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UNOCA
DEMINEING PROGRAMME

1992

o/a Sept/Oct 91

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Killed:	200,000
Disabled:	300,000
Livestock Killed:	500,000
Vehicles Destroyed:	1500-2000

PART I REVIEW OF PAST EXPERIENCE

1. Introduction

The signing of the Geneva Accord in 1988 brought in the general consensus of the world community that as soon as the Russian forces completed their withdrawal from Afghanistan, conditions would stabilise and peace would prevail in the war torn country.

Soon after the Geneva Accord was signed, the Secretary General United Nations appealed to the world community for donations of humanitarian funds for the reconstruction and rehabilitation of Afghanistan.

Millions of mines have been planted in Afghanistan. They have disrupted the transport sector, suppressed commerce and agriculture and destroyed lives. As long as mines remain a threat, millions of Afghans would choose to remain homeless and prospects for economic recovery would be bleak. Therefore, it was considered by UNOCA and the donor countries that an important humanitarian element of successful reconstruction of Afghanistan would be an ability to detect and clear mines, at the very least along primary routes, agricultural land and built-up areas.

In February 1989 UNOCA, in conjunction with the donor countries, established the Mine Clearance Programme based on the recommendations of the survey teams from France, Turkey, the United Kingdom and USA. They established a Programme of Instructions for the training of Afghan volunteers. The Mine Clearance Programme (MCP) was thus established.

2. Objectives

When first established in early 89, the role of MCP was to conduct Mine Awareness and Clearance Training for the Afghan volunteers with the objective of training less to dispose of mines and other unexploded ordnance, according to the Programme of Instruction developed by UN Military contingents. In addition a mass public education and information campaign in mine recognition and avoidance was to be implemented to contain the threat to life and limb. Another objective was to provide first aid and emergency care training, as well as mobile units for medical treatment of mine casualties.

MINE AWARENESS 1991	
Men:	249,830
Women:	55,672

-2-

The objectives were based on the premise that as soon as the war ended the refugees would return to their homes and begin to clear their areas of mines. Thus emphasis was laid on the training of maximum number of Afghan volunteers in basic mine clearance skills.

The envisaged large scale repatriation of Afghan refugees, however, did not occur. In order to meet the changed situation two new objectives were added to the Programme in early 1990 These were:

- to train and assist Afghans in the establishment of demining NGOs by raising the infrastructure of men and material and assisting them in the formation of well equipped and trained demining teams to carry out demining operations inside Afghanistan.
- to ensure that the mine clearance operations under taken by the Afghan NGOs are done safely, efficiently and cost effectively.

3. The Programme in 1991

From a single basic mine clearance and mine awareness training programme in 1989, MCP has in 1991 developed into a major operation employing some 1700 people. Its expanded programmes are being implemented through different NGOs as follows:

4. Mine Awareness

The implementation of Mine Awareness Programme (MAP) is being under taken by the Organization for Mine Awareness (OMA), an Afghan NGO. It is based in Peshawar and Quetta and soon will be represented by the Afghan Red Crescent Society (ARCS) with office at Kabul. The implementation of MAP in Iran is planned to be undertaken by Iran Red Crescent Society.

During 1991 the emphasis of MAP implementation was shifted from the refugee camps in Pakistan to Afghanistan. OMA has operated in the provinces of Helmand, Paktia, Paktika, Nangarhar, Kunar, Kandahar and Zabul and to date has exposed 249,830 men and 55,672 women to the Mine Awareness Programme. The implementation in 1991 of the programme till September 91 cost US \$ 1,105,000 to the UN.

TRAINING

Basic Demining	: 13,827
Team Leaders	: 84
Predeployment	: 36 Teams
Revision Courses:	28 Teams

-3-

5. Mine Clearance Training

The Mine Clearance Training for Afghan volunteers in Pakistan is conducted at Risalpur and Baleli through the Pakistan Red Crescent Society (PRCS), and in Afghanistan by Halo Trust.

Baleli camp was closed in September 1991 due to the reduction in the number of basic trainees, and the trend toward the conduct of courses in Afghanistan.

In February 1989, when the programme started, it only included a 15 days basic course. To meet the changed situation a Method of Instruction, Team Leader, Pre-deployment and Revision Courses have since been added to the curriculum. The recent permission for cross border missions to be undertaken by the UN International Military trainers, for evaluation and monitoring of demining operations inside Afghanistan, will assist in improving the quality of training as well as, making the programme cost effective and safe.

Since their inception, till August 1991, the two training camps have trained 13,827 Afghan volunteers in Basic Demining, 84 as Team Leaders, conducted Predeployment Courses for 36 demining teams (27 men each) and Revision Courses for 28 demining teams.

In 1991 implementation of the programme cost US\$ 900,000.

6. Planning, Survey and Monitoring

Mine Clearance and Planning Agency (MCPA), an Afghan NGO, was established in 1990 to conduct field surveys and mapping of mined areas in Afghanistan. MCPA also estimates the number of demining teams and the time the demining teams would need to clear an area of mines and un-exploded ordnance. The MCPA now has 10 teams containing about 80 Afghans and six expatriates as technical experts.

In 1991, the MCPA teams carried out mine surveys and mapped mine fields in the provinces of Badakhshan, Ghazni, Kandahar, Paktia, Paktika and Zabul. These covered an area of 15.80 sq km. By August 91, a total of US Dollars 510,100 has been utilized by the NGO to implement this programme against the allocation of US \$ 700,000.

Area Surveyed: 15.80 Sq Km
Area Cleared: 6.9 " "

-4-

7. Mine Clearance

The programme of manual demining is being carried out by Afghan Technical Consultants (ATC) in Eastern and Central Afghanistan; by the South West Afghan Agency for Demining (SWAAD) in Southern and Western Afghanistan and by the Hazardous Area Life Support (HALO) Trust in parts of Northern Afghanistan.

The mechanical mine clearance programme is being conducted by ATC with two flail machines. Mechanical operations have so far been confined to Paktia province.

By August 1991, the area cleared of mines and unexploded ordnance by the demining NGOs is a total of 6.9 Sq Km. The money transferred by the UN for these operations in 91 has been US \$ 4.75 Millions against the allocation of US \$ 4.696 millions.

8. Mine Detection Dogs

This a joint project between UNOCA and USAID where RONCO, a US based Consulting Corporation, trains and operates the mine detection dogs. UNOCA has provided the transport assets to support this project at a cost of US \$ 414,800.

RONCO provides the mine detection dogs to SWAAD and ATC demining teams for mine clearance operations. The use of mine detecting dogs greatly reduces the level of risk to the deminers and speeds up mine clearance operations.

9. CONSTRAINTS

During the period of operations in 1991, the following factors disrupted the implementation of demining programme.

9.1 Security

The uncertain security situation This has been one of the major constraints in the efficient implementation of the mine clearance programme in Afghanistan. The frequent aerial bombings of access roads; the kidnapping of men and material, and infighting within

the political parties/ mujahideen groups has significantly impeded the efficiency of the programme. In addition, the instability in Pakistan's tribal areas, and the consequent delays in movement through these areas, has also disrupted the operation.

9.2 Funding

The lack of confirmed allocations of funds, constant budget cuts and delays in releasing the funds which have been allocated, has severely hampered the programme. The planned expansion of programme during 1991 was canceled due to the budgetary cuts. Long term planning is not possible due to financial uncertainties. Operating funds have to be used to hire equipment because there is insufficient money to buy capital equipment.

10. LESSONS LEARNT

10.1 Effectiveness of NGOs.

In the absence of a Central Government in Afghanistan, the implementation of all components of the demining programme through Afghan NGOs has proved effective and cost efficient.

10.2 Centralised Control.

The planning of mine awareness, survey and clearance operations need to be centrally controlled and directed to obtain maximum use of resources. The information gathering, planning and monitoring functions performed by MCPA are best performed at Demining Headquarters. Also the existence of a steering committee with each NGO has proven to be unwieldy, and should be replaced by one central steering committee.

10.3 Organised Teams.

It has been found that the grouping of demining personnel into organised teams is the most practical and efficient way to conduct demining operations. This ensures that the training standards are consistent and maintained, it maximises the use of scarce resources and ensures proper command and control arrangements. Safe operation procedures can be enforced and the

misuse of vehicles, mine detecting equipment and explosives is unlikely. Proper medical support and evacuation plans can be provided to the teams. For these reasons it is felt that village demining concept may not be successful.

10.4 Medical Units.

The lack of medical facilities in Afghanistan necessitates the establishment of integral Medical Field Units in support of the demining teams.

10.5 Programming of Demining Operations.

Plans for demining operations should be discussed with other development agencies and NGOs before implementation. This will assist in the rehabilitation of the refugees and displaced persons.

10.6 Mechanical Mine Clearance.

The use of mechanical mine clearance equipment has the potential to speed up the mine clearance process, particularly along roads and agricultural fields, however detailed reconnaissance of suitable areas is required, along with a strong logistic and repair support system.

10.7 Mine Detecting Dogs.

It was considered that because of religious and cultural factors, mine detecting dogs may not be acceptable to Afghans. However, this has not been the case. The integration of mine detecting dogs with Afghan demining teams carrying out mine clearance operations in Afghanistan has proved very successful. Not only Afghans have accepted the dogs but also are getting aware of the fact, along with the management, that where ever dogs have been used in conjunction with demining teams, it has reduced the risk of injury to the deminers and have speeded the operations.

10.8 Mine Awareness.

The implementation of Mine Awareness Programme is much easier in Afghanistan than the camps in Pakistan, particularly when the programme is directed towards women and children.

10.9 Survey Coordination.

The varying terrain, weather and security considerations require constant revision of clearance timing estimates for a given mined area.

10.10 Presence of Demining Teams in Afghanistan.

The presence of demining teams inside Afghanistan builds confidence between local people of different political affiliations, and the UN. This also helps in creating conditions conducive for other UN Agencies and NGOs to implement their programmes.

PART II SITUATION ANALYSIS

1. Funding

The present uncertainty about the provision of the funds to the demining programme in both the short and long term, will continue to hamper the efficient conduct of the demining operations. Expansion of the programme above the current level will not be possible without a significant increase in funding. Under the current situation the programme can not be run at maximum cost effectiveness due to the need to hire vehicles and equipment. Consideration needs to be given to other UN Agencies providing funds, to demining, as a precursor to their own programmes in a particular area.

2. Change in Operational and Training Strategy

When the programme started in February 1989, it was considered appropriate to give large numbers of Afghan Volunteers a fifteen days basic demining course, and equip the trained individuals with demining kits. It was envisaged that as soon as peace would come the trained and equipped demining graduates from the training camps would go back to their villages and to some degree clear their areas of mines.

However, as the security situation remained fluid and the refugees did not return, the strategy was modified to give specialist training and assistance to the Afghans to form UN funded demining NGOs. These NGOs now provide trained and fully equipped demining teams for disciplined demining operations in Afghanistan. The current number of teams is to be maintained for the near future.

3. The Number of Mines in Afghanistan

It is very difficult to determine the exact number of mines scattered in Afghanistan. After meetings with the Kabul Government, who have maps of the mined areas, it is estimated that approximately five million mines were planted by the Soviet/Kabul Government forces, primarily in front of their defended localities and along important routes. It is also estimated that approximately four to five million mines were planted by the Mujahideen. Thus it is estimated that there are approximately nine to ten million mines dispersed in Afghanistan.

4. Country Survey.

At the present time a clear picture is not available to determine the extent of mine threat in Afghanistan. Therefore it is imperative that a country survey for mines and unexploded ordnance of Afghanistan be under taken.

5. Strategy of Mines Eradication in Afghanistan

Given the present level of resources of the demining programme, it would take a great number of years to clear the total area of Afghanistan of mines and unexploded ordnance. Therefore, the programme should be innovative. Based on the current experience of demining operations, and depending on the priorities of development, it is considered that if two percent of the area of Afghanistan containing the primary routes, commercial and agricultural land were cleared that would be sufficient to revive the economic activity and contribute in the reconstruction of Afghanistan. The remainder of the mined area could be permanently marked for later demining as has been done at many places, such as Falkland Islands.

6. Central Steering Committee.

Presently each every demining NGO has its own Afghan Steering Committee. This has resulted in lack of coordination, different policies of implementation and vagueness of the programmes to the donor countries. It has been decided to have one Program Steering Committee for all demining NGOs which would include members from Donor countries, other UN Agencies and Afghan NGOs'.

7. Establishment of an Afghan Demining Institution.

The extensive use of Afghan demining NGOs has created an infrastructure and core of trained and professionally skilled Afghans who have the capability and capacity to deal with the problem of mines and unexploded ordnance when the political situation facilitates such operations.

PART III - MINE CLEARANCE PROGRAMME 1992

GOALS AND PROGRAMME OBJECTIVES.

1. Goal:

To remove the mine obstacles for the rehabilitation of Afghanistan.

2. Objectives:

2.1 Mine Clearance Programme (MCP)

To reduce to the extent feasible the danger from mines and UXOs in areas defined by United Nations agencies as priorities for rehabilitation, within the constraints of resources available.

2.2 Mine Awareness Programme (MAP)

To ensure an adequate level of awareness of the dangers of mines amongst Afghans living in areas defined as priorities for rehabilitation.

2.3 Mine Clearance Training (MCT)

To ensure that the Afghans employed on the Mine Clearance Programme are trained to an acceptable standard.

2.4 Planning, Survey and Monitoring Programme

2.4.1 To carry out a country survey of mined areas.

2.4.2 To ensure that areas to be cleared of mines are adequately surveyed.

2.4.3 To ensure that all survey and clearance activities are recorded in a format accessible to rehabilitation agencies.

3. Country Programme Strategy

3.1 The overall aim is to move the whole Demining Programme into Afghanistan, possibly with some operations directed from Kabul by the end of 1992.

- 3.2 Demining operations should be coordinated with other Agencies, and are normally undertaken prior to other UN rehabilitation projects.
- 3.3 All mine clearance operations are to take place in Afghanistan according to agreed priorities.
- 3.4 Increased training and monitoring is to take place inside Afghanistan.
- 3.5 There will be no increase in number of demining and survey teams operating in Afghanistan.
- 3.6 All international military personnel assisting the Programme (maximum 25 at any one time) will be authorized to enter Afghanistan.
- 3.7 The various demining agencies will require UN protection to retain neutrality.
- 3.8 Monitoring of demining operations by expatriates in the north and south of Afghanistan.

4. CRITERIA OF SELECTING DEMINING SITES

Priority for the selection of locations for demining operations during 1992 will be given according to the following criteria:

- 4.1 The area has been secure for several months
- 4.2 The population living in the area will derive immediate economic and/or social benefits from the demining
- 4.3 The local representatives of all parties and groups are united in requesting assistance with demining
- 4.4 The local population is willing to contribute something to the exercise (eg. accommodation, food, support staff for the operation etc.)
- 4.5 The local population has been suffering from the presence of the mines
- 4.6 Access roads of strategic importance will not be taken as demining tasks.

5. SUMMARY OF PROGRAMME COMPONENTS/PROJECTS FOR 1992

The assistance of the United Nations consists of four parts: the mine awareness programme; a mine clearance training programme, a planning/survey and monitoring program and a mine clearance programme.

During 1992, the Demining Programme is to be established as an independent Agency, answering directly to the Director of UNOCA. }

5.1 Mine Awareness Programme (MAP)

This programme teaches Afghans, whether living in mine affected areas of Afghanistan, or as refugees in neighboring countries, how to detect, identify and avoid mines. The awareness training also encourages the widest possible dissemination of the knowledge gained by those who attend the six hour courses, and the safety courses for women.

In 1992, the Organisation for Mine Awareness (OMA), a local NGO, will continue to concentrate on conducting mine awareness courses in Afghanistan. The programme will also be extended amongst the refugee population in Iran, and the urban population in Afghanistan.

By the end of 1992 that MAP as a component of demining programme will be terminated and integrated into another education programme.

Budget for 1992 US \$ 2,650,000

5.2 Mine Clearance Training (MCT)

The objective of the MCT programme is to equip Afghan volunteers with the basic skills required to conduct mine clearance operations. Selected trainees are encouraged to participate in specialist training, such as team leaders or instructor courses.

The plan for 1992 is to continue the training of deminers who are needed to fill vacancies in the existing teams, as well as conducting continuation and refresher courses.

This programme is conducted through PRCS. The aim in 1992 is to conduct more training courses on site within Afghanistan, and place less emphasis on conducting courses at Risalpur. Refresher courses have already been conducted in Afghanistan in 1991 and with good results. It is anticipated that other countries will contribute expert instructors during 1992.

Budget

US \$ 1,500,000

5.3 Planning, Survey and Monitoring Programme

The Mine Clearance Planning Agency (MCPA), an Afghan NGO, was established specifically to carry out field surveys and mapping MCPA, and currently has 12 survey/monitor teams with 30 Afghan surveyors.

The function of MCPA is to survey and map areas affected by mines and disseminate technical data specific to mine clearance and awareness activities, and to monitor and report on the destruction of mines and unexploded ordnance.

As was previously planned and also recommended in the Evaluation Report, MCPA will be reorganized in 1992 so that it no longer exists as a separate entity. The same range of tasks will still be performed, however, it is planned to assign survey teams to the demining NGO's. The information gathering, planning and monitoring functions will be centralized under Demining Headquarters.

How this been done?

The aim in 1992 is to more closely coordinate survey and actual demining operations. It is also planned to further develop the data base system and improve the methods of gathering information on mined areas. Data links between the various demining headquarters is planned.

An assessment will also be made of the extent of mines in the remainder of Afghanistan by MCPA by conducting a country survey programme. This will provide information necessary for planning future operations.

Budget US \$ 1,800,000

5.4 Mine Clearance Programme (MCP)

The programme aims at clearing mines and unexploded ordnance in various parts of Afghanistan.

The mine clearance operation is carried out both manually and mechanically.

5.5 Manual Demining

The two Afghan NGOs, Afghan Technical Consultants (ATC) and the South West Afghanistan Agency for Demining (SWAAD) operate a total of 27 teams to conduct manual demining. Presently each consisting of 27 deminers and a 8 member service/admin/logistic staff. A number of site offices have been established to provide support, including accommodation and coordination of activities with the local shuras (councils) and commanders.

An agreement was signed with Halo Trust in Kabul during 1991, to enable them to conduct demining operations on behalf of UNOCA in those provinces under government control. This will continue in 1992.

The emphasis of manual demining in 1992 will be to continue demining operations in the priority areas, and to achieve greater coordination with other UN agencies and NGOs'. In line with the recommendation of the Evaluation Report, the total number of demining teams in ATC, SWAAD and Halo Trust will not be increased during 1992, however each team will be increased in size from 27 to 32 persons.

Continued efforts will be maintained in 1992 to obtain additional minefield records from the government of Afghanistan. Currently 28 minefield records have been obtained.

Medical units are to be structured and equipped as outlined in the Evaluation Report, and incorporated into ATC and SWAAD during 1992. Funding has been approved for the establishment of the first eight Field Medical Units (FMU) in 1992. Each FMU will have a four bed capacity, and consist of a doctor, two paramedics and an ambulance with driver. The eight FMU should be complete by December 1992.

A memorandum of understanding between AID Rep and UNOCA will see the transfer during 1992 of the mine detection dogs (MDD), currently with RONCO, to ATC. This will allow closer coordination and interoperability between manual teams and the MDD.

gear change here.

Budget 1992 US \$ 9,700,000

5.6 Mechanical Demining

ATC has established a Mechanical Mine Clearance Unit (MMCU) which uses mine flails to speed up the clearance of mines and make demining operations safer.

One of the flail machines were redeployed to Peshawar at the end of 1991 for major overhaul. The contract for technical assistance with Clearway will terminate in December 1991, and donor countries have been requested to provide personnel to train Afghans and assist in the operation of machine. This is to avoid the extra cost of contracting commercial companies to undertake mechanical demining.

Budget for 1992 US \$ 400,000

5.7 UMBRELLA PROJECT

This project is designed to cover the administration and support cost of the Demining Headquarters.

Budget for 1992 US \$ 600,000

ESTIMATED DEMINING PROGRAMME BUDGET - 1992

(In million dollars)

<u>PROGRAMME</u>	<u>IMPLEMENTING AGENCY/NGO</u>	<u>BUDGET</u>
Mine Awareness (MAP)	OMA (Peshawar)	2.00
	ARCS(Kabul)	0.25
	IRCS(Tehran)	0.40
	Sub-Total	<u>2.65</u>
Mine Clearance Training (MCP)	PRCS Training/Support	<u>1.50</u>
Planning, Survey and Monitoring	MCPA Operations/Cells	<u>0.90</u>
Country Survey	MCPA	<u>0.70</u>
<u>Mine Clearance (MCP)</u> (Including 8 Medical Units)		
Manual Clearance	ATC (Peshawar)	5.50
	SWAAD(Quetta)	3.20
	Halo Trust(Kabul)	0.55
Mechanical Clearance	ATC (Peshawar)	0.40
	Sub-Total	<u>9.65</u>
Administration	Umbrella	0.60
	GRAND TOTAL	<u>16.00</u>

*UNOCA
Over head*

ESTIMATED DEMINING PROGRAMME BUDGET - 1993/94

(In million dollars)

OUTLINE PLAN FOR 1993

- Dependent on the security and political situation, increase the size of Operations Cell in Kabul for them to take complete control of Programme by 1 January 1994. A cell to remain in Islamabad to coordinate border clearance and purchasing equipment. Kabul to become main office. Islamabad sub-office.

Farah?

ATC	-	Paktika, Paktia, Kunar, Nangarhar, Ghazni, Badakshan, Takhar, Kunduz.
SWAAD	-	Kandahar, Helmand, Zabul, Nimroz
HALO	-	Parwan, Baghlan, Kabul, Samangan

- Demining NGOs' to report to Demining HQ Kabul rather than Islamabad.
- SWAAD and ATC HQ to relocate into Afghanistan.
- Dog programme taken over from USAID (Budget 1.5 Million)

Estimated Budget 1993 US \$ 14,400,000

OUTLINE PLAN FOR 1994

- Demining NGOs' advised to raise their own funds.

Demining will be implemented in undermentioned geographic regions:

ATC	-	Paktika, Paktia, Kunar, Nangarhar, Ghazni, Badakshan, Takhar, Kunduz, Bamyan, Logar, Laghman, Wardak
SWAAD	-	Kandahar, Helmand, Zabul, Nimroz, Farah, Herat
HALO	-	Parwan, Baghlan, Kabul, Samangan, Kapisa

- UN withdraw from controlling the organisation. Government of Afghanistan be responsible for all mine clearance operations in Afghanistan.
- HALO Trust withdraw support from Afghanistan. Organisation be completely "Afghanized" and become independent NGO.

Estimated Budget 1994 US \$ 13,900,000

IM/TF
gen\MCP Part.III

OPERATION SALAM

PROGRAMME FOR 1992

Table No:
Agency:

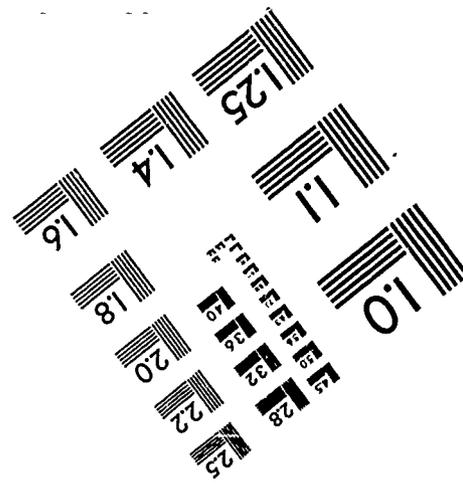
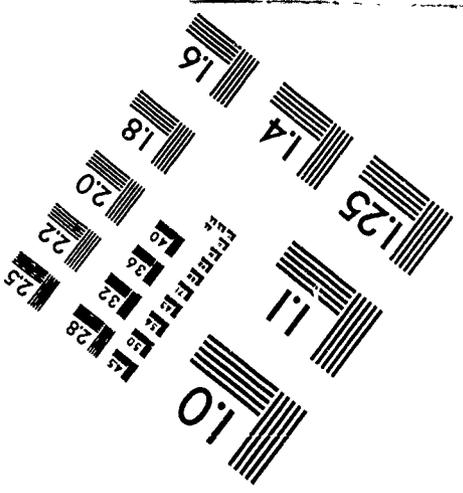
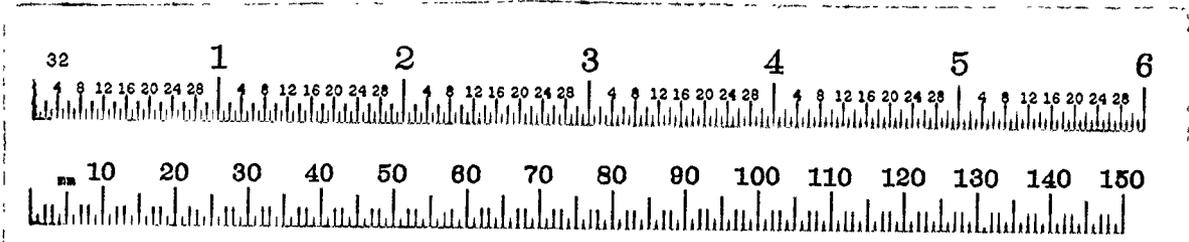
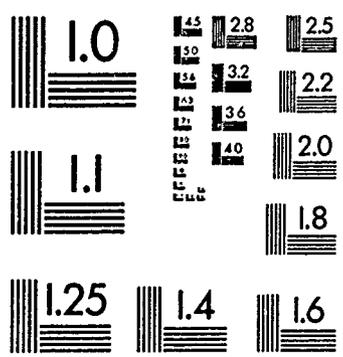
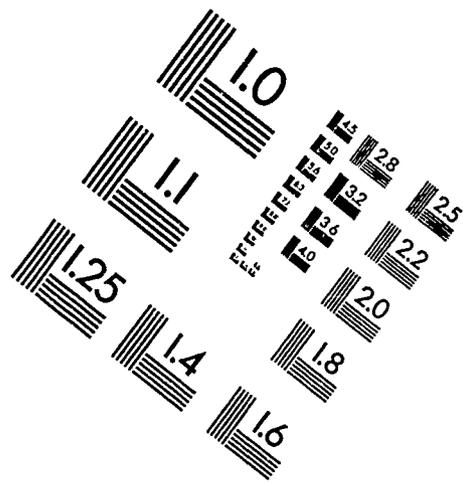
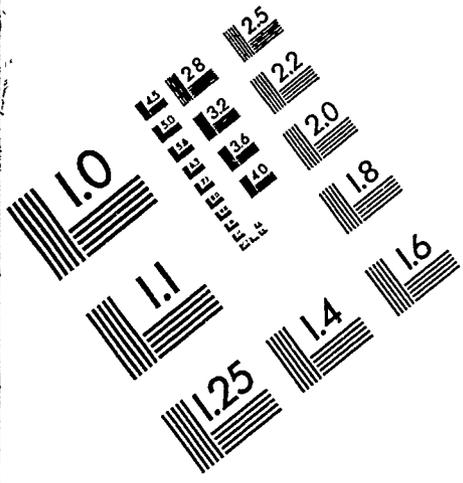
Resource requirement and availability for 1992

Sector	Sub-sector	Expenditure 1991 (Estimate)	Total Funds* Required (92,93,94)	1992		Sources**	Shortfall
				Funds Required*	Available		
PHYSICAL	Projects					AETF	
	DEMING						
INFRA	TRAINING AND						
	SUPPORT	1200,000		1500,000		AETF	
	MINE						
	MANPOWER	1,500,000		2,650,000		AETF	
	PLANNING						
	SURVEY AND						
	MAPPING	650,000		1,800,000		AETF	
	MINE						
	CLEARANCE						
	MANUAL	5,575,000		9,650,000			
	MECHANICAL	810,000		400,000			
	CIVIL						
	ADMIN SUPPORT		44,300,000	600,000		AETF	
	TOTAL			16,000,000			

* For multiyear programmes/projects

** Breakdown of funding sources e.g. AETF, UNDP, Agency funds etc.

IMAGE EVALUATION TEST TARGET (MT-3)



APPLIED IMAGE
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