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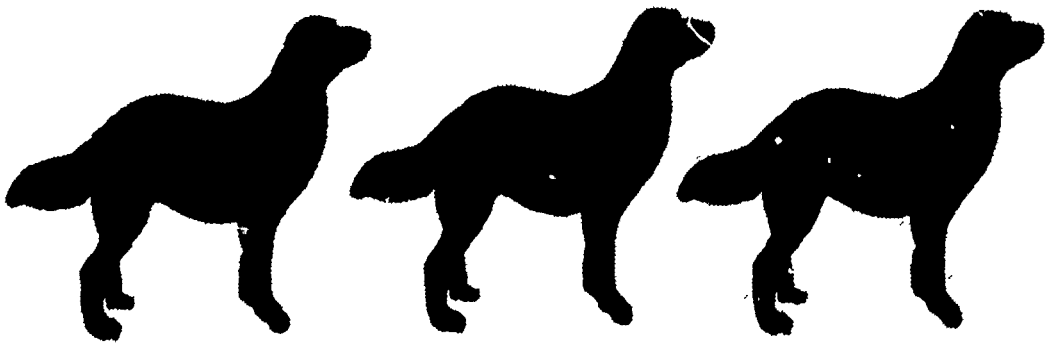
AID REPRESENTATIVE FOR AFGHANISTAN AFFAIRS

AFGHAN MINE DOG CENTER EVALUATION REPORT



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ACRONYMS

ACLU	Afghan Construction and Logistics Unit
ATC	Afghan Technical Consultants
DO	UNOCHA De-mining Operations
FSN	Foreign Service National
HALO Trust	Hazardous Area Life-support Organization
MCPA	Mine Clearance Planning Agency
MDC	Mine Dog Center
MOU	Memorandum of Understanding
MTT	Monitoring and Training Team
NGO	Non Governmental Organization
O/AID/REP	Office of the AID Representative for Afghanistan
OMAR	Organization for Mine-clearance and Afghan Rehabilitation
SWAAD	South West Afghanistan Agency for De-mining
TA	Technical Assistance
UN	United Nations
UNOCA	United Nations Office for the Coordination of United Nations Humanitarian and Economic Assistance Programmes relating to Afghanistan
UNOCHA	United Nations Office for the Coordination of Humanitarian Assistance to Afghanistan (formerly known as UNOCA)
USG	United States Government

EXECUTIVE SUMMARY

Since June 1989, the Office of the AID Representative for Afghanistan's (O/AID/REP) contribution to donor community efforts to clear mines from important rural and urban areas of Afghanistan has been the procurement, training, and deployment of mine-detection dogs out of its Mine Dog Center (MDC) facilities located in Pabbi, Risalpur, and Quetta. The MDC is funded and managed through the O/AID/REP's Commodity Export Program procurement and logistics contractor, RONCO, and operates in conjunction with Afghan de-mining NGOs supported under UNOCHA Mine Clearance Programme. In consultation with UNOCHA-supported NGOs and UNOCHA Mine Clearance Programme Regional Offices, the MDC deploys dog teams with survey and mine-clearance teams inside Afghanistan.

On February 20, 1992, the O/AID/REP and UNOCHA entered into a Memorandum of Understanding (MOU) to transfer MDC technical assistance, administrative, and funding responsibilities from the O/AID/REP to UNOCHA on June 30, 1993. The MOU required an implementation plan covering the intervening 18-month period as well as an evaluation in January 1993 of progress toward achieving the MOU's objectives. Pursuant to this provision, the O/AID/REP and UNOCHA initiated an evaluation in January 1993 to: (1) assess the MDC's institutional development, including its capability of assuming full responsibility for operating the Center and to function as an Afghan NGO; and (2) assess the prospects of transferring technical assistance, administrative, and funding responsibilities from the O/AID/REP to UNOCHA on or about June 30, 1993. The evaluation took place between January 24, 1993 and February 24, 1993. MDC participation in UNOCHA mine-clearance efforts is a meaningful contribution which could not be duplicated if there was no interaction between UNOCHA and the MDC.

The evaluation team finds that management and operation of the MDC are consistent with goals of the MOU and fulfill requirements of the 18-month Implementation Plan. Yet, neither the MDC nor UNOCHA are fully prepared for transfer of the MDC to UNOCHA on June 30, 1993. The MDC Afghan staff need more of an opportunity to test the skills they have developed under RONCO supervision before a complete withdrawal of support. This is especially true for dog/handler training and veterinary services, which are expertly managed by the MDC/RONCO Director. Salaries paid to MDC Afghan staff are significantly higher than the salaries paid to staff members of Afghan de-mining NGOs supported by the Mine Clearance Programme. If the MDC is completely transferred, UNOCHA policy dictates that MDC salaries will have to be brought in line with those of the other Afghan NGOs. Neither the MDC nor UNOCHA have fully considered the ramifications of such a drastic salary reduction upon transfer. The current MDC dog population is 92 and there are plans to procure an additional seven dogs in May 1993. UNOCHA consistently maintains that it only has the funding capability to deploy 50 dogs. Yet, no negotiations have taken place to resolve the issue of existing and planned dog populations. Once RONCO management is withdrawn, the MDC will be expected to operate independently as an Afghan NGO. The MDC applied

to UNOCHA for NGO registration in 1992 but UNOCHA ceased registering NGOs before the process was complete. The MDC is not now a legally recognized NGO. Although expatriate training assistance for dogs/handlers would have to continue to come from an outside organization, UNOCHA appears to be fully capable of providing administrative and technical assistance to the MDC. But, UNOCHA expects that given responses to current funding appeals, allocation for MDC activities upon transfer would not exceed $1.0 million per year. This is considerably less than the $1.8 million FY 1993 budget and the $2.0 million budget for FY 1992. Yet, neither the O/AID/REP nor UNOCHA have fully considered the ramifications of significantly reduced funding after June 30, 1993.

Based on the evaluation team's over-all assessment of the MDC and UNOCHA administrative, technical assistance, and funding capabilities, the following recommendations are made:

* ***TRANSFER OF MDC TO UNOCHA MINE CLEARANCE PROGRAMME***: that transfer of the MDC to UNOCHA's Mine Clearance Programme take place on January 31, 1994 rather than June 30, 1993;

* ***MDC FUNDING***: that O/AID/REP continue fully funding the MDC up to January 31, 1994; that negotiations between O/AID/REP and UNOCHA be concluded on or before September 31, 1993 to determine methods and levels of funding the MDC beyond January 31, 1994;

* ***AFGHAN NGO STATUS***: that O/AID/REP and MDC take steps to establish a fully-operational steering committee on or before June 30, 1993, which has immediate responsibility for preparing a transition plan, addressing problems associated with MDC salary levels, and confirming/appointing MDC management staff;

* ***MDC EXPATRIATE MANAGEMENT OF ADMINISTRATIVE, FINANCIAL, AND LOGISTICS OPERATIONS***: that responsibility for administrative, financial, and logistics management be transferred to the MDC Afghan staff on or before June 30, 1993 and after that time RONCO staff, to the fullest extent possible, act as technical advisors;

* ***MDC EXPATRIATE MANAGEMENT OF TECHNICAL OPERATIONS***: that responsibility for supervision of all technical training and veterinary services be transferred to the MDC Afghan staff by September 30, 1993 and the RONCO MDC Director remain as a technical advisor to the MDC Afghan staff for a three-month period, which ends on December 31, 1993;

* ***PROCUREMENT OF ADDITIONAL DOGS***: that the planned procurement of an additional seven "green" dogs not take place.

OVERVIEW

Estimates gathered by the United Nations put the number of mines scattered in populated areas of Afghanistan between nine and ten million. Mines pose a risk to all activities in these areas, causing loss of lives and debilitating injuries as well as disrupting Afghan re-patriation and economic development. Since June 1989, the O/AID/REP's contribution to donor community efforts to clear primary transportation routes, agricultural areas, and high-population centers of mines has been the procurement, training, and deployment of mine-detection dogs out of what is now known as the Mine Dog Center. "Mine Dog Center" is a collective term referring to facilities equipped to provide administrative, technical, and logistic support for the maintenance, training, and deployment of up to 100 dogs and their handlers. The main MDC facility, located in Pabbi near Peshawar in the Northwest Frontier Province, supports mine-field survey and de-mining activities in north-eastern Afghanistan. A smaller facility, located in Quetta, supports mine-field survey and de-mining activities in southern Afghanistan. Training facilities at Risalpur (for Pabbi) are provided by the Pakistan Army. Training facilities near Baleli Camp (for Quetta) are leased from a private land owner. An MDC vehicle maintenance facility is located near Pabbi at Nasirpur. Although independently funded and managed through the O/AID/REP Commodity Export Program procurement and logistics contractor, RONCO, the MDC operates in conjunction with Afghan de-mining NGOs under a UNOCHA Mine Clearance Programme also initiated in 1989.

MDC teams of dogs, handlers, and set leaders/paravets are deployed with UNOCHA-sponsored survey and de-mining teams from Pabbi and Quetta on an as-needed and as-available basis. The MDC dogs are specially-bred German Shepards and Belgian Malinois who have a sense of smell 1,000 times more sensitive than that of humans. The dogs are trained to detect the scent of explosives underneath layers of earth and alert by assuming a sitting position. They work on roads, in mine fields, and in buildings where there is not much ground cover or rubble and are capable of detecting anti-personnel, anti-tank, metal, plastic or rubber mines as well as trip wires and booby traps. MDC teams spend an average of two months working from regional sites inside Afghanistan and then are brought back to the MDC for one-month refresher training. In spite of apparent religious and cultural biases against dogs, Afghan handlers have formed strong bonds with their animals. Integration of the MDC dogs with Afghan survey and de-mining teams has proven to be highly successful since they reduce the risk of death and injury to humans and expedite survey and mine-clearance activities.

The MDC's relationship with UNOCHA (then UNOCA) was first formalized in a Memorandum of Understanding (MOU) dated July 31, 1990. The purpose of the MOU was to set forth the general terms and conditions under which the two organizations would cooperate in Afghan de-mining and monitoring activities. The O/AID/REP's goal was to transfer funding and management responsibility for the MDC to UNOCHA at sometime in the future. But, UNOCHA's then Geneva-based

Director objected to using dogs for de-mining and would not agree to more than cooperation. Then in July 1991 after the former Director's departure, an evaluation of the UNOCHA Mine Clearance Program recommended that responsibility for MDC training and deployment be assumed by UNOCHA within the next two years (by July 1993). After a period of negotiation, the O/AID/REP and UNOCHA entered into a second Memorandum of Understanding on February 20, 1992 to develop the MDC into an Afghan NGO and to transfer technical assistance, administrative, and funding responsibilities to UNOCHA on June 30, 1993. The MOU required an implementation plan covering the intervening 18-month period as well as an evaluation in January 1993 of progress toward achieving the MOU's objectives.

The working relationship between the MDC and UNOCHA has proven to be cooperative and mutually beneficial. MDC teams cannot work without the support of surveyors or de-miners. Afghan NGO survey and de-mining teams work much more quickly and safely with the dogs and their handlers. The MDC and UNOCHA-supported Afghan NGOs, Mine Clearance Planning Agency (MCPA), Afghan Technical Consultants (ATC), and South-West Afghanistan Agency for De-mining (SWAAD) now successfully coordinate survey and de-mining activities in 13 Afghan provinces. To reduce costs and increase efficiency, survey teams and the MDC have developed technical procedures to establish the presence of mines before de-mining teams are deployed. Nevertheless, concerns about future funding and for MDC's evolving status as an independent NGO have caused both the MDC and UNOCHA to question the proposed structure of their future relationship and the efficacy of transferring the MDC to UNOCHA as soon as June 30, 1993.

PURPOSE OF THE EVALUATION

The purpose of this evaluation is set forth in the Memorandum of Understanding between the O/AID/REP and UNOCHA as follows:

* assess the MDC's institutional development, including its capability of assuming full responsibility for operating the Center and to function as an Afghan NGO; and

* assess the prospects of transferring technical assistance and funding responsibilities from the O/AID/REP to UNOCHA on or about June 30, 1993.

Pursuant to the terms of the MOU, the O/AID/REP and UNOCHA developed a scope of work for the MDC evaluation in late December 1992 and an evaluation team was formed in early January 1993. On-site visits and interviews took place between January 24, 1993 and February 24, 1993. The following report is based

on the evaluation team's observations during site visits, discussions with MDC, RONCO, UNOCHA, Afghan survey and de-mining NGOs, and O/AID/REP staff, as well as examination of institutional documents. Detailed information about procedures, team members, documents consulted, and interviews appears in the appendices. The report assesses MDC's institutional development, MDC's status as an evolving Afghan NGO, UNOCHA's ability to assume full responsibility for the MDC, and O/AID/REP's involvement in MDC operations.

MDC INSTITUTIONAL DEVELOPMENT

The MDC is currently managed by O/AID/REP's procurement and logistics contractor, RONCO. RONCO has ultimate responsibility for MDC's administration, financial management, procurement and logistics, technical operations, and personnel as well as for O/AID/REP implementation requirements. Because RONCO operates the MDC in conjunction with other procurement and logistics activities for the O/AID/REP, certain RONCO staff members and some facilities have dual functions. RONCO's Chief of Party, Deputy Chief of Party, Administrative and Financial Officer, Senior and Junior Procurement Officers, Transportation/Monitor and Logistics Officer, and Area Logistics Officer in Quetta spend an estimated 25% to 49% of their time on MDC matters. RONCO's Mine Dog Center Director is the only expatriate staff member who is assigned to the MDC full time and whose salary and expenses are fully attributed to the MDC. The RONCO facility at Quetta supports all MDC functions as well as other RONCO procurement and logistics activities. The vehicle maintenance facility at Nasirpur is shared by the MDC and RONCO/Peshawar. The MDC is fully staffed and operated by approximately 247 foreign-service nationals (most of whom are Afghans). MDC/Pabbi oversees administrative and technical operations in Quetta. But, coordination of the dogs' deployment with Afghan NGOs in Quetta takes place there rather than in Pabbi. There is some direct interaction between the MDC/Quetta and RONCO in Islamabad on administrative and financial matters. Organizational charts of the MDC/Pabbi and MDC/Quetta Afghan staff which depict internal relationships as well as the relationship between the operations of the two MDC facilities appear in Appendix I.

The relationship between the MDC's Afghan staff and RONCO can be conceptualized as an Afghan mine-detection-dog support organization for UNOCHA survey and de-mining activities, superimposed by O/AID/REP/RONCO management. RONCO's MDC Director (a veterinarian by profession) is responsible for overseeing all MDC operations. Up to now, the Director has primary authority for administrative and technical decisions, in consultation with MDC's Afghan managers in Pabbi and Quetta, the RONCO Logistics Officer in Quetta, and with final approval of RONCO's Chief of Party in Islamabad. This is partly due to requirements imposed by USG rules and regulations, for which RONCO has

ultimate responsibility, and partly due to the Director's expertise and experience. The MDC is funded through a system of TA, program, and payroll accounts set up by RONCO. The purpose of the MOU and the 18-month Implementation Plan is to prepare the MDC for withdrawal of O/AID/REP/RONCO management and financial support and to make the transition into a fully-operational Afghan NGO which can then be transferred to UNOCHA's umbrella Mine Clearance Programme. The Implementation Plan provides that by the end of the second quarter of FY 1993, the MDC is to be responsible for:

* procurement;
* operating independent of RONCO/Peshawar;
* hiring Afghans to replace all Pakistani employees, with the exception of gate guards and sweepers;
* training two Afghan veterinarians;
* MDC technical training;
* on-the-job training for MDC administrative/fiscal/logistics staff, as well as training for MDC staff and other mine-clearance organizations on animal health, sanitation, and disease prevention;
* internal reviews of logistics operations;
* maintenance of employee payroll records and personnel files as well as the MDC employee payroll;
* monthly audits of financial operations;
* quarterly reviews of progress toward Implementation Plan goals;
* training 8 "green" dogs and their handlers;
* deploying 83 mine-detection dogs and their handlers;
* developing an accounting system.

O/AID/REP and UNOCHA expect that development of these activities will give the MDC Afghan staff the capability of continuing de-mining operations as an NGO in cooperation with other NGOs who have similar goals. From the team's interviews with MDC and RONCO staff and review of MDC operations, progress in MDC

administrative/financial management, logistics support, and technical operations can be summarized as follows:

* ***ADMINISTRATIVE/FINANCIAL MANAGEMENT***: The Pabbi Administration/Finance Officer is currently responsible for supervising procurement, accounting, and personnel functions as well as maintaining MDC records and supporting documents for MDC/Pabbi. RONCO/Islamabad has had administrative/financial management responsibilities for MDC/Quetta. In April 1993, Pabbi and Quetta administrative/financial management operations will become more fully integrated. MDC/Pabbi currently has the capacity to assume full responsibility for these tasks and integration is expected to be a routine matter. Full integration has not yet taken place for practical reasons, such as time delays in processing vouchers and payroll information through both Pabbi and RONCO/Islamabad.

  The MDC/Pabbi Administration/Finance Officer received extensive on-the-job training from RONCO in all aspects of administration and financial management and has now assumed responsibility for these tasks, in consultation with MDC's Manager and RONCO's Director. RONCO retains ultimate control of TA and program accounts and the MDC's RONCO Director approves all final decisions. RONCO performs the monthly audits. Journals, cash books, budget and payroll accounting/reporting procedures are in place. Administrative/financial procedures and record-keeping appear to be detailed and more than adequate to meet USG/UNOCHA requirements. RONCO management, rather than the MDC Afghan staff, is responsible for ensuring that operations meet USG rules and regulations.

* ***PROCUREMENT***: The Administration/Finance Officer is responsible for all Pabbi local procurements up to $1,000. MDC/Quetta is also responsible for local procurements up to $1,000. Financing comes from local accounts funded by RONCO, which are reconciled with receipts and vouchers. Procurement is structured according to USG requirements with competitive bids and supporting documentation. All MDC procurements over $1,000 are handled by RONCO and are based on an MDC procurement requests as well as supporting documentation. RONCO also handles off-shore procurements (such as dogs, dog food, non-expendable equipment), again based on MDC procurement requests and supporting documentation. Procurement appears timely and as efficient and cost-effective as USG requirements permit.

* ***PERSONNEL***: The Administration/Finance Officer is responsible for appointing/managing/dismissing MDC employees, in consultation with MDC Managers and subject to the RONCO Director's approval. MDC staff is now 90% Afghan. In Pabbi, only the RONCO Director, guards, and sweepers are non-Afghans. In Quetta, the RONCO Area Logistics Officer, administrative, logistics, operations assistants, animal attendant, sweeper, guards, and dispatcher are non-Afghans.

  Responsibility for the MDC payroll was transferred from RONCO to the Administrative/Finance Officer the first of March 1993. RONCO is responsible for the MDC/Quetta payroll. For the next few months RONCO will duplicate payroll calculations to ensure accuracy. Administration/finance and logistics staff have received extensive on-the-job training and appear fully capable of performing their tasks. Technical staff is discussed below. MDC personnel policies are consistent with USAID FSN personnel policies.

  MDC staff as of January 31, 1993 numbered 247. O/AID/REP-approved staffing level for the MDC is currently 274. MDC/Quetta must hire Logistics, Operations, and Administrative/Fiscal Assistants, a dispatcher, animal attendant, and sweeper prior to transfer to UNOCHA, as these tasks are currently being performed by RONCO staff. MDC/Quetta has requested an additional 7 vehicles and if this procurement is approved an additional 7 drivers must be hired. Pursuant to the O/AID/REP/RONCO contract, Afghan staff salaries are based on USAID FSN compensation rates for Pakistan.

* ***LOGISTICS/TRANSPORT***: The logistics assistants in Pabbi and Quetta are responsible for management of facilities, inventory/supplies, kitchen/food procurement, and transportation (including vehicle maintenance and repair). There appears to be good integration of logistics/transport and technical operations. Logistics support seems fully capable of meeting administrative and technical needs. Procedures and records are detailed and more than sufficient to meet MDC/USG requirements. Field support consists of vehicles, fuel, equipment, and other supplies. Food is procured locally when teams are inside Afghanistan. Preference is for teams to be completely self-sufficient while deployed.

  MDC/Quetta is requesting an additional 7 vehicles to accommodate deployment of an expected dog population of 24. MDC/Quetta will need replacement furniture when transfer to UNOCHA takes place. MDC/Pabbi is requesting an additional 10 vehicles to support deployment. It is anticipated that these needs can be met with

excess O/AID/REP equipment through loans and grants, with no additional cost to the MDC.

Facilities (including kennels, dormitories, store rooms, dispensaries) and grounds are well-kept, clean, and orderly and are of sufficient size to meet MDC needs. The team did not visit the vehicle maintenance facility at Nasirpur, but maintenance/repair records indicate that on-site care for Pabbi vehicles and equipment works well. Up to now, the facility has adequately met high maintenance requirements of the excess DOD East German shower trucks obtained through the O/AID/REP. However, it is expected that maintenance of these trucks will be increasingly difficult due to unavailability of spare parts. Quetta vehicle and equipment maintenance and repair is procured locally and is considered to be more than satisfactory. Procurement of radios meeting UNOCHA requirements for standardized equipment is now complete. MDC communications network for staff inside and outside Afghanistan is considerably improved since they previously relied on the use of borrowed equipment.

* ***TECHNICAL OPERATIONS***: MDC's technical operations can be divided into three categories: veterinary services, training, and deployment. These activities form the core of MDC operations and were of primary concern in the assessment of institutional development:

  * ***Veterinary Services***: Both Pabbi and Quetta have on-site veterinary service. There are three veterinarians in Pabbi (a head veterinarian and two field veterinarians), one veterinarian in Quetta, and 18 paravets. The MDC RONCO Director provides technical advice and supervises veterinarian staff training. Both Centers have medical dispensaries and examination tables. MDC/Pabbi is equipped with an x-ray machine. Laboratory capabilities are limited to analyzing fecal specimens; however, adequate lab services are readily available in the local market on a 24-hour turnaround basis.

    MDC's veterinary staff monitor the health of dogs in training and in the field and, where needed, render appropriate medical care to sick or injured dogs. Good preventive care is taken of the dogs, including all necessary vaccinations. The dogs' weight is monitored weekly. And, during hot weather, the temperature of each dog is taken after each work period (approximately 30-40 minutes). Complete medical histories are kept on each dog. Dispensaries are stocked with basic

pharmaceuticals, which are adequate to treat most common diseases. Facilities and staff have surgical capability.

MDC's veterinarians take turns rotating into Afghanistan. They stay inside for a period of 10-12 days and attempt to visit all sites where the dogs are working. In the absence of veterinarians, paravets accompany the dogs into the field. There is always at least one paravet working at each field site. Originally, the position of paravet was a distinct function. Now, paravets are being trained as set leaders and will serve a dual function.

The rate of injury and disease among the dogs is low, considering the stressful conditions under which they work. This speaks well of their veterinary care as well as of their housing and treatment. Since the program's inception in July 1989, three dogs have died while detecting mines; five other dogs have died from other causes unrelated to performance. At this time the overall age of the dogs is quite young. As the dogs grow older, disease and injury rates can be expected to increase.

MDC's safety record is excellent. Since the inception of the MDC in 1989, only one dog handler has suffered injury during de-mining operations. This injury occurred when a dog stepped on a mine while the handler was standing only two feet away.

* ***Technical Training***: With the exception of participant training for two veterinarians, all technical training takes place on site. Dogs and handlers are trained at facilities located at Risalpur and just outside Baleli Camp.

  * ***Handlers***: Inexperienced dog handlers are trained for eight weeks by Afghan trainers using previously trained dogs. Afghan instructors are usually supervised by expatriate technical advisers. However, four handlers were recently trained in Quetta by an Afghan instructor without such supervision.

  * ***Paravets***: Paravet training consists of a two-month course conducted by the head veterinarian. Upon graduation, paravets are able to diagnose and treat common diseases encountered in the field. They can

also treat wounds and perform emergency surgical procedures.

* ***Set Leaders***: Most Afghans selected for the positions of set leaders were previously dog handlers or paravets. The function of the set leader is to coordinate on-site de-mining activities with survey and mine-clearance teams. Set leaders also serve as quasi-instructors in the field, following dog handlers during detection processes to insure that proper dog-handling techniques are used and safety procedures followed. Set leaders are responsible for insuring dogs are given refresher training at the end of each day and for scoring the dogs' performance. During refresher training, a practice "mine field" is set up using defused mines. Set-leader training consists of a two-month course conducted by expatriate training consultants.

* ***Dogs***: Most of the dogs procured for the MDC are young dogs already trained in mine detection prior to delivery. In the past, MDC procured German Shepards or Belgian Malinois because of their special detection capabilities. Recent procurements have favored the latter because they cost less and have a more energetic working style. Dogs are individually selected by an expatriate training consultant familiar with MDC requirements. Dogs receive approximately eight weeks of training at a training facility in Texas. They are then flown to Pakistan, where they are trained for another eight weeks with Afghan handlers prior to deployment.

In order to reduce costs and to enhance the capability of the MDC's Afghan staff, eight untrained, or "green," dogs were procured in the summer of 1992. These dogs came directly from Holland and were trained for eight weeks with experienced handlers at the MDC in Pabbi. Training was conducted primarily by expatriate training consultants. When the evaluation team visited the Risalpur training site, Afghan trainers observed the training of green dogs but did not appear to be active participants. The reason for this was apparently the requirement that the expatriate contractor replace any newly-purchased dogs which cannot be brought up to a 90% detection rate after completion of their training.

Trained dogs are deployed for up to two months inside Afghanistan and are then brought back to the MDC for a 30-day refresher course. Afghan training staff conducts the course, with the supervision of an expatriate consultant. Expatriate supervision appears to be more extensive in Pabbi than in Quetta. When the team visited MDC/Quetta, an expatriate technical consultant had not been on-site for several months. During this period, refresher training was conducted entirely by Afghan staff.

Organizationally, the MDC's Afghan training staff needs to be strengthened. Because of the omnipresence of the expatriate training consultants, the Afghan staff capability in managing training has not been adequately developed. Although there is an Afghan chief instructor, he appears reluctant to exercise authority over the other trainers in a meaningful way. Current plans are to procure an additional seven "green" dogs in May 1993 and to have Afghans conduct 100% of the training without expatriate supervision.

* ***Joint Training with Survey/Mine-Clearance Teams***: Dog teams participate in UNOCHA training courses conducted at Risalpur for de-mining NGOs. Participation is designed to familiarize survey/de-mining teams with how the dogs operate and to assist integration of manual and animal de-mining activities. These courses last for a week or less. Dog teams participate in only a part of course activities.

* ***Deployment***: Deployment of all de-mining teams is governed by a written policy, which requires:

  * monthly coordinating meetings with UNOCHA's Regional Programme Managers and representatives from MDC. MCPA, ATC, and SWAAD;

  * dissemination of information on availability of dogs for deployment with survey and mine-clearance teams;

  * requests from MCPA, ATC, and SWAAD for the number of dog teams required for de-mining operations;

* assignment of MDC teams, which is based on analysis of suspected mine fields, appropriateness of the use of dogs for the particular task, and the priority of the tasks.

In actual practice, deployment decisions are less formal. The Operations Assistant coordinates requirements with survey and de-mining NGOs. Recommendations for deployment of dog teams are made to the MDC RONCO Director who is responsible for making final decisions, in consultation with the MDC Afghan Manager. Decisions are made approximately one week prior to deployment.

Emphasis is now placed on using MDC teams for surveying rather than for mine-clearance. Survey teams establish mine-field boundaries for subsequent mine-clearance activities. At times survey teams are also required to determine whether a suspect area is in fact a mine field. The nature of this work requires them to cover vast amounts of territory. Since MDC dog teams perform far more quickly than men using manual metal detectors, boundaries as well as identification of mine fields can be done more rapidly when dog teams are used. Dogs also perform well and are used on roads and footpaths, where mines are often difficult to detect because they are made of plastic, or large and deeply buried, or the ground is very hard. Survey and mine-clearance teams consider the dog teams to be a valuable part of their de-mining efforts and use as many dog teams as are available for deployment.

A UNOCHA-supported British de-mining NGO, HALO Trust, registered a complaint about the dogs' performance late in 1992, but offered no support for its allegations. The Halo Trust contract with UNOCHA is not being renewed in 1993. Competition between the MDC and other Afghan de-mining NGOs led a disgruntled de-miner to bury a mine behind a dog team in the field in mid-1992. The de-miner was subsequently dismissed and there have been no other serious incidents.

COMPARISON OF MDC WITH OTHER AFGHAN NGOS: The UNOCHA umbrella Mine Clearance Programme coordinates and supports de-mining activities of eight de-mining NGOs. UNOCHA's organizational chart appears in Appendix I. The evaluation team's on-site visits and staff interviews were limited to the three NGOs working directly with the MDC, Mine Clearance Planning Agency, Afghan Technical Consultants, and South West Afghanistan Agency for De-mining. All references in this section are to MCPA, ATC, and SWAAD. These NGOS differ in function and

size but incur similar risks and expenses and have similar structures. All three operate as independent Afghan NGOs and are considered by the team to be representative of what will be expected of the MDC when it assumes NGO status:

* ***ORGANIZATIONAL STRUCTURE***: UNOCHA-supported de-mining NGOs do not have expatriate directors but most do have expatriate technical advisors. Technical advisors are primarily Australian Army personnel provided by the Australian Government through UNOCHA. One technical advisor located in Quetta is a Norwegian Army officer. Advisors currently participating in the programme have de-mining experience but do not have experience working with mine-detection dogs. Management is performed by Afghan Directors, who, together with staff, have responsibility for administrative, financial, logistical, and technical operations similar to those of the MDC. The NGOs have steering committees who are responsible for hiring/dismissing directors, advising them on management/policy issues, and performing evaluations. MCPA differs in that it is directly involved with the De-mining Headquarters in over-all planning and training.

  The NGOs' staffs are Afghan. Administrative, fiscal, and logistical procedures and record-keeping appeared to be very similar to those of the MDC. UNOCHA provides the NGOs with administrative and financial technical assistance. Local procurement is handled by the NGOs; off-shore procurements as well as procurements of non-expendable equipment are processed through UNOCHA. UNOCHA audits the NGOs and requires them to comply with standard reporting procedures.

  Technical operations are specific to each organization. But, certain components such as health/safety, logistical support for deployment inside Afghanistan, and training are present in all NGOs. Training is primarily provided by the UNOCHA Monitoring and Training Team (MTT) both inside and outside Afghanistan. Accident/injury rates are what would be expected given the risks. During 1992, MCPA had four de-mining accidents, killing one staff member and injuring six others, ATC had 23 accidents, and SWAAD had 14 accidents, killing one staff member and injuring 17 others.

* ***PERSONNEL/SALARIES***: The NGOs' staff members appeared to have expertise and experience similar to those of the MDC and incur similar risks when they are in the field, but salary levels greatly differ:

MONTHLY SALARIES IN RUPEES
EMPLOYEES ROUTINELY DEPLOYED INSIDE AFGHANISTAN
MDC AND DE-MINING ORGANIZATIONS SUPPORTED BY UNOCHA

CATEGORIES	MDC	MCPA	ATC	SWAAD	DO/MTT
DOG HANDLERS	5,559	-	-	-	-
DE-MINERS	-	-	3,000 *	3,000 *	-
SURVEYORS	-	4,280	-	-	-
VETERINARIAN	10,917	-	-	-	-
DOCTOR	-	-	8,500	-	-
PARAVET	5,551	-	-	-	-
PARAMEDIC (NURSE)	-	-	3,000	-	-
DRIVER	4,579	2,560	2,000	3,000	2,400
SET LEADER	5,709	-	-	-	-
SECTION LEADER	-	-	3,500 *	-	-
COOK	3,349	-	2,400	2,050	-
CHOWKIDAR	3,314	1,800	1,600	-	-
INSTRUCTOR	6,395	-	-	-	4,675
TRAINING COORDINATOR	7,364	-	-	-	-
CHIEF INSTRUCTOR	-	-	-	-	5,775

* Reflects salary after deduction for insurance.

This difference is explained by the fact that, pursuant to the contract negotiated between the O/AID/REP and RONCO, the MDC uses USAID Foreign Service National compensation rates while UNOCHA policy requires standardization of salaries paid to UNOCHA-supported NGO employees routinely deployed inside Afghanistan, commiserate with Afghan market rates. The variance in salaries has caused considerable tension between the MDC and de-mining organizations, which is only partially relieved by the fact that the MDC is not yet a UNOCHA-supported de-mining NGO. If the MDC is transferred to UNOCHA, the Manager of the Mine Clearance Programme indicates that UNOCHA could not continue to fund salaries of MDC employees routinely deployed inside Afghanistan at their current levels. UNOCHA's salary policy was never formally communicated to O/AID/REP and there have been no discussions between the two organizations to resolve issues inherent in such a significant realignment of MDC compensation rates at the time of transfer.

MDC'S REGISTRATION AS AN NGO

Pursuant to the MOU, in May 1992 the MDC set up a charter, identified a steering committee, and applied for registration with UNOCHA as an NGO. Registration was never finalized because of UNOCHA's decision to discontinue registration of Afghan NGOs in early 1992. It remains UNOCHA's position that, with the establishment of an independent Government in Afghanistan, it is more appropriate for Afghan NGOs to register with the Central and/or Local Afghan Authorities. The MDC also applied to the Chief Commissionerate for Afghan Refugees for assistance in registering as an NGO with the Government of Pakistan in May 1992, but received no response. The MDC does not now have NGO status. The MDC must have a legally recognized status if it is to continue to receive funding from the USG through the O/AID/REP once it becomes an independent entity. The following are methods of formal as well as informal registration:

* ***REGISTRATION WITH UNOCHA***: The former UNOCA registration had no validity in law, either in Afghanistan or Pakistan. However, UNOCHA does continue to maintain a database of Afghan NGOs which fulfills the criteria for registration. Meeting these organizational and financial requirements indicates that the NGOs are "suitable" for funding. NGOs in the database are included in a listing of UN-affiliated NGOs, which can be cited as the basis for their continued operation in Pakistan. UNOCHA is, however, reluctant to forward this list to the Government of Pakistan because it has the potential of being used to close unlisted bona fide NGOs just because they are not working in association with the UN. UNOCHA defends any NGO on its list threatened by the Government of Pakistan with eviction through diplomatic channels if the NGO is found to be a bone fide organization. The Mine Dog Center, because of its close affiliation with UNOCHA, is already included on the list.

  To qualify for entry in the database, UNOCHA requires each NGO to submit:

  * a completed questionnaire (basically the former "Application for Registration") providing information on the NGO;

  * a copy of the NGO's Charter and organizational chart;

  * bio-data of the members of the Board of Directors or Steering Committee and key staff of the NGO;

* a budget statement showing proposed expenditure and sources of funds;

* evidence of registration with the central Government of Afghanistan, with Provincial Governments, and/or documents from local communities indicating their acceptance and desire for the NGO to work in their areas.

The basic structure and composition of the Steering Committee set forth in the Draft Charter of the Mine Dog Center in the previously submitted Application for Registration need not be changed should a decision be made to register with the Governments of Afghanistan or Pakistan. The actual proposed membership of the Committee appears to differ slightly from that in the Charter. This discrepancy would need to be resolved and suitable persons to fill all places on the Steering Committee identified. This applies particularly to the positions of Chairman and Deputy Chairman.

Most NGO charters appear to be vague about who appoints the members and whether the Chairman and other officials are also appointed or elected by the Committee from among its members. Once the MDC is in a position to reform a steering committee, legal advice should be sought on these points. Final composition of the Steering Committee should be determined, as before, in consultation with O/AID/REP and UNOCHA.

* ***REGISTRATION WITH THE PAKISTAN GOVERNMENT***: A number of NGOs have pursued registration with the Government of Pakistan. Some have been successful. Others have been given a "No Objection Certificate". The current attitude appears to be that it is inappropriate for Afghan NGO to be registered in Pakistan and that they should register with the Afghan Government. But, this attitude does not prevent formal registration applications from going forward with the assistance of local legal counsel.

* ***REGISTRATION WITH THE AFGHAN GOVERNMENT***: The parlous state of the Afghan government makes registration a lengthy bureaucratic process. It is necessary to register with the central Government and with the Governments of Provinces in which the NGO wishes to operate. A copy of "Rules and Regulations for NGOs" appears in Appendix F. The MDC could commence the process of registration with the Government of Afghanistan as soon

as the Steering Committee has been formed and a Charter formally adopted.

UNOCHA ADMINISTRATIVE, FINANCIAL, AND TECHNICAL SUPPORT

Under the MOU, responsibility for financial support and technical assistance for the MDC is to be transferred to UNOCHA on June 30, 1993, subject to availability of funds.

* ***FINANCIAL SUPPORT***: Historically, UNOCHA has only been able to raise approximately half of its over-all funding requirements and all programs, including Mine Clearance, have been subject to stringent financial constraint as a result. If UNOCHA were to assume total responsibility for MDC's funding, the Programme Manager would have to make a judgement on what proportion of the programme budget should be allocated to the MDC. To maintain a balanced programme, the percentage of the total budget which could be allocated to MDC would probably be around 10%. In the current financial environment, this would give the MDC a budget of approximately $1 million per year. This is considerably less than the $1.8 million FY 1993 budget and the $2.0 million budget for FY 1992.

  A major problem experienced by NGOs funded by UNOCHA has been a lack of continuity of funding. This arises because of UNOCHA's reliance on donations. In 1992, nine de-mining teams had to be sent on unpaid leave for two months for lack of funding. This lack of continuity in funding could adversely affect the MDC as it is not possible to suspend the care and training of dogs. In an emergency, operational deployments could be suspended, however some flow of funds would be necessary to keep dogs and handlers in training and ready for deployment when operations resume.

* ***TECHNICAL ASSISTANCE/MANAGEMENT AND TRAINING***: UNOCHA has no particular technical expertise in the training of mine detection dogs and handlers. Some technical assistance may be available from Australian Army personnel, some of whom have a dog handling background. Australian dog handlers however are trained with explosive detection dogs for employment in counter-terrorist and low-level operations, not for mine clearance. Training methods for both dogs and handlers are significantly different from those employed by the MDC.

Expatriate training assistance would have to continue to be sought from outside the organization. This could be done either by payment of trainers on a contract basis as at present, or by provision of military personnel on a similar basis to the de-mining training team provided by the Australian Army.

The Mine Clearance Programme Monitoring and Training Team can provide training in mine recognition and basic de-mining skills and training in joint operations between MDC and the survey and de-mining NGO. They can also assist in training operations officers and other supervisory personnel. The Monitoring and Training Team can also assist by monitoring MDC's operations in Afghanistan. In this regard, Australian Army personnel have recently been familiarized with MDC's training and procedures so that this monitoring can commence as soon as possible.

* ***PROCUREMENT/LOGISTICS***: UNOCHA procures major items of capital equipment, such as vehicles, and then loans them to UNOCHA-supported NGOs. Thus, UNOCHA retains ownership and major items can be bought and retained without the payment of government taxes in Pakistan. A number of the vehicles currently operated by the MDC are already provided under this arrangement. This support would continue to be available to the MDC. However, UNOCHA's ability to further procure vehicles is restricted by availability of funds.

  UNOCHA is also in a position to assist with the offshore procurement of minor capital equipment and expendable supplies. It can do this with full UN tax exemption and with no source/origin restrictions. UNOCHA also provides technical assistance to Afghan NGOs for local procurements. Procurement through the UN has the potential to reduce costs significantly.

* ***PREPARATION OF PROPOSALS/DOCUMENTS/REPORTS***: Mine Clearance Programme headquarters provides NGOs with assistance in the preparation of proposals and reports and assists in liaison with third party donors. UNOCHA headquarters also provides Afghan NGOs with technical assistance in preparing fiscal documents, such as budgets and a financial program. The same assistance will be available to the Mine Dog Center. A technical advisor (an Australian Army officer, or in one case a Norwegian Army officer) is provided to each of the major de-mining NGO and de-mining headquarters. A part-time technical advisor is provided to the Organization for Mine-clearance and Afghan Rehabilitation (OMAR). Similarly, a part-time technical advisor may be available from the Monitoring and Training

Team to assist the MDC. But, this advisor would not have extensive dog-training experience. Technical advisors spend a high proportion of their time report writing and providing general organizational assistance and liaison with English-language agencies.

LESSONS LEARNED/CONCLUSIONS

Management and operation of the MDC are consistent with goals of the MOU and fulfill requirements of the 18-month Implementation Plan. O/AID/REP funding has been sufficient to operate the MDC at full capacity. The MDC staff are more-than adequately trained to perform the tasks they are required to do and their performance level is high in all respects. The dogs are well cared for and trained. The safety and health of the staff and animals are assiduously guarded, both at the MDC and in the field. Operating procedures and record-keeping meet O/AID/REP and UNOCHA requirements. Logistical support is sufficient for maintaining, training, and deploying the existing 92 and planned 100 dog population, assuming that requested O/AID/REP excess vehicles and office equipment are loaned/granted as planned. Internal integration of administrative, logistics, and technical operations appears good. MDC's management staff seems to have good relationships with staffs of other NGOs and UNOCHA's regional offices. Deployment, though informal, appears to keep the dog teams busy and satisfies current de-mining requirements. MDC teams work well with Afghan survey and mine-clearance NGOs in the field and are accepted as an integral part of UNOCHA's de-mining activities.

UNOCHA's Mine Clearance Programme represents an organized effort by the United Nations to address the devastating effect mines have on post-war resumption of social and commercial activity in Afghanistan. MDC participation in this effort is a meaningful contribution which could not be duplicated if there was no interaction between UNOCHA and the MDC. It is in the best interests of both organizations to at least maintain the current level of MDC de-mining operations. Yet, neither the MDC nor UNOCHA are fully prepared for transfer of the MDC to UNOCHA's umbrella Programme on June 30, 1993:

* ***O/AID/REP/RONCO MANAGEMENT OF THE MDC***: The fact that the MDC is a well-run organization with a high degree of expertise and experience can be attributed to RONCO's over-all management. But, RONCO's role should shift to that of advisor prior to transfer. The MDC Afghan staff need an opportunity to test the skills they have developed under RONCO supervision before a complete withdrawal of support. This is especially true for training of dogs and veterinary services, which are carefully and expertly managed by the MDC/RONCO Director.

* ***SALARIES***: Because the contract negotiated between the O/AID/REP and RONCO called for the use of USAID Foreign Service National compensation rates for Pakistan, salaries of MDC employees routinely deployed inside Afghanistan are significantly higher than those of similar employees of UNOCHA-supported Afghan de-mining NGOs. UNOCHA policy requires standardization of salaries for these types of employees, in accordance with Afghan market rates. The disparity has been mentioned in informal conversations. But, no formal discussions between the O/AID/REP and UNOCHA have taken place to resolve problems inherent in such a significant realignment of MDC compensation rates at the time of transfer.

* ***DOG POPULATION***: The level of MDC funding and logistical support reflect the O/AID/REP's original intent to procure and deploy 100 dogs. The current dog population is 92. MDC plans to procure an additional seven dogs in May 1993. But, UNOCHA consistently maintains that it only has the funding capability to deploy 50 dogs. The MOU provides that the O/AID/REP is to increase the number of dogs to a program total that does not exceed 100. The ambiguity of these terms ignores the potential for controversy. Both the O/AID/REP and UNOCHA express concern about proceeding with the transfer in the absence of agreement on this issue. Yet, no negotiations have taken place to resolve their differences or to discuss levels and possible sources of funding for the existing and planned dog population.

* ***MDC STATUS AS AN AFGHAN NGO***: Once RONCO management is withdrawn, the MDC will be expected to operate independently as a legal entity under the direction of a board or steering committee. The MDC applied to UNOCHA for registration as an Afghan NGO and initiated inquiries regarding registration with the Government of Pakistan. Neither of these efforts led to registration. The MDC does not now have legal status as an NGO or a working steering committee, which would be necessary before the MDC could become an independent entity.

* ***UNOCHA FINANCIAL SUPPORT***: UNOCHA expects that given responses to current funding appeals, allocation for MDC activities upon transfer would not exceed $1.0 million per year This is considerably less than the $1.8 million FY 1993 budget and the $2.0 million budget for FY 1992. Yet, neither the O/AID/REP nor UNOCHA have fully considered the ramifications of an abrupt reduction in funding on June 30, 1993 or explored alternative methods of funding the MDC after transfer, should that become necessary.

Although much progress has been made, in order for the O/AID/REP and UNOCHA to fully meet their goals under the MOU and the 18-month Implementation Plan and avoid unnecessary risks in implementation, these issues will have to be addressed and satisfactorily resolved. The evaluation team anticipates that the resolution process will extend beyond the originally proposed June 30, 1993 transfer date.

RECOMMENDATIONS

The following recommendations are based on the evaluation team's conclusions as a result of an over-all assessment of MDC operations and UNOCHA's capability to assume technical assistance and funding responsibility for the MDC on June 30, 1993:

* ***TRANSFER OF MDC TO UNOCHA MINE CLEARANCE PROGRAMME***: It is recommended that transfer of the MDC to UNOCHA's Mine Clearance Programme take place on January 31, 1994 rather than June 30, 1993 as originally proposed. This time frame would allow an additional six months for the O/AID/REP and UNOCHA to more fully address unresolved issues and one month for actual transfer of operations.

* ***MDC FUNDING***: It is recommended that the O/AID/REP continue funding the MDC up to completion of transfer to UNOCHA on January 31, 1994. Negotiations between the O/AID/REP and UNOCHA should begin on or before September 1, 1993 (after the MDC steering committee is in place and has formulated policies, a strategic plan, and a budget) to determine future methods of funding the MDC. Negotiations should be concluded no later than September 30, 1993. It is recommended that the parties set forth in written form the agreements reached as a result of these negotiations.

  The evaluation team proposes that funding be shared by the O/AID/REP and UNOCHA. It may be possible for O/AID/REP to fund costs to maintain the MDC's capabilities at current levels and for UNOCHA to fund costs of deployment. This would fulfill O/AID/REP's interest in preserving the integrity of the MDC and give UNOCHA a level of participation that can be funded under current constraints. The evaluation team estimates that costs to O/AID/REP would be $1 million per year and the costs to UNOCHA $500,000 to $800,000 per year. To avoid ramifications of trying to establish the newly-formed MDC Afghan NGO as a financially responsible entity for purposes of O/AID/REP funding, a direct grant to UNOCHA earmarked for the MDC

is recommended. This recommendation assumes that the MDC will become a legally-recognized entity to satisfy USG funding requirements.

* ***AFGHAN NGO STATUS***: It is recommended that the O/AID/REP and the MDC immediately take steps to establish a fully-operational steering committee and charter for the MDC on or before June 30, 1993. Given the circumstances inside Afghanistan and the current UNOCHA position on registration, the evaluation team recommends that the MDC be chartered under the laws of Pakistan. The evaluation team also recommends that the MDC steering committee consist of representatives of each of the Afghan NGOs currently working with the MDC (MCPA, ATC, SWAAD, and OMA), representatives from the O/AID/REP, and Afghans currently working with the donor community. Once it is established, the steering committee should be given two months to prepare a transition plan for transfer of the MDC to UNOCHA by January 31, 1994, which addresses MDC salary levels and confirmation/appointment of MDC management staff.

* ***MDC EXPATRIATE MANAGEMENT OF ADMINISTRATIVE, FINANCIAL, AND LOGISTICS OPERATIONS***: It is recommended that, to the fullest extent possible, responsibility for administrative, financial, and logistics management be transferred to the MDC Pabbi/Quetta Afghan staff on or before June 30, 1993. The evaluation team recognizes that RONCO will retain ultimate responsibility for complying with USG requirements and that a complete withdrawal of supervision is not possible until the MDC is an independent entity. The intent behind this recommendation is that RONCO's Director in Pabbi, Area Logistics Officer in Quetta, and management staff in Islamabad act as advisors rather than supervisors until the MDC becomes an independent entity under the UNOCHA Mine Clearance Programme.

* ***MDC EXPATRIATE MANAGEMENT OF TECHNICAL OPERATIONS***: It is recommended that MDC's RONCO Director begin immediate preparations to transfer full responsibility for supervision of all technical training and veterinary services to MDC's Afghan staff by September 30, 1993. It is also recommended that RONCO's Director act as an MDC technical-advisor for a three-month period, ending on December 31, 1993, to allow individuals assuming responsibility for technical operations to test their capability and address potential problems, if any, before RONCO support is withdrawn.

The evaluation team recognizes that transfer of supervision of technical training will require the identification of an experienced Afghan within the MDC who is qualified and capable of fully assuming this responsibility. There must be someone in charge of the training area to assess the performance of handlers and instructors, to establish dog training techniques, and to insure that no safety shortcuts are taken. The individual selected must be able to overcome Afghans' cultural reluctance to criticize the performance of other Afghans. The Afghan in charge of training should also be capable of identifying when outside training and technical advice is needed and scheduling consultants to provide this assistance.

The evaluation team recommends that the MDC continue to arrange for outside technical assistance on a temporary basis after transfer. This could be done either by contract, as now, or by provision of assistance of military assistance through UNOCHA. The Australian Army dog-training program differs considerably from that of the MDC. Outside training for MDC dogs would probably have to come from another source, such as the U.S. military. The Mine Clearance Programme Monitoring and Training Team can provide training in mine recognition and basic de-mining skills. The MTT can also provide joint training for the MDC, mine-field survey, and mine-clearance teams and assist in training operations and other supervisory personnel. And, the MTT can assist in monitoring MDC operations in Afghanistan.

It is recommended that UNOCHA develop a more formal method of scheduling deployment of MDC dogs. The current practice of MDC and other Afghan NGO staff informally agreeing on a schedule over the telephone approximately one week prior to deployment creates the potential for misunderstandings and inefficient use of the dogs. It is recommended that the method selected for scheduling deployment take into consideration the needs of entities like the Afghan Construction and Logistics Unit (ACLU), which have de-mining operations but are not part of UNOCHA's Mine Clearance Programme.

* ***PROCUREMENT OF ADDITIONAL DOGS***: It is recommended that the planned procurement of an additional seven "green" dogs not take place. Since no further procurements of green dogs are planned beyond May 1993, it is unlikely that the training experience the Afghan staff will gain from working with these dogs will be utilized. Due to O/AID/REP's and UNOCHA's uncertainties about future funding levels, the long-term sustainability of the MDC with a dog population of 100 is questionable.

It is the collective opinion of the evaluation team that transfer of the MDC to the UNOCHA Mine Clearance Programme is in the best interests of the O/AID/REP, the MDC, and UNOCHA. The purpose of the recommendations made above is to ensure to the extent possible that there is adequate preparation for the transfer on the part of both organizations in order to avoid unnecessary operational risks as well as to define methods of providing funding and technical assistance.

APPENDIX A

Evaluation Scope of Work

EVALUATION OF O/AID/REP MINE DOG CENTER
SCOPE OF WORK

A. Project Activity Identification Data:

1.	Country:	Afghanistan
2.	Project Activity:	Mine Dog Center
3.	Project Title:	Commodity Export Program
4.	Project Number:	306-0205
5.	Project Activity Completion Date:	Targeted for June 30, 1993
6.	Project Activity Funding:	$5.2 Million
7.	Method of Implementation:	Direct Contract with RONCO Consulting Corporation
8.	Previous Evaluations:	Informal Quarterly Reviews of Progress Toward Implementation Plan Goals

B. Purpose of Evaluation: Pursuant to the Memorandum of Understanding (MOU) between the O/AID/REP and UNOCA, dated February 20, 1992, the purpose of the Mine Dog Center (MDC) evaluation is to:

1. assess its institutional development, including its capacity to assume responsibility for operating the Center and to function as an independent Afghan NGO;

2. assess the prospects of transferring technical assistance and funding responsibilities from the O/AID/REP to UNOCA on or about June 30, 1993.

Evaluation results will be used by the MDC to make what operational adjustments may be necessary during the final months of the period covered by the Memorandum of Understanding to achieve its goals and purpose. Evaluation findings and recommendations will be used by the O/AID/REP and UNOCA to make programmatic decisions about future cooperation in de-mining activities and operation and funding of the MDC after June 30, 1993.

C. Background: The O/AID/REP de-mining activities began in June 1989 as a sub-component of the Commodity Export Program to test the feasibility of using specially trained dogs to detect mines and other unexploded ordnance in populated areas of Afghanistan. Mine detection dogs were first deployed under this program in October 1989 out of its Animal-Holding Facility (previously used for the Pack-Mule Component of the program) maintained by RONCO in Pabbi. UNOCA was also developing de-mining activities for Afghanistan during this period, as part of its Operation Salam repatriation program. As these programs evolved, officials in both agencies reached the consensus that trained dogs could considerably enhance UNOCA's mechanical mine-detection activities. Accordingly, the O/AID/REP and UNOCA entered into a Memorandum of Understanding on July 31, 1990 to coordinate their de-mining activities.

O/AID/REP de-mining activities are currently concentrated in the now re-named Mine Dog Center equipped to perform all functions necessary to maintain, train, and deploy up to 100 mine detection dogs and their handlers. The MDC main facility is located at Pabbi. A smaller facility is located at Quetta. Training facilities are provided by the Pakistan Army at Risalpur (for Pabbi) and near Camp Baleli (for Quetta). The MDC works closely with UN-sponsored mine clearance agencies such as Afghan Technical Consultants (ATC), Mine Clearance Planning Agency (MCPA), and South West Afghanistan Agency for Demining (SWAAD). MDC "sets," consisting of two dogs, two handlers and a set leader, are routinely deployed with 27-man Operation Salam de-mining teams in areas of eastern and southern Afghanistan.

The O/AID/REP's goal is to eventually transfer technical assistance and funding responsibilities for de-mining activities to an entity such as a UN-sponsored Afghan NGO or to UNOCA as soon as questions of sustainability and preservation of MDC expertise and resources are satisfactorily resolved. In an effort to achieve this goal, the O/AID/REP and UNOCA entered into a second MOU on February 20, 1992 (which supersedes all previous agreements) to provide for continued cooperation in de-mining efforts, promote MDC institutional development, and explore the transfer of technical assistance and funding responsibilities for the MDC to UNOCA in June 1993.

Pursuant to the 18-month Implementation Plan, the MDC should now have assumed responsibility for: (1) procurement; (2) operating independently of RONCO/Peshawar; (3) on-the-job training and training for other mine-clearance organizations, which includes among other topics animal health, sanitation, and disease prevention; (4) internal reviews of logistics operations; (5) MDC employee payroll;

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(6) maintenance of employee payroll records and personnel files; (7) monthly audits of financial operations; (8) quarterly reviews of progress toward Implementation Plan goals; and (8) deploying 77 trained dogs and their handlers as well as training 8 green dogs and their handlers.

D. Statement of Work: The evaluation team will be responsible for assessing how well and the extent to which the MDC has met the objectives/goals set forth in the Memorandum of Understanding between the O/AID/REP and UNOCA and in the 18-month Implementation Plan. The evaluation team will also be responsible for assessing the extent to which UNOCA is prepared to assume technical assistance and financial support for the MDC. If the team finds that UNOCA is not in a position to assume responsibility for the MDC, the team shall provide an analysis of alternatives which would permit the Center to operate as an independent entity. The questions in the following paragraphs are designed to indicate areas of general concern to the O/AID/REP and UNOCA. The evaluation team shall pose additional questions as necessary to elicit comprehensive empirical findings, interpretations and judgments, and recommendations. Once the assessment is complete, information collected shall be set forth and analyzed in an evaluation report, which meets requirements specified below.

1. Evaluation Questions:

a. Institutional Development: Institutional development goals are that RONCO will have adequately trained the Afghan staff to operate the MDC as an independent Afghan NGO and that responsibility for operating the Center can be transferred to the staff on or before June 30, 1993. The assumption is that the MDC will require financial support and short-term technical assistance for an additional (yet to be determined) period of time. In assessing the MDC institutional development the following questions shall be addressed:

Administration/Financial Management: To what extent has the Afghan staff assumed responsibility for administration/financial management? How well is the staff complying with O/AID/REP/UNOCA procedural requirements? Is an acceptable accounting system in place? Is there adequate institutional cooperation in administrative and operational tasks?

Procurement/Logistics: To what extent has the Afghan staff assumed responsibility for procurement and logistic support? How well is the

staff complying with documentation and record-keeping requirements? How well is the staff managing and accounting for MDC facilities and expendable and non-expendable commodities?

Personnel: To what extent is the MDC staffed with Afghans (professional and non-professional)? Is there sufficient staff in place to run the MDC? Is the MDC staff adequately trained for the functions they will be expected to perform on their own?

Technical Operations:

Veterinary Services: To what extent are the veterinary services performed by Afghan staff? Are these services adequate and of acceptable quality for the existing and planned dog population?

Training: To what extent is the Afghan staff responsible for on-the-job and/or formal training of dogs and their handlers? Is training adequate and of acceptable quality for the functions to be performed?

Dog Teams/Deployment: To what extent is the Afghan staff responsible for managing dog teams and deployment? How well do the MDC and UNOCA-sponsored mine-clearance NGOs cooperate and collaborate on de-mining activities? Are methods in place which permit accurate assessments of standards of performance/detection of mines and other UXO?

b. Afghan NGO Status: One goal of the Memorandum of Understanding is to expand and strengthen the MDC to the extent that it can function independently as an Afghan NGO. O/AID/REP and UNOCA agreed that a "board" or "steering committee" should then be established to govern the MDC/NGO. In assessing MDC's capacity to achieve NGO status, the following questions shall be addressed: Is the MDC in a position to apply for NGO status? If so, should NGO status be achieved through registration with UNOCA or by some other method? What organizations should be represented on the board/committee?

c. UNOCA Management and Financial Support: Another goal of the Memorandum of Understanding is to transfer responsibility for technical assistance and funding support for the MDC from the O/AID/REP to UNOCA. In

assessing the feasibility of such a transfer, the following questions should be addressed: To what extent is UNOCA prepared to assume financial responsibility for the MDC? To what extent is UNOCA prepared to assume management and technical assistance responsibilities for the MDC? If UNOCA is not in a position to accept transfer of MDC responsibilities, what alternatives are there which would permit the MDC to operate as an independent entity?

2. Methods/Procedures: The evaluation team shall conduct interviews with MDC, RONCO, O/AID/REP, and UNOCA staff, examine relevant documents and records, conduct site visits, and schedule follow-up activities as necessary to complete the evaluation and analysis of MDC operations required by the Memorandum of Understanding, the 18-month Implementation Plan, and the statement of work. The schedule for completing evaluation tasks is as follows:

January 14, 1993:	completion and approval of evaluation scope of work;
January 20, 1993:	organizational team meeting;
February 15, 1993:	draft report;
February 28, 1993:	final report.

3. Composition of Evaluation Team: The evaluation team shall be composed of the following members: (a) at least one representative of the O/AID/REP and one representative of UNOCA who has no previous experience with MDC operations and/or mine-clearance activities; and (b) one technical advisor from the O/AID/REP who has previous experience with MDC operations. Final selection of team members shall be by mutual agreement of O/AID/REP and UNOCA.

4. Reporting Requirements: The evaluation team shall assign responsibilities for preparing the evaluation report. The report shall contain: (a) empirical findings based on information collected; (b) conclusions reached based on interpretations and judgments of the information collected; (c) recommendations based on the results of the evaluation exercise; and (d) lessons learned. The required format for the evaluation report is as follows:

executive summary;

project identification data sheet (Attachment A);

table of contents;

body of report;

appendices which include the scope of work, a list of documents consulted, individuals and agencies contacted, and other necessary information.

Attachment (1)

APPROVED:

C.Wolters, O/AID/REP — Date: 12/29/92
A.Millorit, UNOCA — Date: 29/12/92

OUTLINE OF BASIC PROJECT IDENTIFICATION DATA

1. Country:

2. Project Title:

3. Project Number:

4. Project Dates:

   a. First Project Agreement:
   b. Final Obligation Date: FY-- (planned/actual?)
   c. Most recent Project Assistance Completion Date (PACD):

5. Project Funding: (amounts obligated to date in dollars or dollar equivalents from the following sources)

a.	A.I.D. Bilateral Funding (grant and/or loan)	US$
b.	Other Major Donors	US$
c.	Host Country Counterpart Funds	US$
	Total	US$

6. Mode of Implementation: (host country or A.I.D. direct contractor? Include name of contractor.)

7. Project Designers: (organizational names of those involved in the design of the project, e.g., the Government of Sri Lanka, USAID/Colombo, and the International Science and Technology Institute (ISTI)).

8. Responsible Mission Officials: (for the full life of the project)

   a. Mission Director(s):
   b. Project Officer(s):

9. Previous Evaluation(s):

ATTACHMENT A

APPENDIX B

Memorandum of Understanding

MEMORANDUM OF UNDERSTANDING

BETWEEN

Office of the A.I.D. Representative
for Afghanistan Affairs

AND

The Office for the Coordination
of United Nations Humanitarian
and Economic Assistance
Programmes Relating to Afghanistan

The United States Agency for International Development's Office of the Representative for Afghanistan Affairs (O/AID/Rep) and the Office for the Coordination of United Nations Humanitarian and Economic Assistance Programmes relating to Afghanistan (UNOCA) have agreed in the past to cooperate to augment the effectiveness of both organizations' demining efforts. This Memorandum provides for the continuation of that cooperation, describes in general terms how the Mine Detection Dog Program (MDDP) will be expanded and strengthened to become an independent Afghan non-governmental organization (NGO), paves the way for O/AID/Rep to relinquish operational and financial responsibility for the program, and sets the stage for UNOCA to shoulder some of those responsibilities.

An 18-month program of institutional development, increasing collaboration with UNOCA-sponsored mine clearance agencies, and gradual assumption by UNOCA and MDDP of financial responsibility will commence on January 1, 1992. At the end of this 18-month period the O/AID/Rep hopes to have strengthened the organization and management of the program and have transferred complete operational responsibility to the MDDP which may operate under the auspices of UNOCA. Both parties expect that the MDDP will have the capability to continue its program of mine clearance activities in coordination with other Afghan NGOs whose activities are complementary and whose goals are analogous.

Each party to this understanding agrees to accept the following responsibilities, unless otherwise agreed in writing by both parties:

<u>O/AID/REP Responsibilities (subject to the availability of funds):</u>

1. *For the period of the agreement, January 1, 1992 to June 30, 1993 (18 months), provide total financial support to the MDDP;*

2. *During the first months of 1992, in collaboration with MDDP and UNOCA staffs, draft an implementation plan for the 18-month period;*

3. *Provide organizational development assistance to MDDP to enable it to operate as an autonomous NGO. Such assistance will cover fiscal controls and procedures, personnel policies, compliance with donor disbursing, accounting and documentation requirements, and technical performance;*

4. *To enhance cooperation and reinforce understanding between the various UNOCA-sponsored mine clearance NGOs and the MDDP, conduct several orientation seminars at the Animal Holding Facility (AHF) in Pabbi for executive officers and staff of these NGOs - as well as for UN demining advisors - to discuss field operations, deployment, transport, personnel, and other pertinent topics;*

5. *Increase the number of dogs to a program total not to exceed 100 animals; hire and train handlers and concomitant personnel;*

6. *Provide either on-the-job training and/or formal training to MDDP staff as outlined below. Conduct informal reviews and evaluations of these programs:*

   a. *Provide training in field operations, logistics, and supervision of field teams for up to three months to Afghan management staff including an Afghan MDD Program Manager;*

   b. *Provide training to the MDDP (Afghan) Manager of Facilities in facility management and administrative skills;*

   c. *Train a number of Afghan student instructors so that they are qualified to conduct MDD and dog handler retraining and remotivation courses;*

   d. *Provide training to the MDDP (Afghan) Assistant Manager of Veterinary and Health Services in small animal medicine and surgery and in kennel management;*

   e. *Provide training to MDDP and to the other mine clearance organization personnel in disease prevention and sanitation for both dogs and humans;*

7. *Donate portable physical assets, such as medicines, vaccines, kennel equipment and supplies, veterinary instruments and equipment, to MDDP at the conclusion of this agreement period if the MDDP is judged by O/AID/Rep to be sufficiently prepared for independent status as an NGO;*

<u>UNOCA Responsibilities (subject to availability of funds):</u>

1. *During the first months of 1992, in collaboration with MDDP and O/AID/Rep staffs, draft an implementation plan for the 18-month period. The plan will be annexed to this MOU;*

2. *At the conclusion of the 18-month period, UNOCA may assume full financial support for the MDDP, depending upon conditions at that time;*

3. *During the institutional development of the MDDP, insure continued cooperation and collaboration of UNOCA-sponsored mine clearance NGOs;*

4. *Take decisions regarding the tasking of MDDP teams, in the same way, and according to the same criteria, as for other NGOs participating in the Operation Salam Mine Clearance Program.*

5. *In the event O/AID/Rep faces unforeseen circumstances similar to those of early 1991, including, but not limited to, emergency evacuation of O/AID/Rep personnel and program interruptions, be prepared to assume total oversight and/or managerial control of the MDDP.*

6. *Make every effort to alleviate pressure on the MDDP from commanders and shuras inside Afghanistan by using UN-provided Assistant Program Managers in UNOCA demining headquarters as the publicized source of deployment decisions;*

7. *Provide copies of periodic reports submitted by Operation Salam-sponsored mine clearance NGOs to O/AID/Rep;*

Joint O/AID/REP/ and UNOCA Responsibilities:

1. *Draft an implementation plan for the 18-month period. The lead will be taken by O/AID/Rep's present technical assistance contractor (RONCO) in consultation with all concerned parties. The plan will be approved by both parties to this agreement, and will include provisions for regular evaluations of progress toward the development of the MDDP as a self-reliant Afghan NGO and provision for a January 1993 evaluation of progress achieved towards the objectives of this Memorandum.*

2. *Guide the MDDP toward as much autonomy and self-determination as possible;*

3. *Participate in the selection of a "Board of Directors" or a "Steering Committee", composed of representatives of MDDP, ATC, SWAAD, MCAP, UNOCA and O/AID/Rep, to govern the new organization. Reciprocally, the MDDP Managing Director or a representative of the MDDP may serve on the steering committees of the other Operation Salam mine clearance NGOs.*

4. *Apprise the other party of financial and operational constraints if the mine clearance program and UNOCA's ability to assume the responsibilities outlined herein are affected by them.*

5. *The parties agree that RONCO and representatives of the parties shall have free access to all facilities at the AHF in Pabbi and the MDDP training grounds.*

The Memorandum of Understanding is entered into on behalf of UNOCA and the O/AID/Rep by the undersigned authorized officials this 20th day of February 1992 and supersedes all prior Memoranda of Understanding concerning demining activities between the same two parties.

For

United Nations Office for the Coordination of Humanitarian and Economic Assistance Programmes relating to Afghanistan (UNOCA)

Benon V. Sevan
Personal Representative of the Secretary General in Afghanistan and Pakistan

For

Agency for International Development Office of AID Representative for Afghan Affairs (O/AID/Rep)

Nicholas Platt
Ambassador
United States of America

APPENDIX C

18-month Implementation Plan

MINE DETECTION DOG CENTER
TRANSFER FROM O/AID/Rep TO UNOCA
18 MOS. IMPLEMENTATION PLAN

TO BE ACCOMPLISHED BY THE END OF 2nd QUARTER FY 92:

Procurement:

* Conduct one week on-the-job training of the Afghan Procurement Officer at RONCO/I in:
  - Determination of procurement requirements
  - Determination of source/origin of required items
  - Solicitation and evaluation of price quotations
  - Contracting and issuance of financial instruments
  - Inspection and delivery:
    - Air/ocean shipments
    - Customs clearance
    - Local transport from port of entry to end-user
    - Inventory
  - Payment to suppliers
* Prepare Purchase Requests for non-expendable property (computers, office equipment, vehicles), and expendable property (office & cleaning supplies, MDD medicines/vaccines/food, etc.)
* Publish Requests for Quotations (RFQs) for non-expendable property.

Logistics:

* Design the MDDC logistics operation.
* Write logistics position job descriptions.
* Select an Afghan Logistics Officer.

Admin/Fiscal:

* Hire an Afghan Admin/Fiscal Officer.
* Conduct 1 month on-the-job training of the Afghan Admin/Fiscal Officer at RONCO/I to ensure compliance with RONCO (USAID) practices in:
  - Accounting Procedures (Disbursement Journal Cash Books)
  - Cost Control Procedures
  - Payroll Procedures
  - Reporting Budget Requirements
* Identify hardware/software needs.
* Lease an MDDC expatriate Trainers staff house.

Personnel:

* Afghans are hired to replace all Pakistani staff, with the exception of gate guards and sweepers.
* Newly hired Afghan Animal Attendants are trained.

TO BE ACCOMPLISHED BY THE END OF 3rd QUARTER FY 92:

Procurement:

* Continue with one week of on-the-job training of the Afghan Procurement Officer.
* Prepare Purchase Requests for expendable property.
* Receive non-expendable and expendable property purchased in 2nd Quarter FY 92.

Logistics:

* Select logistics assistants.
* Provide on-the-job training.
* Determine additional requirements for facilities, automation, controls, and publications.
* Submit Purchase Requests for automation equipment and publications.
* Sign leases for new facilities, as needed.

Admin/Fiscal:

* Identify and begin training subordinate staff
  - Chief Accountant
  - Personnel Officer (Who will be responsible for USAID regulations, Data Processing with ORACLE, and review of T & A)
  - Cash/Bank Accountant
  - Procurement Specialist
* Move all cash operations from RONCO/Peshawar to AHF.
* Begin monthly audit/review of accounting operations.
* Install computer hardware/software.
* Discuss coordination with UNOCA, ATC, SWAAD, and MCPA in
  - Communication
  - Deployment
  - Field Operations
  - Transport
  - Personnel

Personnel:

* Two Afghan Veterinarians receive ninety (90) days on-the-job training with a small animal veterinarian in the U.S.

* Provide on-going training to MDDC staff and the staff of other mine clearance organizations in sanitation and disease prevention for dogs and humans.

Mine Detection Dogs:

* 20 trained MDDs are purchased and arrive at MDDC.

Evaluation:

* Conduct quarterly review of Implementation Plan progress.

TO BE ACCOMPLISHED BY THE END OF 4th QUARTER FY 92:

Procurement:

* Prepare Purchase Requests for expendable property.
* Receive expendable property purchased in 3rd Quarter FY 92.
* RONCO/I Procurement Director reviews performance of Afghan Procurement Officer and operations at the MDDC.

Logistics:

* Finish setting up facilities.
* Receive automation equipment and publications.
* Finalize selection of logistics assistants.
* Continue with on-the-job training of staff.

Admin/Fiscal:

* Open a bank account in Pabbi for all expenses.
* Load payroll files, and run a parallel payroll for 3 months.
* Move all Admin/Fiscal operations (cash books) to AHF, if an audit permits.
* Continue OJT for all Admin/Fiscal staff.
* Continue monthly audit/close of financial operations.

Personnel:

* Hire and train 20 MDD Handlers and 10 MDD Set Leaders.
* Provide on-going training to MDDC staff and the staff of other mine clearance organizations in sanitation and disease prevention for dogs and humans.

Mine Detection Dogs:

* 20 trained MDDs are purchased and arrive at MDDC.

Evaluation:

* Conduct quarterly review of Implementation Plan progress.

TO BE ACCOMPLISHED BY THE END OF 1st QUARTER FY 93:

Procurement:

* Total control for procurement passes to the MDDC

* Prepare Purchase Requests for expendable property.
* Receive expendable property purchased in 4th Quarter FY 92.

Logistics:

* Continue with on-the-job training of staff.
* Operate as a separate unit from RONCO/Peshawar.
* Conduct an internal review of the logistics department.

Admin/Fiscal:

* Pay all AHF employees; maintain all payroll/severance benefit records.
* Transfer all personnel files, including insurance, to AHF.
* Continue monthly audit/close of financial operations.
* Conduct quarterly review of proress toward implementation plan goals.

Personnel:

* Hire and train 20 MDD Handlers and 10 MDD Set Leaders.
* Provide on-going training to MDDC staff and the staff of other mine clearance organizations in sanitation and disease prevention for dogs and humans.

Mine Detection Dogs:

* 18 trained MDDs are purchased and arrive at MDDC.

Evaluation:

* Conduct quarterly review of Implementation Plan progress.

<u>TO BE ACCOMPLISHED BY THE END OF 2nd QUARTER FY 93:</u>

Procurement:

* Prepare Purchase Requests for expendable property.
* Receive expendable property purchased in 1st Quarter FY 93.

Logistics:

* Take corrective action as a result of the internal review of the logistics department.
* Review the results of the corrective action.

Admin/Fiscal:

* Develop accounting system.
* Continue monthly audit/close of financial operations.
* Conduct quarterly review of progress toward

implementation plan goals.

Personnel:

* Hire and train 18 MDD Handlers and 9 MDD Set Leaders.
* All MDD training provided by Afghan MDD Trainers on staff.

* Provide on-going training to MDDC staff and the staff of other mine clearance organizations in sanitation and disease prevention for dogs and humans.

Evaluation:

* Conduct quarterly review of Implementation Plan progress.

TO BE ACCOMPLISHED BY THE END OF 3rd QUARTER FY 93:

Procurement:

* Prepare Purchase Requests for expendable property.
* Receive expendable property purchased in 2nd Quarter FY 93.

Admin/Fiscal:

* Transfer full control of Admin/Fiscal operations from RONCO/I to MDDC on the transfer date.
* Transfer legal title to expendable and non-expendable property to MDDC on the transfer date.

Personnel:

* MDDC American expatriate Manager finishes contract and departs from country.
* Provide on-going training to MDDC staff and the staff of other mine clearance organizations in sanitation and disease prevention for dogs and humans.

Evaluation:

* Conduct final review of MDDC transition.
* Determine MDDC's source(s) of future funding.

APPENDIX D

MDC FY 1993 Budget

	1st Qtr FY'93	2nd Qtr FY'93	3rd Qtr FY'93	4th Qtr FY'93	Total FY'93	Remarks
5300 Sundry (General Operating Expenses)	1,080	1,380	1,830	1,930	6,220	
1 Telephone & cables	600	600	900	900	3,000	
2 Postage	30	30	90	130	280	
3 Miscellaneous	150	150	240	300	840	
4 Insurance						
5 Others	300	600	600	600	2,100	
5400 Direct Costs	78,800	91,200	17,700	19,500	207,200	
1 Contingencies						
2 Cost increases including Exchange rate Fluctuations						
3 Others:	78,800	91,200	17,700	19,500	207,200	
- Cost of Dogs	61,300	73,500			134,800	
- Dog food/supplies	13,500	13,500	13,500	15,000	55,500	
- Vet cost/supplies	4,000	4,200	4,200	4,500	16,900	
5500 Field Operating Activities						
5510 Survey & Assesment of Needs, Monitoring & Evaluation						
5520 Aid Supplies						
21 Medical Supplies & Kits						
22 Supply of Cereal Seeds						
23 Seed Testing & Multiplication						
24 Purchase of food Trees & Poplars						
25 Food Supplies						
29 Blankets						
5530 Storage & Transportation						
5540 Rehablitation of Health Points						
5550 Social Commitments						
5560 Educational Programmes						
5570 Cultural Programmes						
5580						
5590						
5600 Programme Support Costs						
	143,330	172,880	101,480	109,880	527,570	
	447,629	513,878	405,728	414,182	1,881,714	

Project Title: Commodity Export Program - Afghanistan
Project Number: 306-205-C-00-9384
Plan Period: October 1,1992 to September 30, 1993

RONCO Consulting Corporation
Mine Dog Center - Afghanistan
Fiscal Year'93 Projection
as per UNOCA Chart of Account

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A/C Code	Account Description	1st Qtr FY'93	2nd Qtr FY'93	3rd Qtr FY'93	4th Qtr FY'93	Total FY'93	Remarks
1100	Project Personnel	178,200	205,700	216,850	311,600	912,350	
	UN International Personnel (Experts Consultants)						
	Afghanis						
	- Managers	6,100	7,000	7,500	7,600	28,200	
	- Local Suppert Staff	25,600	30,900	33,500	37,000	127,000	
	- MDC Team Members	120,000	165,000	175,000	185,000	645,000	
	- Insurance	26,500	2,800	850	82,000	112,150	Insurance premium to cover risk of drivers & dog handlers visiting inside Afghanistan.
1200	OPAS Experts	41,699	39,898	33,298	33,699	148,594	
	Non UN International Personnel (Projects by NGOs)						
	- Salaries & Wages	19,400	19,800	19,800	19,800	78,800	
	- Fringe benifits	4,899	4,899	4,899	4,899	19,596	Includes Expat. life ,medical,emergency medical evacuation, DBA Insurance.
	- Allowances	17,400	15,199	8,599	9,000	50,198	Includes Post differential & sunday pay differential allowance for Expat. employees.(MDC Manager)
1300	Admin Support Personnel						
1400	Volunteers						
500	Travel on Official Business (Travel & Per Diem of Proj.Personnel	43,000	63,300	45,000	50,000	201,300	
	- Local Travel per diem	35,000	40,000	45,000	50,000	170,000	Includes per diem in Afghanistan for MDC staff.
	- International Travel	3,000	7,300			10,300	
	- Shipment of dogs	5,000	16,000			21,000	
1600	Mission Costs						
00	National Project Staff & Consultants						
00	Experts & Consultants						
	- Global Trainers (USA)	41,400	32,100	9,100	9,300	91,900	Consultants hired for training Afghan Dog handlers.
00	Sub Contracts						
00	Grants to Institutions						
2400	Sub Contracts - UNFRA - Research						
00	Individual Fellowships						
200	Group Training	3,600	3,600	3,600	3,600	14,400	
1	Seminars Workshops						
2	Meetings	600	600	600	600	2,400	
4	Study Tours						
5	Cources	1,500	1,500	1,500	1,500	6,000	
98	Training	1,500	1,500	1,500	1,500	6,000	
00	Inservice Training						
00	Individual Fellowships						
		304,299	340,998	304,248	404,599	1,354,144	

Project Title: Commodity Export Program - Afghanistan
Project Number: 306-205-C-00-9384
Plan Period: October 1,1992 to September 30, 1993

ROKCO Consulting Corporation
Mine Dog Center - Afghanistan
Fiscal Year'93 Projection
as per UNOCA Chart of Account

01-Dec-92
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	1st Qtr FY'93	2nd Qtr FY'93	3rd Qtr FY'93	4th Qtr FY'93	Total FY'93	Remarks
4100 Expendable Equipment & Material	1,350	2,100	2,850	2,850	9,150	
1 Books, Periodical & Publication	150	300	450	450	1,350	
2 Office Supplies & Equipment	900	1,500	2,100	2,100	6,600	
3 Others	300	300	300	300	1,200	Includes Kitchen supplies, medicines/food for students, etc.
4200 Non Expendable Equipment	4,500	12,500	9,500	9,000	35,500	
1 Data Processing Equipment						
2 Medical Equipment						
3 Audiovisual Equipment	1,500	1,500	1,500	1,500	6,000	
4 Vehicles		5,000	2,000		7,000	
5 Office Equipment	1,500	3,000	3,000	3,000	10,500	
93 Non Expendible equipment, Others	1,500	3,000	3,000	4,500	12,000	Includes Tents, Generators, Stoves, etc.
4300 Premises	26,100	30,000	33,900	38,700	128,700	
1 Construction Costs	3,000	6,000	6,000	7,500	22,500	
2 Utilities	4,500	4,500	6,000	7,500	22,500	
51 Rentals	18,000	18,000	21,000	22,500	79,500	
98 Other	600	1,500	900	1,200	4,200	Construction of new Dog Kennels
4600 Equipment - CDF						
5100 Operation & Maintenance of Equipment	31,500	35,700	35,700	37,900	140,800	
1 Rental & maint. of Furniture & Office Machines	1,200	1,500	1,800	1,900	6,400	
2 Rental & Maintenance of Vehicles	2,100	2,700	2,100	2,200	9,100	
3 Petrol & Lubricants	21,000	24,000	24,000	26,000	95,000	
4 Vehicles Insurance	1,200	1,500	1,800	1,800	6,300	
5 Others	6,000	6,000	6,000	6,000	24,000	Includes security services, maintenance of dog kennels,clothing,sleeping bags, other supplies etc.
5200 Reporting Costs						
1 Rewriting & Editing						
2 Final Typing						
3 Roneoing/Assembling						
4 Cover Binding						
5 Others						

APPENDIX E

MDC Application for Registration and Charter

APPLICATION FOR REGISTRATION WITH UNOCA
AS A NON-GOVERNMENTAL ORGANIZATION ELIGIBLE TO RECEIVE
UN ASSISTANCE FOR ACTIVITIES IN AFGHANISTAN

1. Name of the organization: Mine Dog Center (MDC)

2. Address of Headquarters: G.T. Road - Pabbi Station -Peshawar

Branch offices if any : Quetta Mine Dog Center (MDC)

3. Name of Director or Chief Executive. : Mohammad Shahab Hakimi

4. (a) Name and titles of the Governing Council, Board of Directors or Steering Committee:

1. Kefayatullah - Director - ATC
2. Sayed Aga - Director - MCPA
3. Fazel Karim - Director - OMA
4. Gerald Boardman - Chief Of Party - Education Support
5. William Oldham - Chief Of Party - MSH
6. Mohammad Sediq - Chief of Party - VITA

(b) How often does the Board/Council meet : Bi-monthly

5. Date of foundation of the organization: 1989

6. Is the organization registered with the local authorities in the place where it has its Headquarters? (Please attach any notice of registration).

No

7. What is the aim of the organization? The MDC aim is to safely locate mines in Afghanistan using trained mine detection dogs and handlers.

8. What type of work does the organization undertake? Please provide examples of projects undertaken, activity reports:

The MDC will provide trained mine dogs and handlers to support the demining process. The MDC will conduct ongoing training of dogs and personnel. The MDC will be responsive to requests from demining agencies.
The MDC will coordinate its efforts through the UNOCA demining office in Kabul - Peshawar and Quetta.

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9. In which provinces of Afghanistan/Pakistan has the organization carried out projects?

Paktia, Paktika, Ghazni , Bamyan, Ningarhar , Farah, Helmand, Kandahar, Kunar.

10. Has the organization previously carried out projects for a UN agency? If so, please name the UN agency, dates, the type of work and the contact value.

NO

11. How many staff are at present employed by the organization?

(a) Paid 175

(b) Volunteers _____

(c) Which types of technical expertise are available in your organization?

Veterinary medicines, and Mine Detection Dogs.

12. Resources of the organization:

(a) Please attach budget for current year and previous year.

(b) Indicate sources of funding for current projects.

USAID - REP

13. What is your organization's bank? NO (To be opened)

Account number: No -

Please attach a covering letter to this application and a copy of your organization's charter, statues and rules of procedure.

MINE DOG CENTER CHARTER

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MINE DOG CENTER (MDC)

PREFACE:

The Mine Detection Dog Program began in June 1989 with the donation to USAID of 14 fully trained mine dogs by the Royal Thai Government. An 8 man Thai team of dog and dog handler instructors accompanied the dogs to Pakistan and trained the first 14 Afghan dog handlers. Thus was born a pilot project to see if trained dogs could detect buried mines in Afghanistan. As it turned out the 14 dogs and their handlers were an unqualified success at detecting anti personnel mines, anti tank mines and unexploded ordnance. The success of the pilot project led USAID to expand the program using additional dogs trained in the United States and usihg these dogs to train a like number of Afghan dog handlers in Pakistan. Training was conducted at the USAID Animal Holding Facility, now known as the Mine Dog Center, in Pabbi, Pakistan and at Risalpur, Pakistan. By 1991, 45 mine dogs and handlers were at work in Afghanistan in support of Afghan demining agencies.

CHAPTER (1)

GENERAL PROVISIONS

1.1 The MDC will support the demining effort in Afghanistan.

1.2 The MDC will work in conjunction with UNOCA.

1.3 The MDC will work in support of ATC, MCPA, SWAAD, Halo Trust, MAP and such other agencies that request assistance in locating mines.

1.4 The MDC will operate out of Pabbi and Quetta initially, moving to Afghanistan when conditions permit.

CHAPTER (11)

GOALS AND OBJECTIVES

2.1 Goal

The MDC goal is to safely locate mines in Afghanistan using trained mine detection dogs and handlers. Detection of a mine is the end of the location process as far as the MDC is concerned.

2.2 Objectives

2.2.1 The MDC will provide trained mine dogs and handlers to support the demining process.

2.2.2 The MDC will conduct ongoing training of dogs and personnel.

2.2.3 The MDC will function in its support role as an autonomous unit.

2.2.4 The MDC will be responsive to requests from demining agencies.

2.2.5 The MDC will coordinate its efforts through the UNOCA demining offices in Kabul, Peshawar and Quetta.

CHAPTER (111)

ORGANIZATION

MDC WILL CONSIST OF:

3.1 A Steering Committee.

3.2 A Director who will discharge his functions through:

- 3.2.1 Administration/Fiscal Branch
- 3.2.2 Procurement Branch
- 3.2.3 Logistics Branch
- 3.2.4 Operations/Training Branch

3.3 MDC will operate in consultation with a Steering Committee.

3.4 The Steering Committee will include:

- 3.4.1 A Chairman - not the director MDC
- 3.4.2 A Deputy Chairman
- 3.4.3 A USAID representative
- 3.4.4 A Secretary
- 3.4.5 Five members
- 3.4.6 MDC Director - non voting

CHAPTER (1V)

RESPONSIBILITIES AND AUTHORITY:

4.1 The steering committee shall:

- 4.1.1 Appoint the MDC Director whenever the post becomes vacant.
- 4.1.2 Advise on management of the MDC.
- 4.1.3 Advise on MDC project proposals.
- 4.1.4 Evaluate the progress of the MDC.

MEETINGS:

4.2. General meetings:

The Steering Committee shall hold bi-monthly meetings at MDC, Pabbi.

4.3 Special meetings:
Special meetings may be called by the Chairman or the Director, MDC.

4.4. Quorum:

A quorum shall be two thirds of the committee members.

4.5. Agenda and Minutes:
The Secretary is responsible for the production and distribution of agenda and minutes of meetings.

MDC DIRECTOR

THE DIRECTOR:

4.6 Duties: All functions of the MDC are to be controlled by the Director.

4.6.1 The Director shall assign authority for conduct of MDC activities to the various staff elements. Responsibility remains with the Director.

4.6.2 The Director shall assure all activities are conducted in accordance with USAID/UNOCA rules and regulations and following the Steering Committees advice.

LIMITS AND AUTHORITY:

4.7 The Director is authorized to:

4.7.1 Undertake mine detection operations in response to tasking by UNOCA demining offices.

4.7.2 Solicit funds and assistance from non UNOCA sources.
4.7.3 Disburse funds in accordance with regulations.
4.7.4 Direct all phases of the MDC operation.

ADMINISTRATION AND FISCAL BRANCH:

4.8 The Administrative/Fiscal branch is authorized to conduct with approval of the Director:

4.8.1 Appointment and dismissal of employees.
4.8.2 Maintenance of personnel records.
4.8.3 Management of office services.
4.8.4 Control and execution of vouchers and ledgers.
4.8.5 Payment of valid claims.
4.8.6 Production of all financial reports.
4.8.7 Maintenance of bank statements.
4.8.8 Liaison with UNOCA/USAID on fiscal matters.

PROCUREMENT BRANCH:

4.9 The Procurement Branch is authorized to conduct with the approval of the Director:

4.9.1 Local purchase of items needed by the MDC.
4.9.2 Processing purchase requests for capital goods needed by the MDC.
4.9.3 Arranging contracts for services.

THE LOGISTICS BRANCH:

4.10 The Logistics Branch is authorized to conduct with the approval of the Director:

4.10.1 The maintenance of a goods received account.
4.10.2 The maintenance of a non expendable supply inventory.
4.10.3 The management of Transportation resources.
4.10.4 Maintaining all supplies and equipment in serviceable condition.

THE OPERATIONS/TRAINING BRANCH:

4.11 The Operations/Training Branch is authorized to conduct with the approval of the Director:

4.11.1 Assigning MDDP to support tasking from UNOCA.
4.11.2 Refresher training.
4.11.3 Training new personnel as handlers and set leaders.
4.11.4 Training new dogs as mine detecting dogs.

CHAPTER (V)

5.1 This charter is effective as of 01 June 1992.

APPENDIX F

Rules and Regulations for NGOs (Afghanistan)

RULES AND REGULATIONS FOR NGOS

1. The NGOs willing to assist in the reconstruction of Afghanistan should submit written information to the concerned authorities.

2. The NGOs must submit their policy and regulations to the authorities in the centre (Kabul) as well as in the provinces.

3. The NGOs should forward information pertaining to their background i.e. in agriculture, health, education in order to coordinate the activities efficiently in the future.

4. Each NGO should specify the time limit of their ability to conduct operations in the reconstruction of Afghanistan.

5. Those who will be employed by the NGOs should be testified/cleared by the concerned authorities of the Islamic State.

6. For the better implementation of the programmes, the agencies should identify the area of operations.

EMPLOYMENT

- Except for the expatriate experts, consultants and professionals, the rest of the staff must be employed among the Afghans. The agencies would better try Afghanise their programmes to the extent possible keeping in view the facts that the Afghans must be qualified and experienced. The character and background of the Afghan employee/s should be testified by the authorities of the Islamic State.

- The Afghans willing to be employed by the NGOs should get official permission from their respective department heads and or the concerned authorities. The NGO staff willing to change his career and become employed in a government department should also obtain permission from his NGO director. The unemployed qualified persons supposed to be employed by an agency should obtain the permission of authorities in the government as well.

- Appointment, termination, promotion and retirement, holidays, sick leave of the NGO staff must be in line with government rules.

- Daily transportation for the staff should be provided by the NGOs.

- Insurance and medical allowance are the responsibilities of the NGOs.

- In case of any dispute between Afghan staff and expatriate staff the problem should be referred to the judiciary department of the Islamic State of Afghanistan.

- Should any foreigner commit a crime he/she would be sued in accordance with regulations of the Islamic State. No agency can grant political asylum to culprits, be Afghan or foreigner.

- While head of an agency can be expatriate the field director must be an Afghan. Meanwhile officers of each section can be Afghans supported by expatriate consultants to supervise the affairs.

- The agencies ought to submit monthly or quarterly reports to the state authorities.

- Monthly salaries of agencies staff, varying on their skills and qualifications, would preferably be equivalent to the government scale while the agencies can pay some extra salries i.e. allowances, bonuses etc. The payment is better to be done at the beginning of each month. The agencies can increase the payment as salaries become higher. The agencies are obliged to pay some considerable amount to the spouses of a staff member who dies.

- No agency has the right to work for the religious, linguistic and ethnic interests. They should honour the Islamic and Jehadi norms.

- If an agency is established in Kabul, it can set up sub offices in provinces.

- Any material for reconstruction should be delivered and distributed/positioned in close contact and cooperation of the State authorities.

- Distribution of aid must be done in presence of the State Commission.

- The agencies must also closely supervise their activities.

- The agency staff going for surrrrrrrrrrrrrrrrrrrrrvey of districts and provinces should inform the authorities and get their permission.

a. The agencies must be officially registered.

b. They should have official permission from their respective government or its embassy. It must have clearance from a confidential source, i.e. the Governors office.

c. It must have the permission of the Islamic State prior to its establishment.

d. The foreigner working with the agencies must have been introduced to the concerned authorities of the Government of Afghanistan and must have official documents.

e. There must be a contract signed between the agency and the Afghan government. The agency must submit information regarding its previous activities and background.

- Any agency willing to construct a building must do it where the need is identified by the government and should be built on governmental land. The expenses of construction will be paid by the agency. After evacuation of the agency the building would be the property of the government for which the government will pay initial expenses.

- All expenses such as maintenance, painting, electricity, gas and cleaning of the building is the agency's responsibi:lity. The Islamic Government will provide confidential security staff to the agencies, the expenses of whom would be paid by the agency.

- The agency should work in an area which will be identified by the government and cannnot start working wherever it likes.

- No expatriate can purchase immovable property in the "East Zone" and cannot claim Afghan citizenship.

- Any agency found guilty of gross misconduct and commits actions against Islam will be closed down and sent out.

- No agency should continue working on the previous affiliation with political parties and should work through the Provincial and State channels.

APPENDIX G

Documents Consulted

DOCUMENTS CONSULTED

OPERATION SALAM, UNOCA De-Mining Programme 1992

RONCO, Commodity Export Program Afghanistan: "Quarterly Report," October 1 through December 31, 1992

RONCO, Commodity Export Program Afghanistan: "Quarterly Report," July 1, 1992 through September 30, 1992

UNITED NATIONS, "Consolidated Appeal by the Secretary General of the United Nations for Emergency Humanitarian Assistance for Afghanistan," January to September 1993

UNITED NATIONS, Mine Clearance Programme Afghanistan: "Annual Report 1992"

UNITED NATIONS, "De-mining Visit to UNOCA," December 15, 1992

UNITED NATIONS, Mine Clearance Programme Afghanistan: "Mid Year Report," January to June 1992

APPENDIX H

Team Members

TEAM MEMBERS

O/AID/REP Afghanistan:	Sarah S. Fassett Assistant Project Development Officer Program Office
	Jean Gianfranceschi Assistant Project Officer Project Development Implementation and Monitoring Office
UNOCHA:	Lt. Col. Greg McDowall Senior Techinal Advisor Mine Clearance Programme

TECHNICAL ADVISOR

O/AID/REP Afghanistan:	Susan Grosenick Assistant Project Officer Commodity Export Program

APPENDIX I

Procedures Followed

PROCEDURES FOLLOWED

The evaluation team gathered information for the evaluation report by three methods:

ON-SITE VISITS:

MDC/Pabbi
MDC Training Facility at Risalpur near Pabbi

MDC/Quetta
MDC Training Facility near Camp Baleli in Quetta

UNOCHA Mine Clearance Programme Office in Islamabad

UNOCHA Mine Clearance Programme Regional Offices in Peshawar and Quetta

ATC Office in Peshawar

MCPA Operations in Peshawar

SWAAD Office in Quetta

INTERVIEWS:

MDC Staff Pabbi:

RONCO Director, John Ottenberg
Manager, Shohab Hakimi
Assistant Manager/Financial Officer, Sefatullah Siddiqui
Veterinarian, Abdul Hakim Hatami
Veterinarian, Khawaja Nizamuddin
Expatriate TDY Training Consultant, Dan Haider
Expatriate TDY Training Consultant, Terry
Operations Assistant, Hayatullah Hayat
Team Leader, Zarbat Khan
Transportation Assistant, Enayatullah

MDC Staff Quetta:

RONCO Area Logistics Officer, Earl Theime
Manager, Mohammed Ismail
Veterinarian, Ghulam Mohammed
Clerk/Typist, Ubaidullah

UNOCHA Regional Office Peshawar:

Manager, Andre Millorit

UNOCHA Regional Office Quetta:

Manager, Tahsin Disbudak
MCPA Supervisor, Zabihullah

UNOCHA Regional Office Kabul:

Manager, Gramme Membry (interviewed in Islamabad)

UNOCHA Mine Clearance Programme Office Islamabad:

Programme Manager, Lt. Col. Ian Mansfield
Finance and Administration Officer, Asif Karim
Procurement and Logistics Officer, Lt. Col. (R) Tariq Zuberi
MCPA Director, Sayed Aqa

ATC Office in Peshawar:

Technical Adviser, Major David Taylor
Administrative Officer, Eidi Mohammed
Operations Officer, Abdul Raouf
Logistics Officer, Asghar Khan

SWAAD Office in Quetta:

Acting Director, Haji Abdul Ali
Operations Officer, Mohammed Zaman

RONCO Office Islamabad:

Deputy Chief of Party, Jaime Reibel
Finance/Administration Officer, Roger Guichard

O/AID/REP Office in Islamabad:

Commodity Export Program Project Officer, Basharat Ali
Commodity Export Program Assistant Project Officer,
Susan Grosenick
Contracting Officer, Carlton Bennett
Regional Legal Advisor, Mark Ward

EXAMINATION OF INSTITUTIONAL DOCUMENTS: In addition to those documents listed in Appendix G, the evaluation team examined internal administrative, financial,

and logistics documents in the MDC Pabbi and Quetta Offices, RONCO Islamabad Office, ATC Office in Peshawar, UNOCHA Regional Office and MCPA Sub-office in Quetta, and the O/AID/REP Office in Islamabad.

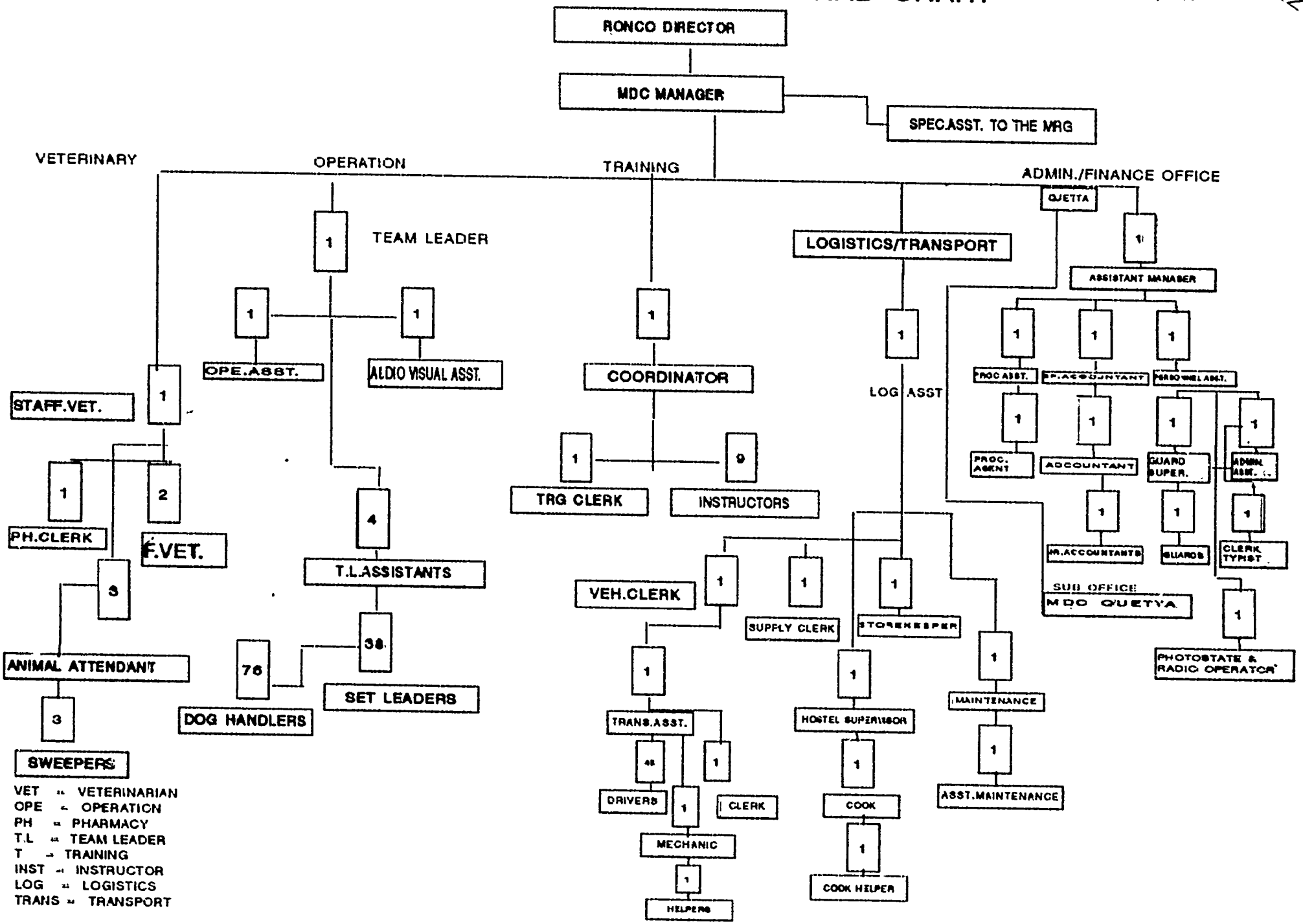
The evaluation report is based solely on information gathered by the methods described above. Conclusions are based on interpretations of empirical findings. Recommendations are based on an over-all assessment of MDC operations and UNOCHA's administrative, funding, and technical support capabilities.

APPENDIX J

Organizational Charts

MINE DOG CENTER ORGANIZATIONAL CHART

FEBRUARY 01, 1993



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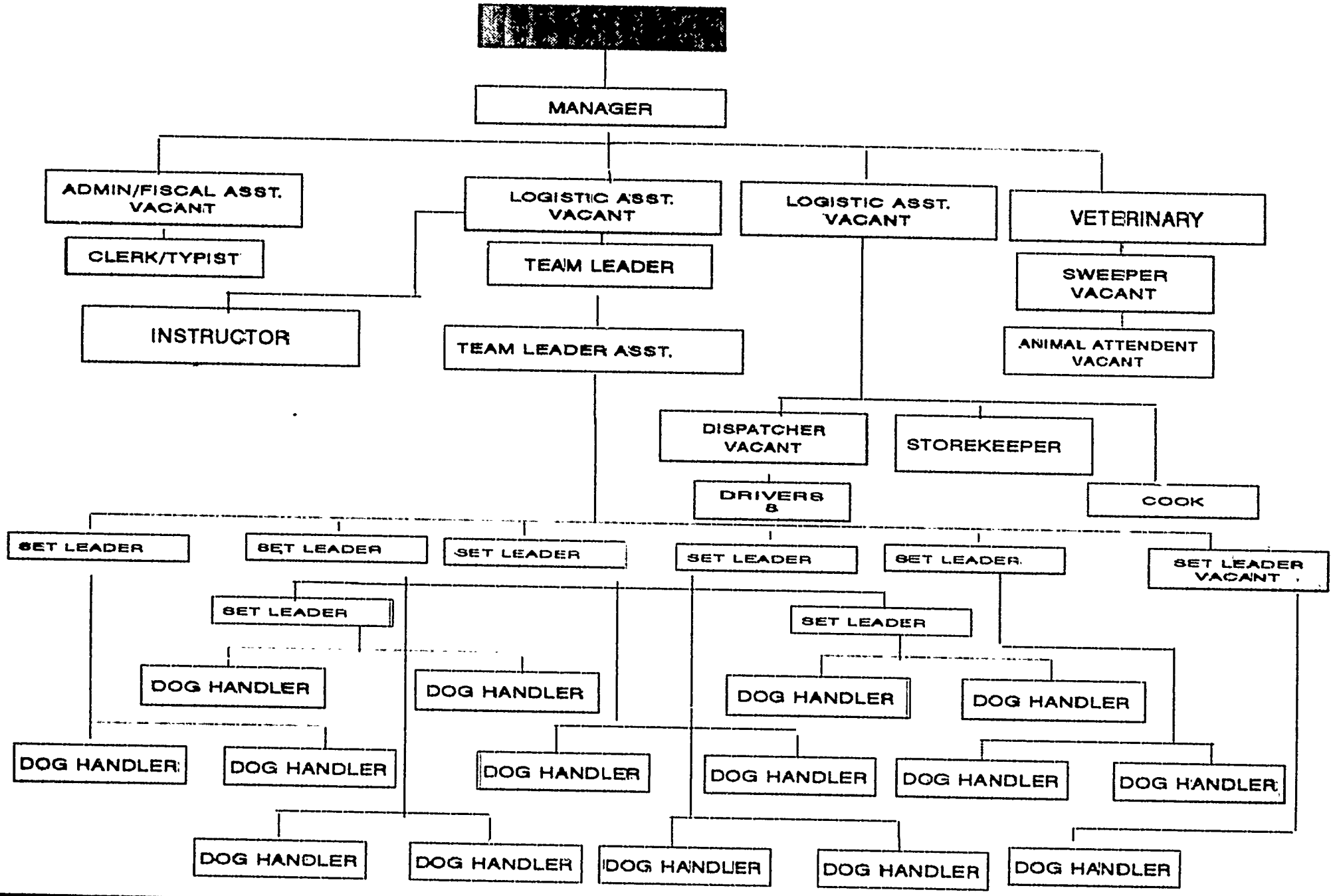
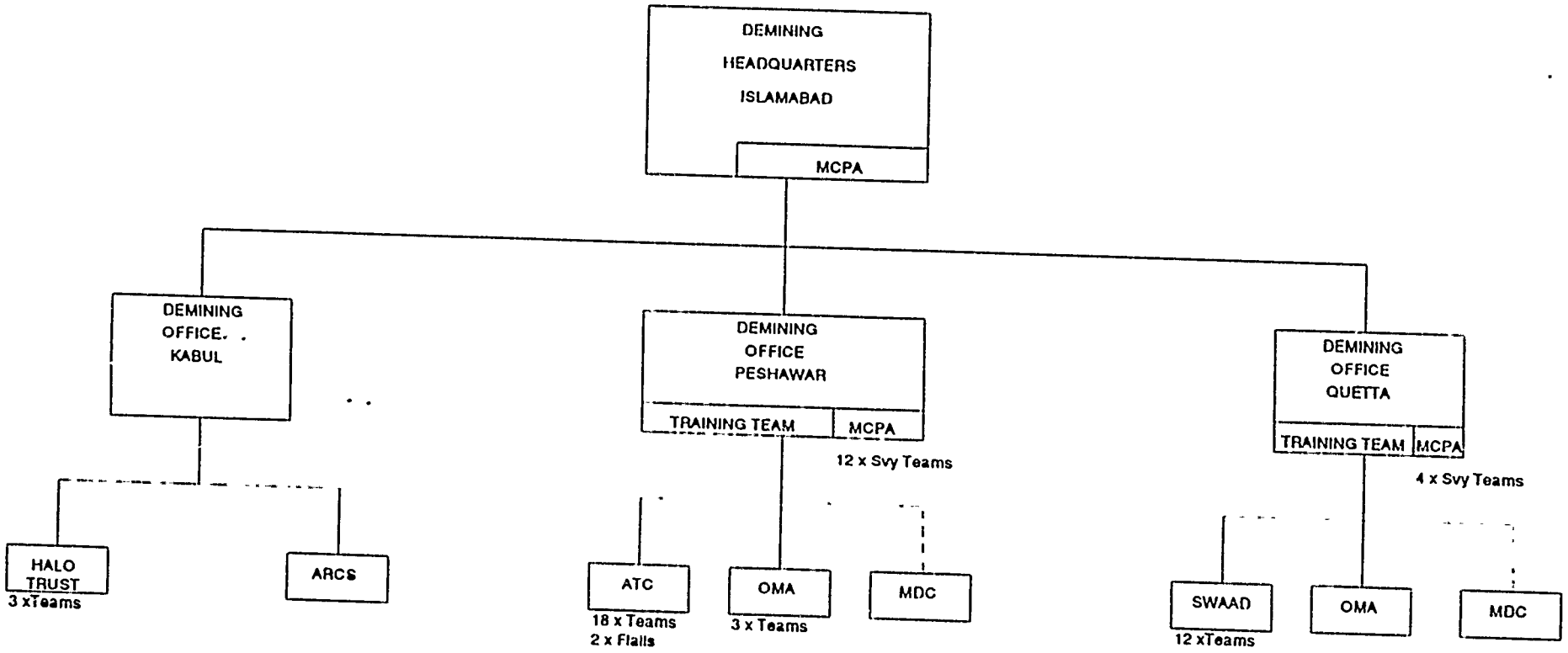
PROPOSED ORGANIZATION
MDC PROGRAM
QUETTA
FEBRUARY 01, 1993



MINE CLEARANCE PROGRAMME

OUTLINE ORGANIZATION



OMA	-	Organisation for Mine Awareness
MCPA	-	Mine Clearance Planning Agency
ATC	-	Afghanistan Technical Consultants
SWAAD	-	South West Afghanistan Agency for Demining
HALO Trust	-	Hazardous Area Life Support Organisation
ARCS	-	Afganistan Red Crescent Society
MDC	-	Mine Dog Centre