaged safe behaviours around mines, 70 per cent of the respondents thought these people were smart and should be looked up to; 20 per cent thought these people were overreacting to the danger of mines; and few respondents reported that they didn't care whether they took risky or safe behaviours.

- When discussing their changes in behaviour related to mines after the accident, 98.8 per cent of respondents changed their behaviour related to mines after the accident. More than half of these respondents have changed their travel route so they no longer go near unsafe areas; 36.7 per cent have stopped playing in unsafe areas; 11.7 per cent have stopped collecting items in unsafe areas; 8.9 per cent are more cautious; 5.6 per cent now report all EOs; four per cent have stopped conducting household chores in unsafe areas; and two per cent have stopped going in unsafe areas; however, 1.2 per cent of respondents stated they have made no change in their behaviour related to mines after the accident, as they have to go to unsafe areas for their livelihood.

- Questions on social norms were also asked in the survey: 68 per cent of respondents said that their friends and family considered people who engaged in safe behaviours to be smart and would look up to them, while 23 per cent reported that friends and family thought people who engaged in safe behaviours were overreacting to the danger of explosive hazards. This indicates that damaging social norms around explosive hazards could exist, i.e. norms that may discourage people from practicing safe behaviours.

Men/Women/Girls/Boys/Travellers of Afghanistan: Profiles

MAGENTA Consulting, with their literature review, interviews and workshops, prepared the below tables on the psychological, sociological and environmental factors that reflect a *general* idea of the profiles we are targeting with our messaging.

Profile	Psychological Factors	Sociological Factors	Environmental Factors	Emerging Alternatives
Men	• Will chose to support their family with livelihood activities even in dangerous circumstances. • Religious and proud. • Honour is important. • Want to provide for their family. • Some young men may be reckless.	• Influenced by other men in the community. • Elders and religious leaders are respected. • Men occupy leadership positions. • Fathers/husbands are responsible for making decisions for the family. • It is acceptable to engage in unsafe behaviours if it benefits them/their family. • Men are expected to be pious and religious.	• Limited income-earning opportunities. • Limited literacy and low education levels. • Poverty in the community constrains decision-making. • Men rely more on community norms and local governing structures than national policies or laws.	Men who know and exercise safe behaviours are considered honourable.
Women	• Safety and health of the family are most important. • Women are concerned about being able to care for their family with limited resources. • Many decisions are in the hands of men. • Women are aware that they may be vulnerable to violence and harassment due to their gender. • Women want to be good wives/mothers, and for their children to have a better future.	• Influenced by their husbands, other women in the community, celebrities. • No strong role models. • Women are not in leadership or decision-making positions in the community. • Women are seen as less influential than men due to cultural norms.	• Limited literacy and low education levels. • Poverty in the community constrains decision-making. • Gender dynamics make it difficult for women to have equitable access to resources. • Trust word of mouth as the main source of information. • Women rely more on community norms and local governing structures than national policies or laws.	• Women's role in raising children is leveraged to communicate messages to children. • Women's role as social leaders in the community and influencers among women, especially teachers.

Profile	Psychological Factors	Sociological Factors	Environmental Factors	Emerging Alternatives
Boys	• Prefer to play and spend time with friends than to value education. • Parents and peers may make requests that boys don't have the self-efficacy to refuse (e.g. collecting scrap metal for income). • Boys may think they're immune to risks and believe they have the self-efficacy to avoid them. • Think they're very capable; over-confident. • Don't realize the full consequences of their actions. • Want to fit in with their peer group. • Respect and honour their parents.	• Very influenced by peer group, and older male relatives. • May look up to celebrities (e.g. famous sports stars) as role models. • Elders and religious leaders are respected. • Boys may be expected to take on adult responsibilities, including earning money to support the family. • Traditional norms around masculinity emphasize that boys should be brave and not shy away from dangerous situations.	• Lack of education leading to promising livelihood opportunities. • Poverty in the community constrains decision-making. • National policies and laws are not relevant; boys are affected more by peer group norms and expectations.	Boys who are knowledgeable about mines and know safe behaviours are considered heroes.
Girls	• Need to help the family with household chores and taking care of younger siblings. • Like to spend time with friends and older female relatives. • Parents and peers may make requests that girls don't have the self-efficacy to refuse (e.g. entering dangerous areas in order to complete chores). • Want to grow up to be good mothers and wives. • Respect and honour their parents.	• Girls are mostly influenced by peers and their parents. • Elders and religious leaders are respected. • Girls are expected to obey their parents and male relatives. • Girls are seen as less capable than boys. • Girls are expected to grow up to become wives and mothers – this is more important than getting an education or a job. • Females are seen as less influential than males due to cultural norms.	• Lack of educational opportunities. • Poverty in the community constrains decision-making in families, which may affect girls more than boys. • Gender dynamics make it difficult for girls to have equitable access to resources. • National policies and laws are not relevant; girls are affected more by family expectations.	Girls are more self-aware than boys.

Profile	Psychological Factors	Sociological Factors	Environmental Factors	Emerging Alternatives
Travellers (includes returnees, IDPs and truck drivers)	• For returnees and IDPs, want to re-establish a permanent home in a safe area. • For truck drivers, want to get where they're going as quickly as possible. • Lack of knowledge of explosive hazards and lack of familiarity with the new area. • Don't expect to be in a place permanently; expect to return/move on soon. • Aren't concerned with becoming familiar with a new area if it will be temporary. • Intend to find/return to a permanent place to live as soon as possible. • Intend to live in their previous community/house, if possible.	• Travellers are likely not influenced by people in local communities where they pass through, but rather people in their areas of origin. • Each community may mark explosive hazards in different ways, making it difficult for travellers to apply information learned in one place to another place. • It is expected to welcome guests into the community; at the same time, people from other ethnic backgrounds or other provinces may not be trusted. • Travellers may not trust people they encounter on the road/in new communities.	• Roads are not well marked in Afghanistan. • Travellers likely have very limited resources and may face severe economic constraints. • Hard to reach through in-person EORE efforts, as travellers are very mobile. • Likely listen to local radio stations while travelling. • National policies and laws are not relevant; more affected by peer group norms and expectations.	• Frame Afghan hospitality in a way that encourages communities to share information about potential risks with travellers.

Table 1: Target audience profiles

Current EORE Practice

The current EORE practice involves community sessions during survey or clearance operations and, for IDPs and refugee returnees, at encashment centres (UNHCR, documented), zero points (border points), and transit centres (IOM, undocumented). Sessions typically include:

- posters of pictures of various AP mines, AV mines, and ERW.
- an instructor explaining the types of mines and to avoid them, also indicating not to touch anything.
- instructions to report any suspicious items by informing elders and calling the DMAC hotline.
- instructions on marking and behaviours to adhere to around different marking.

The below table outlines the strengths, weaknesses, opportunities and threats (SWOT) of the current EORE practice in Afghanistan as determined by external consultants, UNMAS and IPs.

Strengths	Weaknesses
- Existing governmental capacity presents opportunities for growth and cooperation. - EORE capacity has been built through the establishment of DMAC's EORE department. - An existing technical working group seeks to address EORE issues. - Existing MAPA branding: Mine Paki Logo. - Mine Paki Logo is well known due to its 20-year existence. - There is a desire and momentum among key stakeholders to improve the EORE approach. - DMAC and IPs have expressed support for content innovation in awareness-raising efforts. - DDG and DMAC have already begun to produce materials tailored to children.	- Existing data is incomplete (survey questions left blank, data not fully disaggregated, lack of record of EORE session attendance). - Current EORE materials focus on the technical aspects of explosive hazards, e.g. their physical appearance and specific actions to avoid them; materials focus on the risks of unsafe behaviours, not the benefits of safe behaviours. - Afghanistan rarely utilizes marking anymore although it is prevalent in current EORE material. In a recent REACH assessment, 79 per cent of displaced households that came across mines/ERW said that these mines/ERW were not sufficiently marked.[4] - EORE materials fail to consider the structural barriers preventing Afghans from adopting safe behaviours, i.e. lack of alternative economic opportunities compels Afghans to engage in unsafe behaviours to earn a living.

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[4] Protection Assessment of Conflict-Displaced Populations, Protection Cluster Afghanistan, May 2018.

Strengths	Weaknesses
• EORE IPs have recognized the utility of an integrated approach among all mine action activities. • DMAC has streamlined the approval of EORE materials through the technical working group so that all materials are uniform.	• Current EORE materials do not reflect the changing context in Afghanistan (e.g. increased casualties from VOIEDs). • Content that relies on printed text can be difficult to understand for illiterate individuals. • Entrenched approach among IPs poses a challenge to changing practices, i.e. given that the same approach has been used for decades, capacity and systems have been set up to support that approach; a new approach would require changes on multiple levels of implementation. • Current production quality for the EORE material is poor and therefore looks outdated and uninteresting. • File sizes of existing materials are too large to easily download from the DMAC website using standard Afghan networks. • Current approval process for new materials through the technical working group is time-consuming, and those reviewing materials may lack key information and skills (e.g. on the media landscape in Afghanistan). • EORE materials are not sufficiently tailored to specific ages, genders, and risk profiles. • Lack of time and resources for building trust within communities in order to ensure acceptance of the program and successfully target those most at-risk. • Low coverage of adult men during EORE, despite them having a high risk of encountering explosive hazard. • Current quality assurance standards do not focus on pedagogy. • Safe behaviours and risks related to travel are not sufficiently incorporated into EORE given the frequency of this activity and the number of migrants • No materials are designed for secondary target audiences • IPs feel ownership over the development of materials, and training of other IPs on new materials is disjointed and incomplete.

Opportunities	Threats

• Leverage the new and dynamic media landscape to disseminate content more widely.
   ○ Government provides free TV airtime
   ○ Previous surveys demonstrate relatively high reach and public trust of televised and radio content.
   ○ Increased penetration of mobile devices and internet allows for wider content dissemination.
• Visually compelling EORE content would engage wider ranges of the beneficiary population (e.g. children and adults who face socioeconomic and behavioural barriers). Such content has proven effective in multiple contexts (Bosnia, Ukraine, Syria, Yemen).
• Build deeper relationships with media stakeholders in order to influence the media narrative favourably.
• Implement the latest creative and technical techniques in the production and design of materials.
• Engage affected community members in the delivery of EORE; survivors would be a trusted messenger for EORE.
• Adjust messages and content to each community.
• Emphasize the human and emotional impacts of explosive hazard accidents, along with the benefits of safe behaviours to reach beneficiaries with more effective messages.
• Integrate EORE into other existing programmes, e.g. education and health.
	• Most vulnerable beneficiaries live in hard-to-reach rural areas; access could deteriorate given the uncertain security situation.
	• Structural barriers: Beneficiaries whose livelihoods depend on unsafe activities (e.g. scrap metal collectors) face challenging economic circumstances that are unlikely to improve.
	• VOIEDs that look like normal objects make it difficult to design EORE materials that focus on the appearance of explosive hazard; IEDs can also be encountered in many diverse contexts, which makes it difficult to propose safe behaviours.
	• Possible audience fatigue from increased EORE messaging.
	• Reduction in donor funding.
	• Centralisation of the approval process for EORE materials within the technical working group creates inertia and inhibits creativity/testing of new approaches.
	• 'Key-man' risk, i.e. the risk of having institutional knowledge and influence concentrated in one person.
	• Safe behaviours differ for different types of explosive hazards.
	• Limited capacity of IPs decreases the quality of in-person EORE.

Table 2: SWOT analysis of the current EORE practice in Afghanistan.

Evaluation of Current EORE Materials and Suggestions for Improvement

Based on the audit of the EORE materials and feedback from stakeholders at multiple points throughout the strategy design process, the following main limitations of current EORE materials and approaches—and how to improve them—have been identified below.

Limitation	Opportunity for Improvement
EORE materials focus on the physical action of safe behaviours rather than the human context and reality that affects the decision of whether to ultimately adopt safe behaviours, such as socio-economic status and the most efficient travelling routes.	Consider psychological, sociological, and environmental drivers and barriers of behaviour when designing EORE material.
EORE materials tend to be low quality, especially the videos, which affects the impact of the messages among target audiences.	Produce high-quality video and other visual content that captures the attention of Afghans and provides a compelling medium for the messages.
EORE content is overly technical and focuses on the dangers of explosive hazards.	Encourage positive behaviour and communicate the messages in a way that is personal and appeals to the audience's emotions, rather than focusing on technical information.
Many Afghans only receive EORE from a single source. This approach means that most of the audience will only receive messages once, which limits the impact.	Using multiple and diverse channels to communicate EORE messages—including integrated approaches and mass media—would increase the effect of the messages while avoiding message fatigue.
The current pedagogy of EORE delivery relies heavily on lecture-style presentations and review of technical information. This contributes to audience and trainer fatigue and limits the relevance of the messages.	Building on the point above that EORE approaches should take a more emotional approach, a pedagogy that focuses on community participation and ownership, along with narratives emphasising the personal and real-world effects of explosive hazards would improve the adoption of safe behaviours.
The EORE materials are largely theoretical and fail to acknowledge the constraints faced by Afghans in reality. For example, many Afghans may feel compelled to enter dangerous areas to collect items to support their livelihoods. By overlooking these challenges EORE materials and approaches may lack relevance for target audiences.	Acknowledging and empathizing with the structural challenges faced by Afghans may not directly address these factors, but such an approach would improve trust between EORE IPs and communities, as well as increase the likelihood that target audiences take the messages seriously.

Table 3. Evaluation of current EORE materials, MAGENTA Consulting, 2019.

Media Analysis

Trends in Media Use

Major shifts that have occurred in Afghan media consumption trends present an opportunity to enhance the reach and impact of EORE communications approaches. While the new strategy will appropriately utilise television and radio outlets to disseminate campaign material, it will also consider high levels of recent growth in Afghans' use of internet-capable mobile devices to receive and disseminate information. By recognising and adapting to this shift, this new approach will reach broader segments of the target audience with EORE messages, leading to wider dissemination through credible and organic social networks.
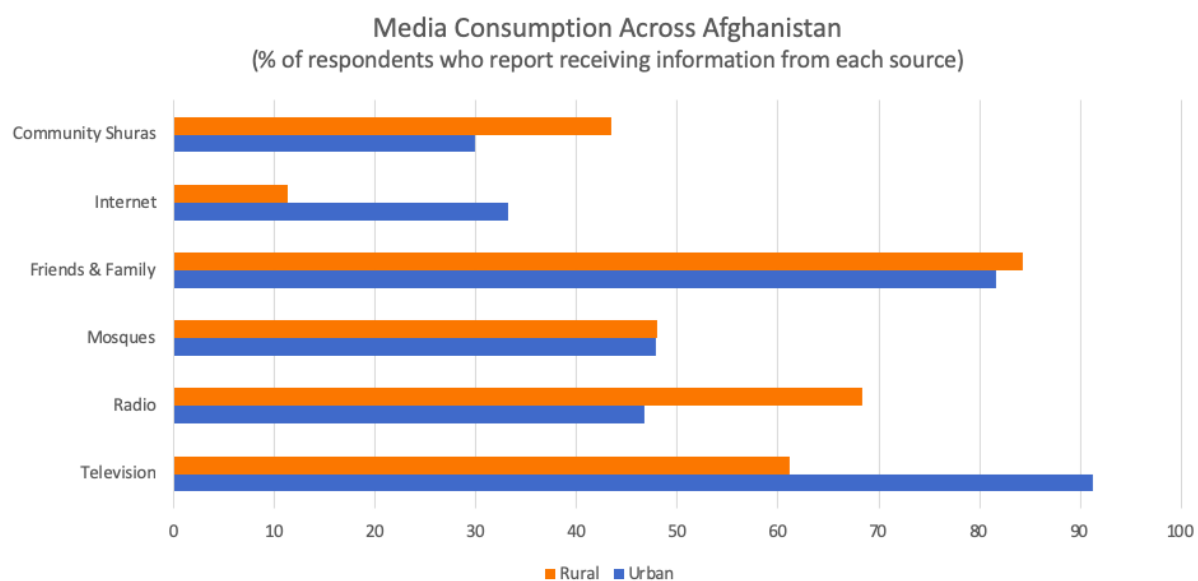

Chart 6: Media consumption across Afghanistan. Source: The Asia Foundation. 2018.

On both the national level and in the predominantly rural communities that this new strategy will target, Afghans report relatively high and constantly increasing levels of access to television and radio. In general, radio ownership rates remain the highest in areas without consistent access to electricity; once these areas receive a steady current, television access rises dramatically. While the overall percentage of Afghans reporting ownership of a television has increased by approximately 18 per cent over the past four years, from 58.3 per cent to 68.6 per cent, the growth rate of television ownership in rural areas has increased at over twice the nationwide rate.[5] Radio programming also serves as an important conduit for news and information, with 69 per cent of Afghans in rural areas reporting listening to the radio at least once per day.[6]

Over the past several years, the percentage of Afghans reporting access to the internet through a mobile device has grown rapidly, increasing by 84 per cent nationwide since 2015.[7] In rural areas of

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[5] Afghanistan in 2018: A Survey of the Afghan People; *The Asia Foundation*; 2018.
[6] Ibid.
[7] Ibid.

the country internet access has spread at an even quicker rate, increasing by over 930 per cent in the past five years.[8] If this growth in internet penetration continues at even a small fraction of its current rate, social media and online outlets will quickly become key pathways for the delivery of public service-related content, including EORE. Facebook remains by far the most popular social media platform and will therefore serve as the repository of most online content.

Despite this growth in consumption of television, radio, and online media, word-of-mouth remains the most common way that Afghans receive essential information. ***Over 83 per cent of Afghans nationwide name their family and friends as the most trusted way to obtain information, higher than any other news source***.[9] Relying on word-of-mouth for one's news is obviously not mutually exclusive with consuming other types of media, meaning that national media platforms can serve as a reliable channel for the dissemination of information in addition to person-to-person contact.

Considering this media landscape, when creating and disseminating engaging EORE content UNMAS could utilise the above-mentioned behavioural concepts to leverage existing social networks at both the personal and virtual level. This hybrid approach will take advantage of the rapid changes in Afghanistan's media landscape, improving the reputation of EORE materials while utilising trusted social networks to organically enhance the messages' reach. Although this would provide an excellent reach, it poses an additional challenge in monitoring, evaluating and understanding the impact of the messages and if the messages are truly being understood and retained versus just being watched. This will be addressed in the various testing and evaluating aspects of each new activity.

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[8] Ibid.
[9] Ibid.

Country Situation

The below is a political, economic, socio-cultural and technological analysis (PEST) of Afghanistan. This is snapshot of the current context of Afghanistan which may be helpful for outside organizations to understand the general context of Afghanistan for better informed interventions.

Political	Economic

Government type and stability
  o Presidential Islamic Republic
  o Three branches of power – executive, legislative and judicial.
  o Taliban is a major challenge for the Government in most provinces.
Freedom of press, rule of law and levels of bureaucracy and corruption
  o Freedom House, freedom of press score: 70/100 (partly free)
  o World Justice Project, Afghanistan ranks 123/126 on the Rule of Law Index.
Likely changes in the political environment
  o Provincial election in October 2018 resulted in violence and rumours of corruption.
  o Presidential election in September 2019 with no results thus far.
  o Negotiations were ongoing in 2019 between the Taliban and the Government in hopes to enter a peace deal; but prospects remain unclear and has added uncertainty and concerns among Afghans.
	Current and project economic growth, inflation and interest rates
	  o Overview: recovering from decades of conflict, living standards still among the lowest in the world, highly dependent on foreign aid, and suffering from shortages of housing, water, electricity, and jobs.[10]
	Unemployment and labour supply
	  o 23.9% unemployment rate
	  o 54.5% below poverty line
	  o Economic recovery is slow as continued insecurity is curtailing private investment and consumer demand. Agricultural growth has been constrained by adverse weather conditions in the past years.[11]
	  o The severe drought in 2018 slowed the economic output growth from 2.7 per cent in 2017 to one per cent in 2018. This was due to the drought affecting wheat production and livestock pasture along with heightened political uncertainty and election-related violence (provincial election) which dampened business confidence. The drought also impacted poverty as there was lower income in rural households and displacement (298,000 people).[12]

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[10] Ibid.

[11] Overview: Afghanistan, The World Bank, 2019. https://www.worldbank.org/en/country/afghanistan/overview.

[12] Ibid.

Social	Technological

• Language: Afghan Persian or Dari (official) 80%, Pashto (official) 47%, Uzbek 11%, Other 12% (2017 est.)
• Religion Muslim 99.7% (Sunni 84.7 - 89.7%, Shia 10 – 15%), other 0.3% (2009 est.)
• Urbanization urban population: 25.5% of total population (2018); rate of urbanization: 3.37% annual rate of change (2015-20 est.)
• Literacy 38.2%
• Age
   ○ 0-14 years: 40.92%
   ○ 15-24 years: 21.85%
   ○ 25-54 years: 30.68%
   ○ 55-64 years: 3.95%
   ○ 65 years and over: 2.61% (2018 est.)
   ○ Median age: 19 (both m/f)
   ○ Population growth rate: 2.37%[13]
	• Impact of emerging technologies
	   ○ In 2001, phone usage was limited – under the Taliban, less than 15,000 telephone lines were operational and limited to large cities; only one Afghan in every 450 had access to communication services; now mobile use is rampant, E-Systems are everywhere. Today, an estimated 22 million Afghans are active phone subscribers, with service coverage extending to 90 per cent of the country, across all 34 provinces. [14]
	   ○ E-governance has reduced processing time from weeks to two-days.
	• Impact of Internet, reduction in communications costs increased remote working
	   ○ In 2001, none of the country had access to internet, but by 2013 this had grown to 3 million users, and has since jumped to 5 million in 2016.[15] This internet is provided in part via more than 4,000 kilometres of optical fibre, the infrastructure for internet services and data transfer.
	• Impact of technology transfer
	   ○ Afghanistan's telecommunication sector is a major contributor to the country's gross domestic product and a major source of revenue for the country. The industry's $200 million in annual revenues account for 12 percent of total government revenues —optical fibres alone contribute more than $50 million in revenue.
	   ○ The telecom sector employs 120,000 people nationwide and contributed to the rise of a generation of tech savvy and connected young Afghans.[16]

Table 4: PEST analysis of Afghanistan.

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[13] Central Intelligence Agency (CIA), The World Factbook, https://www.cia.gov/library/publications/the-world-factbook/geos/af.html.

[14] The Embassy of the Islamic Republic of Afghanistan, London, UK. http://afghanistanembassy.org.uk/english/3155/.

[15] The Embassy of the Islamic Republic of Afghanistan, London, UK. http://afghanistanembassy.org.uk/english.

[16] ibid.

Findings

From the above casualty analysis and surveys, we can conclude the following:

- Boys are the most affected by ERWs.
- Playing and livelihood activities are the most common activities at the time of mine/ERW accidents; for children, it's playing; and for adult's, it's livelihood activities.
- Men have the highest casualty rates due to VOIEDs.
- The most common activity when a VOIED accident occurred – passing/standing nearby and travelling.
- An influx of returnees and IDPs means more safe behaviour techniques are needed for those who are unaware of their surroundings.
- We need to move from mine risk awareness to how to practice safe behaviour in the context of explosive hazards.
- Various forms of delivery and messaging of EORE to different target groups is needed.
- People understand what mines/ERW are; the issue is understanding what to do, what to look out for, how to behave and how to react. The current EORE material does not reflect this.
- We need to increase the reach of EORE to target all at-risk groups throughout the country.
- Nearly all the people we surveyed involved in accidents changed their behaviour which could be a good indicator that drawing from real life experiences would be helpful in EORE messages. This could be leveraged into new RE messages both by real-life stories and by message delivery.

Therefore, UNMAS in Afghanistan has determined the following:

a) EORE should reach across Afghanistan to ensure messaging reaches the entire population, with a specific focus on rural areas and highly contaminated areas.
b) EORE should have various messages tailored to different populations and audiences.
c) EORE messaging should be about changing behaviour, not just providing awareness.

UNMAS in Afghanistan will focus on the following approaches, which have been informed by BCC principles:

- Positive messaging.
- Interactive messaging.
- Mass-media messaging.
- Emotional messaging.
- Relevant and empathetic messaging.

Taking the above into account and utilising aspects of BCC theory, the following changes to EORE will be adopted by UNMAS Afghanistan:

- When designing EORE material, consider the psychological, sociological and environmental drivers and barriers of behaviour for each target audience group, i.e. girls, boys, women, men and travellers.
- Develop and produce high-quality visuals.

- Encourage positive behaviour vs. negative consequences.
- Communicate messages that are personal and appeal to the audience's emotions versus the technical aspects of explosive hazards.
- Utilise multiple and diverse channels to communicate.
- Pedagogy that focuses on community participation and ownership, along with narratives emphasizing the personal and real-world effects of explosive hazards.
- Acknowledging and empathizing with the structural challenges faced by Afghans.
- EORE programmes should prioritize their messaging and priority-setting mechanisms first and foremost based on recent casualty data within the last 24 months.
- Field testing of material, messages and activities.
- Promote a mix of bottom-up and top down approaches.

With the analysis above, various changes are needed throughout the MAPA to change the EORE attitude and methodology. Teaching the current mine risk behaviour for the past twenty years has been helpful in terms of traditional mines; however, with the changing conflict, and the above data analysis, we need to strengthen our strategy and reach.

Recommendations

This document outlines the changes to risk education, with a focus on behaviour change; however, there is a need for further improvements that will help with future analysis, monitoring and programming that is outside the realm of behaviour change communication.

Data Quality: While IMSMA in Afghanistan is very well established with plenty of useful and relevant data, there is a need to improve the quality, of both data collection tools and management. Quality data collection and management is very important to determine future programming.

Data Collection: A limitation of the IMSMA data is incomplete data collection forms, which results in some data not being analysed due to an insufficient number of answers to be accurately representative. For example, questions surrounding employment, education level and EORE sessions prior to the accident were mostly blank. Another limitation is the options for activity at the time of the accident. This will improve with greater detail. For example, the activities of travelling and standing nearby – these could be further explained as to where they were going – somewhere for livelihood activities, displaced, work, school, etc. Although the level of information has provided sufficiently informed analysis, more information on behaviour would help to inform future programming.

IMSMA Forms: The current accident forms should include behaviour-linked questions to help us understand what exactly was happening before the accident and asked in such a way that the victim or their family is able to tell a 'story' of the accident instead of answering each question one by one. This will help with getting the correct information into the system. Another concern is that victims or their families are afraid to tell the surveyor what really happened, for example, if their child was tampering with an ERW they may think they will get in trouble if they say that they were playing and saw an ERW and decided to throw rocks at it instead of just saying they were playing and the ERW exploded. The respondents of the questionnaire should feel comfortable to give their statement as truthful as possible. If they are questioned one-by-one, it may feel like an interrogation. Surveyors should be trained in the new approaches.

Advocacy: A separate advocacy strategy must be developed, in a similar research style to this EORE strategy, to understand the various stakeholders, the needs, the gaps and goals. there is a need to advocate to the government to put measures against scrap metal dealers to prohibit scrap metal sales. Further advocacy measures for all parties to the conflict to clear explosive remnants of war, as per the Convention of Certain Conventional Weapons, Protocol V is currently underway by the DMAC and continued support from all parties to the conflict is encouraged. Advocacy measures to the government to support livelihood barriers, such as unsafe access to waterpoints, firewood, etc. would prevent Afghans from the desperate need to reach their livelihood needs.

Reach: While changing our methodology will improve implementation; we also need to improve our reach of the Afghan population. Mass media messages and partnering with various other humanitarian actors to deliver EORE will help.

Changes to AMAS: The current Afghanistan Mine Action Standards (AMAS) on EORE should be updated to include the updated use on testing for all new material. SoPs should also be developed for how IPs do different types of EORE for different audiences, as per this new strategy design.

Reporting: The current DMAC hotline is a standard seven-digit number which makes it difficult to remember. A new three-digit toll-free hotline should be implemented for ease of reference. Prior to this, an evaluation of the current hotline is needed to realize any improvements needed. Finally, after the new number is implemented, monitoring and testing should be done to ensure mine action partners are advertising the number.

Marking: A decision on marking must be made by the DMAC on either ramping up marking and standardizing marking across the country as this is a do-not-harm issue. In the meantime, EORE should focus less on marking to not harm participants in any way.

Quality Assurance (QA) and Monitoring of EORE Activities: The QA and monitoring of all EORE activities within the MAPA needs to be overhauled to ensure the most important aspects of EORE are being monitored.

VOIEDs: There are varying opinions on how to teach the dangers of VOIEDs due to the complexity of the items. VOIEDs are indiscriminate and can be activated by the presence or proximity of persons, also impacting those standing nearby. When developing VOIED EORE content, it may not be ideal to show actual devices since VOIEDs can be found in any everyday items from a pressure cooker to a book bag, to a pressure-plate on the side of a road where anyone can accidently step on them. EORE content should promote safe behaviours in a variety of situations high-risk individuals may come across. Extensive testing on VOIED EORE will be done to ensure the most effective messaging will be delivered.

Children: Children need to be specifically targeted, especially concerning ERW, as they data indicates they are the most affected by ERW. There is new material developed by DDG now being disseminated across the IPs of Afghanistan. EORE needs to also be developed into the curriculum of Afghanistan in all grades in all schools across the country. UNMAS should explore how informal RE could be integrated within other programmes focusing on children, for example with child protection activities.

Chapter Three: Strategy Design

Based on the context, analysis and findings described above, a BCC Strategy was developed to outline a new direction for the EORE program in Afghanistan. This chapter details this new direction. This section was completed by MAGENTA Consulting, the social behaviour change and communication consultancy company UNMAS in Afghanistan contracted for this exercise. MAGENTA's strategy was completed in cooperation with key consultants at DMAC, UNMAS and EORE implementing partners.

Impact, Objectives, Outcomes

Two specific behaviours that we will aim to encourage through this new strategy are:

1) Avoid contaminated areas
2) Report explosive hazards

Thus, the following goals and objectives were developed:

Overall goal: Afghans identify and avoid contaminated areas and report the presence of explosive hazards through formal and community-based channels.

Objective 1: Afghans feel increased personal agency to control their own future by adopting safe behaviours.

Objective 2: Afghans have improved awareness of how to identify explosive hazards and contaminated areas, the significant risk that explosive hazards pose, and steps to take when explosive hazard or a contaminated area is encountered.

Objective 3: Social norms encourage Afghans to adopt safe behaviours by reducing social sanctions for those who practice safe behaviours and commending those who report explosive hazards formally and informally.

Audience and Stakeholders

Audience

The target audience of the strategy are *Afghans at high risk of encountering explosive hazards*. We have broken down the audience to: boys, girls, men, women and travellers to ensure specific messaging is targeting each of these demographics to ensure the most effective messages are delivered to these groups of individuals. We could break down the audience even further to different ages of children, as messaging to a seven-year-old is vastly different than messaging to a thirteen-year-old; however, we need to take into account the resources available to us. We may not be able, either financial or with human resources, to target such specific audiences. We have chosen the audiences as stated to have a balance between a 'one size fits all' approach and a more targeted approach.

Beneficiaries

The direct beneficiaries of this strategy are Afghans at risk of encountering explosive hazards. In addition, part of the secondary target audience can also be considered indirect beneficiaries, i.e. friends and family of those at risk of encountering explosive hazards would benefit indirectly from others' practicing safe behaviours.

Stakeholders and Influencers

The last group to consider is stakeholders and influencers. These include entities that can have an impact on the behaviour and perceptions of the primary target audience, and therefore could be worthwhile to include in the communications strategy. In this context, stakeholders and influencers include media, GIRoA, community and religious leaders, EORE IPs, community volunteers, and partners involved in integrated EORE approaches. All these actors have a role to play in ensuring that the target audience receives the key messages and that these messages are translated into behaviour. Several of these stakeholders also represent channels for disseminating messages that have not yet been fully integrated into the EORE approach. Finally, the audience itself, including children, may also become influencers. We hope that the audience will eventually become EORE advocates because those directly affected by EO and have benefited from EORE, would be in an excellent position to influence others.

Key Principles

This new communications approach will adhere to the following key principles:

Engage Afghans in a humane, emotional and relatable way: As the current EORE material analysis above has shown, most materials focus heavily on the technical aspects of explosive hazards. While this has a clear role, to connect with different audience groups in an effective way, we will need to strike a resonant emotional chord. Overcoming the main barriers to change, such as lack of awareness and economic pressure, will require an approach that is empathetic, compassionate and accentuates the positive aspects of adopting safe behaviours.

Use simplified messages that resonate with and are relevant for audiences: Messaging should be clear, simple and presented in easy-to-understand language, forgoing jargon wherever possible. Finding a concise and memorable way to communicate safe behaviours will be key. At the same time, care will be taken to ensure that messages around safe behaviours and reporting procedures are tailored to specific EO (mines, ERW, VOIEDs) as much as possible.

Utilise the mass media space to reach audiences (national level for surround sound and local level in impacted communities): EO presents a nationwide issue in Afghanistan and the EORE work done in communities needs to be strengthened with a mass-media broadcast approach, especially with the growing media landscape in Afghanistan. Broadcast media, reaching a large swathe of the population simultaneously, has the power to capture the collective consciousness, build awareness and incite action with great speed. Media can also be used at the local community level, particularly in impacted communities in order to demonstrate support. It does, however, present a challenge in measuring and evaluating as it's difficult to understand the true impact of a mass media campaign on behaviour change. Part of the new activities will strive to determine an effective evaluation technique.

Create a common brand for EORE activities to build brand trust, affinity and amplify effects: There has been over 20 years of EORE activities in Afghanistan, with materials and messaging developed by several different organisations. Building on the creation of DMAC as a centralised body, we should look to consolidate all the EORE messaging under one engaging, memorable brand. This new brand can use the existing demining brand and visual identity as a starting point, but by taking a fresh approach and focusing more on the adoption of safe behaviours (rather than demining), the new brand is expected to be more impactful.

Enhance community-based and in-person approaches by revamping EORE materials and reducing risk of poor pedagogy: Using clear, emotional language to deliver the message we can create better traction in communities. The use of the brand and memorable messaging will help to build message association.

Generate a public discourse, through public relations (PR) efforts, to put this issue higher on the agenda: Many Afghans remain unaware of the risks posed by explosive hazards. A concerted PR approach that establishes the risks in a new and relevant way is necessary to ignite public conversation about the topic, the ongoing risks and mitigation approaches.

Target audience segmentation: It is imperative that our messaging is appropriate and relevant to the different audience segments explored in detail above. Some materials such as the films will address all audiences, but other audience segments will require a tailored specific approach in medium and message. One example is children who will be reached in an engaging and relevant way through the utilisation of a specially created character. The Message House, outlined below, will show in detail the nuance applied to the key messages in order to increase their relevance for the distinct target audience segments.

Time and repetition: The longer the span of time and the greater the frequency with which someone is exposed to a message, the better chance there is of changing attitudes that can lead to behaviour change in the long-term.

Multi-media approach can help build salience: Time and repetition, as mentioned above, can be further fostered and salience can be built by engaging with a multi-media approach. The placement of messaging across multiple touchpoints further accelerates the process of creating new memory structures among the target audience.

Engage media and other trusted platforms: Established media platforms that already command trust and authority with Afghans, such as existing news and talk shows, can be used to give prominence, importance and urgency to the new messaging approach.

Opinion leaders: Opinion leaders and influencers—especially at the community level—will be engaged to accelerate the dissemination of new attitudes in society. Using well-known, respected Afghan public figures to disseminate the messages can help the messaging connect with Afghans, as people are more receptive of messages that are from a trusted, identifiable source. Opinion leaders can also include emerging influencers in the community, such as women who are trusted by fellow mothers and wives in the community and can affect attitudes and behaviours of hard-to-reach segments of the population (i.e. women).

Human-interest stories: The approach will be rooted in making the message feel relevant to the lives of communities. Real-life stories, from those affected by EO, can have real impact. Whether this is a young girl who has been involved in an accident or a mis-informed ex-soldier who has since become an EORE instructor, testimonials from relatable individuals who have first-hand experience of the risks and dangers carry real power and the ability to connect with Afghans on a more emotional and human level.

Key Human Insights

In order to develop an effective communications approach, it is essential to understand the key human insights that affect Afghans' behaviours. While pertaining to different target audience segments, these are the key insights—based on MAGENTA's analysis and information gathered during the stakeholder consultation process—that can help us to craft a coherent overall approach. By understanding these relevant universal truths in the context of our different audiences we can tailor effective messaging that speaks directly to the motivators of current behaviours with a view to bringing about our desired change. The key human insights can be organized into the following categories:

Psychological Insights

My destiny is not in my hands: A sense of fatalism is engrained in the minds of some Afghans. It precludes a sense of agency on the part of Afghans when it comes to taking precautions from accidents when their livelihoods are at stake.[17]

It won't happen to me: After nearly four decades of war and often poor information and awareness about explosive hazards in communities, Afghans may be unaware and apathetic about the risks. Humans are also very bad at calculating risk and can equate their own positive experience (i.e. "I don't know of any incidents") with low probability.

Sociological Insights

It's important to be part of a group: Children, particularly adolescents, want to be part of a group and will mimic dangerous behaviours practiced by their peers rather than refuse and be considered an outsider.

Environmental Insights

I have limited options for how I can make a living: Economic imperatives and lack of good, safe job options requires Afghans or their children to take risks such as opting for shorter travel time through unsafe areas or working in unsafe areas themselves.

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[17] MAGENTA acknowledges that this is a strong statement and may not apply to every individual; however, discussions during the stakeholder workshop conducted to inform this strategy and MAGENTA's expertise vis-à-vis the Afghan context indicate that this is a relevant factor.

Partners

In addition to providing EORE through dedicated in-person sessions and mass media, another approach emphasizes creating linkages to community outreach efforts in other sectors, such as health and livelihoods. [18] Indeed, MAPA's current approach emphasises integrating EORE into existing programmes and mechanisms that work with the same target audiences (such as schools and community development councils). This ensures that multiple networks are engaged at once, and economises on resources, enhancing sustainability and the cost-efficiency of EORE.[19] However, these integrated approaches are not currently extensively used, though they represent a promising opportunity to improve EORE delivery and to address some drawbacks of current approaches, such as the lack of quality assurance mechanisms and concerns around scaling; that is, integrated approaches can be more easily scaled up given that they seek to collaborate with existing programmes that are presumably already at scale.

One important caveat is that disseminating too many separate messages at once (i.e. about EORE and health) may confuse audiences and lead to none of the messages being absorbed. Care should be taken to use integrated approaches to only share selected and complementary messages.

Given the importance of partnerships to the success and sustainability of the integrated approach, it is recognised that the partners mentioned below are crucial stakeholders in the success of this strategy.

Ministry of Education

The most common type of integrated approach currently used is EORE in public schools, though the degree to which EORE is implemented in schools is difficult to confirm. An MoU between DMAC and the MoE established a risk education department in the MoE, which is intended to facilitate the inclusion of EORE in the national school curriculum for students in grades 7 – 12.[20] Recently, UNICEF has re-engaged with UNMAS and DMAC and is working with the MoE to integrate EORE into the school curriculum. One challenge is to ensure teachers are properly trained; and monitoring and proper oversight is implemented.

Humanitarian Actors

Many humanitarian actors in Afghanistan, such as UNICEF and War Child, implement programming that could facilitate an integrated approach. This includes community-based education and child-friendly programming, which would provide an opportunity to reach children and their parents. These avenues are especially important as many children are not enrolled in formal education but may participate in community-based education activities.

Ministry of Public Health

Integrating EORE into MoPH programming is another avenue the MAPA could attempt. This would allow for further reach into harder to reach areas. There is always a concern with QA and monitoring

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[18] IMAS Best Practice Guidebook 1- An Introduction to Mine Risk Education, 2005, IMAS
[19] IBID
[20] Landmine Monitor 2008: Mine/ERW Risk Education, 2008, Landmine & Cluster Munition Monitor, http://www.the-monitor.org/en-gb/reports/2008/landmine-monitor-2008/mineerw-risk-education.aspx

when other actors not part of the MAPA are implementing EORE; however, adding means of verification and quality checks would be part of any future agreements.

Ministry of Industry and Commerce

As Afghans often intentionally adopt risky behaviours in the pursuit of a livelihood, integrating EORE into the work of the Ministry of Industry and Commerce (MoIC) could help address some of these unsafe behaviours on both the policy level and from an outreach perspective. Poverty and livelihoods are main environmental factors and structural barriers that affect Afghans' decision-making when it comes to adopting unsafe behaviours related to explosive hazards and working with MoIC to address these factors would support the objectives of the EORE program in the long-term. Along the same lines, mainstreaming EORE messages and content into the work of vocational training providers would help promote safe behaviours among people at high risk of engaging in unsafe activities related to livelihoods.

Core Communication Idea

The core communication idea helps us to frame the creative approach. It allows us to define the tone and style of all the messages, regardless of where they are distributed, as well as to design the most appropriate and effective activities.

The core idea is a direct response to the **key opportunity and challenge** presented by our target audience, which can be expressed by the following: *"Not dying is not my number one priority."*

EORE programmes have been in place in Afghanistan for at least two decades, though many Afghans are still unaware of the risks of explosive hazards and either don't know about safe behaviours or are unable to adopt them. Indeed, as we have seen, several factors prevent the adoption of safe behaviours. In other words, **these factors take priority over the need to practise safe behaviours.**

Whether it is the economic imperative to work in dangerous areas or get to work quickly; whether it is the government official who faces constant pressure to promote security and economic stability; the parent who wants their child to enjoy a semblance of childhood playing with their friends; the child who won't say no to their friends for fear of not fitting in; the Afghan whose own sense of apathy towards the attrition of a four decade war that overrides their survival instinct.

In turn, the core communication idea is as follows:

Save a life today, build a life tomorrow

Using positive, emotional, inspiring and informative, yet easily comprehensible messaging, we will help Afghans better understand the value of prioritizing safe behaviours above other sometimes more seemingly pressing factors. The Core Idea intentionally echoes the Quranic teaching *"Whoever saves one life, it is written as if he has saved all humanity"*.

Message House

The message house diagram shown on the next two pages illustrates the key messages that all communication activities will deliver. These have been developed based on the stakeholder workshop, consultations with IPs, UNMAS, and DMAC, and considering the Afghan context. These will next be tested with the intended audiences to ensure effectiveness and fit for purpose. For the message house to be effective, the messages must be consistently applied to all communications. The more these messages are repeated, the more likely it is that the audience will internalise them. The messages below indicate the feel and sentiment of what should be incorporated into communications activities, but do not necessarily represent the literal messages that will be used.

The three layers of the message house are interconnected and mutually supportive. The key messages (bottom layer) are organized under pillars or "core messages" (middle layer), which in turn support the overarching message at the top (top layer). All key and core messages are closely linked and reinforce one another. The message house is segmented according to the target audience, with one pillar for each target audience segment.

Consistently adopting safe behaviours in the short term is the only way to preserve the life of you and your loved ones in the long term.

Core Messages	**Women:** You have a key role to play in keeping your family and children safe.	**Men:** The best way to protect and provide for your family is to avoid contaminated areas.	**Girls** Lives and limbs are more important than chores and toys.	**Boys** Brave boys practice safe behaviours.
Key Messages	You have a responsibility to teach your children about the risks of mines/ERW. Protect your children and their future by not asking them to do chores in unfamiliar areas.	• The best way to ensure your family's future is to keep yourself safe. • No amount of money is worth your child's life.	• The best thing you can do to support your family—now and in the future—is to keep yourself safe.	• Be brave and be a hero – don't let your friends go into unsafe areas or touch unknown objects. • The best way to support your family is to stay alive.

Consistently adopting safe behaviours in the short term is the only way to preserve the life of you and your loved ones in the long-term.

Core Messages	Unaware	Uninformed	Misinformed	Reckless	Intentional	Travellers
	Mines are deadly and pose a serious threat to you and your family.	Learning about and practicing safe behaviours can save your life.	Your community is counting on you to have accurate information.	Respect the risk of mines.	The best way to provide for your family is to keep yourself safe.	You must stay alive in order to get home.

Key Messages						
	• Don't touch unknown objects. • Stay on marked roads. • Talk to someone in your community about the risks of mines.	• Don't touch unknown objects. • Stay on marked roads. • Talk to someone in your community about the risks of mines.	• Mine safety can be difficult and some information can be misleading. • Make sure you have correct information before sharing it with others.	• Risking your life is dishonorable. • Earn your friends' respect by protecting their and your lives.	• No amount of money is worth more than your life. • Not earning money today is better than never earning money again.	• There are risks in every community, even the one where you are now. • Your family is counting on you to get home safely.

Risks and mitigation

This table contains anticipated risks and bottlenecks that could prevent the strategy from being successful, and how the risks will be mitigated.

Risk Description	Probability	Impact	Risk Rating	Mitigation Measures
Structural barriers, if left unaddressed, limit the effect of the new EORE approach.	4 High	5 (Very High)	5 (Very High)	Acknowledge the barriers in EORE materials and provide relevant information for those with economic difficulties etc. who face these barriers.
Messages do not resonate with target audience and are not relatable.	4 High	4 (High)	4 (High)	Test messages and communication materials to ensure they are relevant and resonate with the target audience; Help Afghans understand the value of prioritising safe behaviour; Incorporate real life scenarios, personal and real-life effects of unsafe behaviour into the materials.
IPs do not have capacity to adequately train community members on EORE.	3 Medium	4 High	3.5 Medium/ High	Train IPs on the new strategy and messages so that they understand basic principles of behavioural change and learn engaging EORE facilitation skills; Monitor progress of IPs and conduct refresher training if necessary; Diversify EORE channels (e.g. include TV, radio and social media) so that EORE success doesn't only depend on well-trained IPs.
EORE materials do not reach beneficiaries living in the hardest to reach areas.	3 Medium	4 High	3.5 Medium/ High	Campaign materials will have a nationwide media reach, distributed using a variety of media and community-based approaches on a national and local level.
Target audiences become fatigued and do not want to engage with new material.	2 Low	5 High	3.5 Medium/ High	Materials encompass a range of media formats and distribution channels, so the target audience experiences the new materials in a variety of ways.
The target audience receives conflicting information from their reference network.	3 Medium	3 Medium	3 Medium	Engage opinion leaders in local communities and use role modelling so that information is not conflicting.
IPs resist adopting the new EORE approach	2 Low	4 High	3 Medium	Materials are revamped and encompass a range of media formats, making them more interesting.
The security situation in Afghanistan deteriorates more than expected and the context changes significantly	2 Low	4 High	3 Medium	Stay informed and up to date on current events and conflict developments; Review implementation periodically to see if it will be affected by any changing context.

Chapter Four: Development and Testing

With the development of the new strategy above, UNMAS, DMAC and implementing partners will develop new interventions to implement the new strategy. After developing the new project, testing will be done to ensure the messages are clear with the intended audience. The new projects are prioritized into high and medium priorities.

Each new intervention will be tested with focus groups prior to rolling out to ensure the proper message is getting across and will obtain our desired objective.

High Priority Interventions

UNMAS in Afghanistan will start with the below interventions. Each intervention includes the general idea and what next steps are needed to accomplish the activity.

1) Developing messages into local language

Before any of the following interventions commence, the above message house messaging needs to be developed into Dari and Pashto with a local communications consulting company to ensure the same/general idea is still getting across and will work with our audiences.

2) Child-centric messaging

Core messages

Boys: **Brave boys practice safe behaviours.**

Girls: **Lives and limbs are more important than chores and toys.**

Objective

As boys are the most affected by ERW, we will amplify child-centric messaging. As indicated above, the attitudes, knowledge, and behaviour are different than adults and EORE messaging needs to target these differences. A promising new child-friendly storybook style was introduced to the MAPA this year by DDG and is currently being rolled out. Using the storybook and characters as a basis, we can elaborate on different activities such as:

Comic book creation: Utilise the popularity of comic books to develop an informative and fun way to engage children. This can use the same characters as the storybook for familiarisation.

Billboards: Using the same characters as the storybook, billboards with separate boys and girls messaging will be utilised that is accessible for illiterate audiences.

Speaking Books: Audio and visual storybook used individually or in small groups. The audio portion is useful for illiterate or non-trained users. This could be an option for peer-to-peer messaging.

Requirements

    a) Graphic Designer and comic book writer
    b) Cooperation with UNICEF and MoE and other partners
    c) Child Protection in Emergencies partners who had education or child-friendly spaces in which we can deliver, monitor and evaluate activities with.
    d) Monitoring and evaluation to ensure the objectives are being met.

3) VOIED Messaging

As most casualties are due to VOIED, VOIED-specific messaging is needed.

First and foremost, the EORE technical working group (TWG) needs to agree upon the best way forward. To date, there is no agreed-upon format on how to promote safe behaviour around VOIEDs. Various types of messages will be tested with target communities to understand the most effective and safe messages.

Requirements

    a) Development of new material specifically for VOIEDs
    b) Agreement from the MAPA and the EORE TWG
    c) Research other programmes' approach to VOIED RE
    d) Test various methods and approaches to VOIED with the at-risk communities to determine the best way forward. I.e. to show the device or not.
    e) Monitoring and evaluation to ensure the objectives are being met.

4) Mass-Media

To expand our reach of these messages, a variety of mass-media products will be produced via radio, TV commercials, social media commercials and billboards. The TV and social media commercials are currently in production. One will be targeting adults and a second will be targeting children. The billboards will be placed strategically to be seen by travellers in the country. The radio advertisements will target IDPs in key provinces to inform them of recent contamination, what to look out for, and what to do.

Boys: ***Brave boys practice safe behaviours***.
Girls: ***Lives and limbs are more important than chores and toys.***
Travellers: ***You must stay alive in order to get home.***
Men: ***The best way to protect and provide for your family is to avoid contaminated areas.***
Women: ***You have a key role to play in keeping your family and children safe.***

Requirements
    a) Production company to develop scripts
    b) Testing of the scripts/messages
    c) Media plan to ensure excellent opportunity to see media exposure; and
    d) Monitoring and evaluation to ensure the objectives are being met.

Medium Priority

1) Branding

In order to bring together the different strands and messages of EORE we would like to develop a designated and distinct brand. The brand should feature a clear and memorable tagline that encapsulates the key safety messages in a succinct and catchy way. The brand will help address several aspects of the strategy. From an SBCC perspective, time and repetition are key drivers of behaviour change. By unifying all the EORE messaging under one distinct brand we can create linkages in the recipients' minds, thus generating more frequency of messaging, from their perspective, with the same output.

The brand should cover the following elements:

- A clear and memorable tagline that will constitute the essence of the brand. This will ideally be the same in Dari and Pashto and will need to be tested with both audiences.
- A brand name that is simple, clear, positive and reflects the core idea and key messaging
- A distinct and easily recognisable visual identity and logo.
- A mascot or character who can communicate on behalf of the brand in an easy to understand, relatable and non-threatening or patronising manner.
- Synergy with a lead campaign focusing on a mnemonic that summarises the key elements of mine safety in an easy and memorable way.

2) EORE Toolbox

To ensure all groups are targeting effectively, UNMAS will create a toolbox for all community workers to have with all types of messaging included so they are prepared to educate any audience: boys, girls, travellers, etc. This could include pamphlets, speaking books for children, small posters, cards with the DMAC hotline, etc.

3) Car Decals

Although not commonly used for messaging and primarily individually driven, banners (stickers on the back windshield) on cars in Afghanistan are a highly popular and visible means of messaging. Reflecting Afghan attitudes and values they often highlight the fatalistic values of Afghans. We can flip this medium in order to promote both our mnemonic and desired behaviours regarding awareness of explosive hazards.

Chapter Five: Mobilize and Monitor

This section will be updated in the next version of the report with information from the pilot.

Chapter Six: Evaluate and Evolve

In general, the monitoring and evaluation component will include the following to determine the effectiveness of the new messages and activities:

- Pre/post testing for all face-to-face recipients.
- Media – cold calls 2x a year; we will need to contract out for this to conduct the surveys and analysis.
- Baseline research will be conducted to assess current levels of awareness, practices, and knowledge. The assessment will be designed to measure baseline values of the outcome-level indicators.
- Detailed implementation plans will be developed, along with the production of key EORE content, incorporating insights from the baseline research.
- IPs will conduct real-time monitoring of all EORE activities, adjusting their approach as necessary based on audience feedback. Output-level data should be collected at least on a quarterly basis through IPs.
- A post-implementation end-line evaluation will track changes in outcome-level indicators i.e. behavioural factors. Using the same methodology as the original baseline survey, this will involve a follow-up assessment of target audience members to evaluate the effects of the EORE activities relative to its original "control" sample.
- All the above monitoring, evaluation and learning components will feed into regular lessons learned reports.

UNMAS Risk Education Monitoring and Evaluation Framework		
Outcome	Indicator	Description
Outcome 1.1- Afghans feel increased personal agency to control their own future by adopting safe ERW risk behaviours.	**Outcome Indicator 1.1.1-** Percentage change in Afghans who describe themselves as capable of influencing their own safety around ERW.	Calculated using the survey question: "How strongly do you agree with the following statement: 'I am capable of taking actions to improve my own physical safety around ERW'?" (measured on a Likert scale).
	Outcome Indicator 1.1.2- Percentage change in Afghans who believe their actions can prevent injury in an ERW-related incident.	Calculated using the survey question: "How strongly do you believe that your actions can prevent injury by ERW?" (measured on a Likert scale).
Outcome 1.2- Afghans have improved awareness of how to identify ERW, the significant risk that ERW pose, and steps to take when an ERW is encountered.	**Outcome Indicator 1.2.1-** Percentage change in Afghans who show an increased awareness of the proper procedures for identifying ERW.	Calculated by presenting respondents with a scenario in which they encounter ERW and asking for the proper procedures to follow ("grading" respondents against a pre-determined list).
	Outcome Indicator 1.2.2- Percentage change in Afghans who show an increased awareness of the severity of ERW-related risks.	Calculated by asking respondents to identify ERW-related risks and "grading" responses against a pre-determined list.
	Outcome Indicator 1.2.3- Percentage change in Afghans who show an increased awareness of the proper procedures to follow when encountering ERW.	Calculated by asking respondents to name proper procedures after encountering an ERW and "grading" responses against a pre-determined list.
	Outcome Indicator 1.2.4: Number of devices reported to local authorities after EORE sessions	Calculated in the statistics drawn from the monthly 'hotline' reports.

UNMAS Risk Education Monitoring and Evaluation Framework		
Outcome	Indicator	Description
Outcome 1.3- Social norms encourage Afghans to adopt safe behaviours by reducing social sanctions for those who practice safe behaviours and commending those who report ERWs formally and informally.	**Outcome Indicator 1.3.1-** Percentage change in Afghans who report that they would feel comfortable publicly praising a friend or relative for following safe behaviours around ERW.	Calculated using the survey question: "How strongly do you agree with the following statement: 'I would publicly praise a friend or family member for following ERW-safety measures'?" (measured on a Likert scale).
	Outcome Indicator 1.3.2- Percentage change in Afghans who report encountering ERW.	Calculated by asking a yes/no question about whether respondents have encountered an ERW.
	Outcome Indicator 1.3.3- Percentage change in Afghans who believe that their friends and/or family would react positively if they adopted safe behaviours around ERW.	Calculated by multiple choice responses to the question: "How do you believe your friends and/or family would react if you adopted the following safe behaviours around ERW?". (measured on a Likert scale)
	Outcome Indicator 1.3.4- Percentage change in Afghans who notice their friends and/or family adopting safe behaviours around ERW.	Calculated by asking a yes/no question about whether respondents have noticed their family adopting safe behaviours around ERW in the previous month.
	Outcome Indicator 1.3.5- Percentage change in Afghans who describe the adoption of safe behaviours around ERW in positive terms.	Calculated by asking respondents to choose from a set of reactions to a paragraph-long scenario in which a character decides to adopt safe behaviours around ERW.

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