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# **Evaluation of the Austrian Mine Action Programme 1998-2002**

**Field Study about the projects supported by Austria, in  
South-East Europe  
(Slovenia, Croatia, Bosnia and Herzegovina, Albania, Serbia  
and Montenegro/Kosovo)**

**FINAL VERSION**

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## Executive Summary

### Goals and sequence of the evaluation

This study describes the Mine Action projects supported by Austria in countries of South-East Europe between 1998 and 2002 and the Mine Action situation in these countries – i.e. Slovenia, Croatia, Bosnia and Herzegovina (BiH), Albania, Serbia and Montenegro (Kosovo). The goals of this evaluation commissioned by the evaluation section (VII.6) in the Austrian Ministry for Foreign Affairs (Bundesministerium für auswärtige Angelegenheiten, BMAA) is to assess the reach and relevance of the projects supported by Austria between 1998 and 2002, the conceptual framework of the Austrian Mine Action programme for the countries mentioned above, the expertise available with the BMAA in terms of policy influence and selection and monitoring of projects, the organisational structure of the programme and the programme management. Recommendations are formulated in view of the future development of the programme. The potential links to the Austrian Co-operation (Ostzusammenarbeit, OZA) in terms of concept, programme and organisation are of particular interest to the client.

This report is one part of the overall evaluation process on the Austrian Mine Action programme 1998-2002. This process consists of two steps: First, a desk study was undertaken by the evaluation team in Vienna at the end of 2002, followed by two field studies in the first half of 2003, one in Mozambique and this one in South East Europe (SEE). The desk study was already presented and discussed with the BMAA in Vienna in December 2002. The overall reports, their findings and recommendations (Desk study and field studies on Mozambique and on SEE) will be presented and discussed with the BMAA in Vienna in September 2003.

### Mine Action situation in South-East Europe

In general there is and remains a big need for Mine Action in Bosnia and Herzegovina (BiH), as well as a need in Croatia, Albania and Serbia/Montenegro. Demining as well as Mine Risk Education and Mine Victims Assistance need funding in the future. In principle capable partners and sufficient national frameworks are available. The International Trust Fund for Demining and Victim Assistance, ITF, has so far been an influential actor on regional level. However, for the future, capacity building to support the further development of local (national) resources and the cooperation with such resources are of great importance.

### Characteristics of the Mine Action Programme of Austria in SEE

Austria contributed with a total of 2.252 Mio. Euro to Mine Action in SEE which means that around 45% of the Austrian MA Funds were spent in SEE (1999-2002). Some of the observed characteristics of the Austrian Mine Action projects are the following:

- There is no mid-term strategy and planning. Decisions on projects are taken year by year, on a rather reactive basis.
- Rather widespread geographical distribution. A certain focus can be observed on Bosnia and Herzegovina, but contributions also went to Croatia, Kosovo and to Albania.
- Sector choices within Mine Action are rather scattered. In the recent years, there was a certain focus on Victims Assistance. Until 2001 the investments went mostly into demining. In addition, Austria supported one stockpile destruction project (in Albania).
- Broad and somewhat unstructured Partner Portfolio: usually no continuity in working with specific partners (short time agreements)
- Mine Action Austria had many different partners in SEE. It worked/works on short-term contracts with the majority of them.
- No relation to the Austrian Cooperation: Reconstruction and Development programmes of Austria have so far no relation to the Mine Action activities. This goes for Programmes, Personnel, functions and geographic choices.
- Accompanying/Monitoring/Organisation: There is no systematic accompanying, actually no monitoring of the projects. Neither OZA nor Embassies are playing any role in the selection

and monitoring of the supported projects, nor in the observation of the national and regional Mine Action developments.

- Visibility is low.
- Relevance to Mine Action: Austria could contribute to Mine Action in South-East Europe. Many of the projects are per se in general meaningful and have helped individual mine victims, mine clearance as well as technical strengthening and capacity building of partners. However the above documented somewhat incoherent structure of Austria's support might have been sub-optimal in terms of efficiency and effectiveness to reach a maximum of impact - which is a central question, for a quantitative rather small donor in particular.

### **Recommendations for the future**

- Continue to support Mine Action in South-East Europe.
- Improve Austrian MA expertise in the region, for selection, monitoring and controlling of the programme/projects, and for effectively contributing to Austrian initiatives for good practise in regional and national MA policies in SE Europe.
- Define a midterm strategy for the coming years (advantages: proactive choices of projects and policy approaches, within the framework of the overall MA strategy for SE-Europe). Make decisions about the future strategy by taking into account the following 6 parameters:
  1. *Geography*: Advantages of concentration: Monitoring less costly, synergy of investments more likely, rather able to become a more influential actor, visibility high, no "pocketed" projects all over. / Disadvantages of concentration: no "overall" presence
  2. *Sector of Mine Action* (MRE, MVA, Demining) Advantage of specialisation: pooling resources makes professional monitoring relatively less costly, linkages to programmes of OZA (for instance social sector). / Advantage of a mixture: All aspects of MA are still necessary, at least in BiH; Holistic MA approach is a need of the hour.
  3. *Availability of good partners and commitment of national authorities/agencies*: These parameters define the framework for efficient and effective implementation of MA projects. In principle, good partners are available in SEE, subject to a professional approach of the donor.
  4. *Peace-building aspect*: As the political context in the post war countries in SEE, in BiH in particular, is very complex, the peace and conflict impact of Mine Action projects has to be considered carefully: Systematically check the impact of a project and the project portfolio in a specific country regarding the political/ethnic aspects; At least make sure to "do no harm".
  5. *"Visibility" of Austria's support*.
  6. *Relation of the MA Programme with the bilateral projects of the Austrian Cooperation: Combine MA with OZA*. If combined (geographically, organisationally) the country and regional know how of OZA can be used, synergies in project selection and monitoring are possible (relative costs for monitoring are less).
- Systemize co-operation with partners: Define standards for monitoring and evaluation; Don't pay the full amount in the beginning of the project, but plan financial instalments according to progress of project (reports, meetings, field visits); Define standards in view of your requirements for financial auditing of your funds. Define competences and roles of different Austrian Actors in MA.
- One project - CROMAC, support of mine detection dog programme – needs *immediate attention* (see p. 20)!

# 1. Introduction

## Goals and sequence of the evaluation

This study describes the Mine Action projects supported by Austria in countries of South-East Europe between 1998 and 2002 and the Mine Action situation in these countries – i.e. Slovenia, Croatia, Bosnia and Herzegovina (BiH), Albania, Serbia and Montenegro (Kosovo). The goals of this evaluation commissioned by the evaluation section (VII.6) in the Austrian Ministry for Foreign Affairs (Bundesministerium für auswärtige Angelegenheiten, BMAA) is to assess the reach and relevance of the projects supported by Austria the between 1998 and 2002, the conceptual framework of the Austrian Mine Action programme for the countries mentioned above, the expertise available with the BMAA in terms of policy influence and selection and monitoring of projects, the organisational structure of the programme and the programme management. Recommendations are formulated in view of the future development of the programme. The potential links to the Austrian Co-operation (Ostzusammenarbeit, OZA) in terms of concept, programme and organisation are of particular interest to the client.

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## General tasks and limitations

The main task of the evaluation team can be described, according to the terms of reference, as looking back, describing the projects supported so far, their strengths and weaknesses as well as the way Austria selected and accompanied the projects and their relevance for the whole MA in South East Europe. Additionally, according to the general TOR, also lessons learnt and recommendations in view of the future Austrian MA projects in South East Europe are presented. The evaluators suggest a number of recommendations, including a set of parameters, on which the BMAA could develop a mid-term strategy.

It was however out of the mandate (and not feasible within the short time) for the evaluation team to present already a concrete proposal for the BMAA on how to continue its MA programme. Nevertheless certain concrete ideas came up during the visit and one idea was brought up by the section II.8 before the mission was undertaken. The evaluators have mentioned potential chances and limits of these ideas (without being in a position to assess any of them in-depth) in chapter 5 of the report, e.g. *Demining: NGO "Ug Zom", BiHac / MRE: Support of the BiH Red Cross Societies / Mine Victims Assistance in Albania: Capacity Building through Institute for Rehabilitation, Slovenia.* / To the evaluation team, the most promising idea at hand seems to be: *Combination with OZA in BiH and Croatia: Support of MA projects within the new "regional programme on economic development and employment" of the Austrian Co-operation in the areas of Bosawina, Tuzla - BiH, and Slawonia – Croatia.*

## Programme and methodology of the field study

The team studied first the project documents made available by the BMAA. The team noted that, a substantial number of documents were not available from Vienna. Such documents were collected by the teams from the implementing organisations, during the visits.

With the support of the Sarajevo office of the OZA a programme was established for the field visits. Between 30.06.03 and 04.07.03 the various stakeholders were interviewed in Ljubljana, Zagreb and Sarajevo: Implementing organisations, national authorities, representatives of Austria etc. (for the detailed programme of the interviews see annex III). The team noted that, many

of the stakeholders, including representatives of Austria, were hardly aware of the MA support of Austria, and many of them were not aware of the ongoing evaluation.

For the interviews in Sarajevo, with the help of the Sarajevo office of OZA, a local consultant was found to join the team: *Mr. Tarik Serak*, Chief of Training, Research and MRE Department and Chief of Plan, Analyzing and reporting Department of the BiH Mine Action Centre (BHMAC). Through him, substantial local knowledge about the MA context in BiH (and in SEE) could be added to the team.

In-depth assessments of individual projects were hardly possible during the short time allowed. A few "field visits" were possible (for instance meeting of patients at HOPE 87, however for instance no patients were available for an interview at the Institute for Rehabilitation, Ljubliana). Nevertheless: a general assessment about the projects was possible.

### **Structure of report**

The report analyses first the mine action situation in the relevant countries of South-East Europe with the intention to be able to place the projects supported so far in the overall context, as well as to give necessary information for the framework, trends, needs and general opportunities in which the future mine action programme of Austria could be situated (chapter 2).

Subsequently the evaluation of the characteristics of the programme as viewed by the evaluators and an inventory of the projects supported by Austria since 1998 are presented. Furthermore a more detailed description of the projects as assessed by the evaluators is available (chapter 3).

A short overview of the programmes and trends of the Austrian Co-operation in B+H and Croatia is presented, as the potential links to the Ostzusammenarbeit, OZA in terms of concept, programme and organisation are of particular interest to the client (chapter 4).

Finally the recommendations in view of the future development of the Austrian Mine Action programme are derived from the lessons learnt the evaluators are drawing from the past programme as well as building on experiences from the Mine Action programmes of other countries and the state of the art in Mine Action (chapter 5).

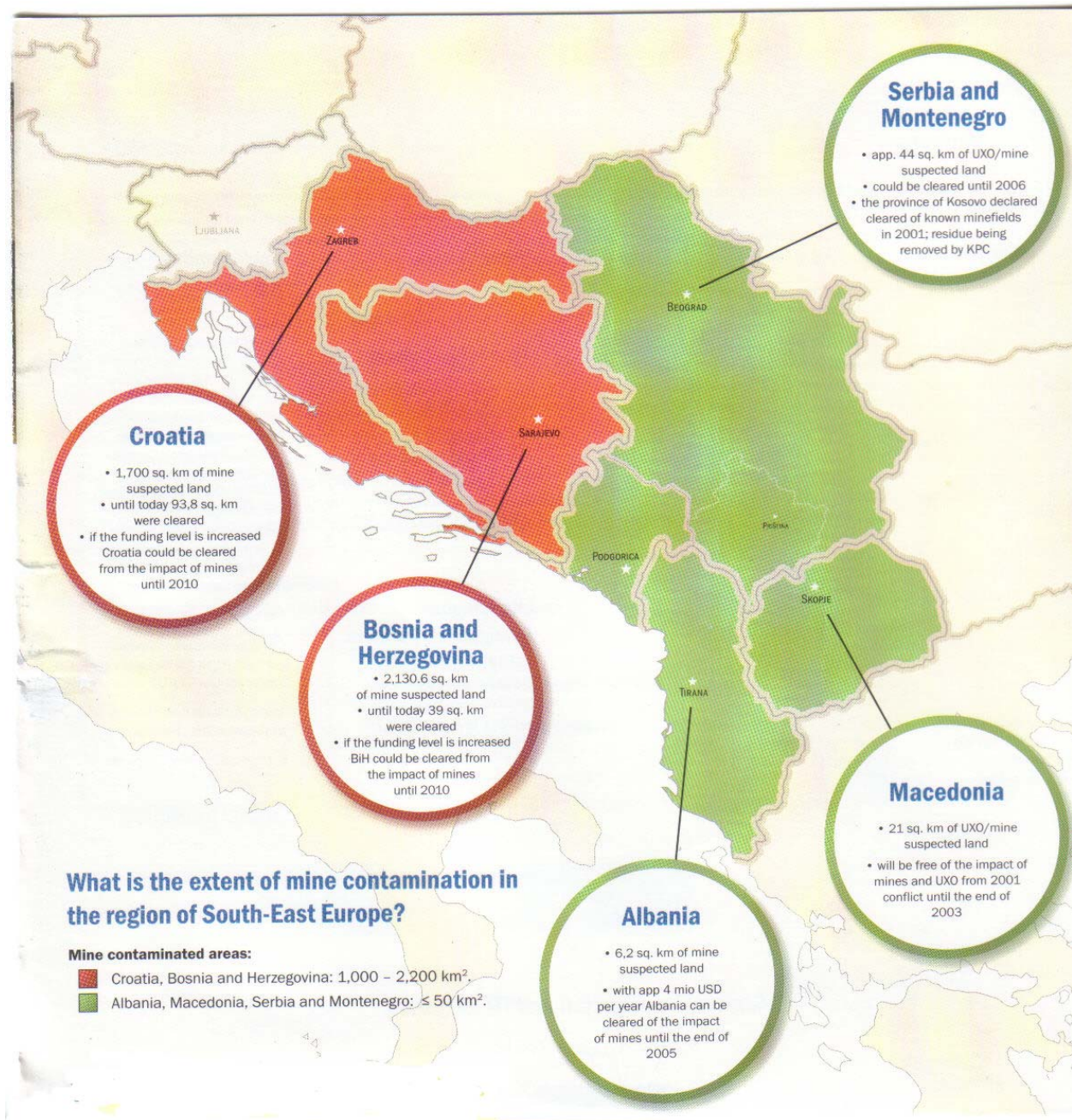
### **Words of thank**

The evaluation team would like to thank everyone involved for the cooperation, in particular the partner organisations who took time to discuss the projects with the team, and the relevant persons in Vienna for their efforts to trying to collect as many of the relevant documents as possible to make them available to the team before the field visits. In particular our words of thank go to Ms. Amira Omanovic of the Sarajevo office of the OZA for helping to organise the programme of the field visits and for her efforts and kindness in supporting the team in Sarajevo.

## 2. Mine Action in South-East Europe

**Note on the geographical area:** Basically the evaluators looked deeper into the Mine Action situation in the countries with major funding from Austria so far, namely Bosnia and Herzegovina, and Croatia. Additionally the report touches upon Albania and Kosovo with regard to the single projects supported there.

In view of the decisions Austria wants to take for its future Mine Action strategy, in chapter 2 we present a short overview on the Mine Action situation in South-East Europe (map: ITF). We namely refer to Croatia, Bosnia and Herzegovina, Albania, and Serbia and Montenegro, whereas in the case of Macedonia, this country is expected to be declared free of the impact of mines and UXOs by the end of 2003.



## 2.1. Croatia

### Croatian Mine Action Centre (CROMAC)

The mine/UXO problem represents for Croatia a politically high priority. Within Croatia, CROMAC is responsible for the implementation the majority of Croatia's obligations under the Mine Ban Treaty (MBT). According to estimations made in 1998, CROMAC stated that, the mine suspected area covers 13.000 km<sup>2</sup>. Up-to-date CROMAC corrected the figures down to 1.550 km<sup>2</sup>. 14 out of 21 counties are mine suspected and the total number of mines/UXO stands on 700'000. In October 2000 the Croatian parliament passed the national mine action programme, determining the objective: "De-mine the Croatian territory by the year 2010". According to UNDP the cooperation between CROMAC and UNDP indicates an increasing and positive tendency. The reasons for this are mainly due to changes within CROMAC's management and the positive influence of UNDP's senior technical advisor. CROMAC employs currently around 147 local staff in 4 different locations. Exclusively through public tender, clearance or level 2 survey projects will be allocated to local demining organisations – out of 42 registered, 24 are active. The decision, which organisation wins the tender, is decided through a special commission, taking into account of price, method, organisation's track record and equipment. Astonishing is the fact that, the scope of CROMAC's tasks, never did and never will include level 2 surveys.

Croatia follows a quite unique approach in terms of mine action. In particular, most of the work has been done by local commercial demining organisations. Norwegian People's Aid is the only international NGO active in Croatia. The other particularity is that, the budget for Mine Action in Croatia from the very beginning was mainly (more than 85%) based on funds of the state budget (through a World Bank loan).

The process of prioritisation in terms of mine clearance activities is based on a bottom-up approach. In principle the responsibility for prioritisation is within the Ministry of Development and Reconstruction and the Ministry of Agriculture, but the municipalities in discussion with their mayor decide regarding future priorities. These then will be collected on the country level and finally added to CROMAC's annual plan. To improve and support the prioritisation process positively, UNDP intends to train people in the near future on municipality and county level regarding socio-economic key factors. Croatia's future success in clearing mines/UXOs will mainly depend on comprehensive and respectable level 2 surveys. CROMAC assumes that, out of 1.550 km<sup>2</sup> suspected area just 5% are actually contaminated with mines and UXOs.

Mine Risk Education (MRE) is coordinated through CROMAC, the Croatian Red Cross and the Ministry of Education and Sports are also involved, as well as numerous NGOs on national and local level, local authorities and the population itself. Various parties stated MRE is well implemented and the main focus for future donations should be spent in technical survey and clearance. The main role of UNDP in mine action towards CROMAC is definitely on capacity building and strengthening of CROMAC.

Austria receives an insignificant visibility.

## 2.2. Bosnia and Herzegovina

### The Mine problem

BiH has the biggest mine problem in the region. According to the latest BHMAL reports, 2090 km<sup>2</sup> of BiH are mine suspected, which corresponds to 4,09% of the country's surface<sup>1</sup>. 188 km<sup>2</sup> out of it belong to the first priority area for demining, which "encompasses locations for the use on daily basis, reconstruction of houses, infrastructure and economic resources" (BHMAL Re-

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<sup>1</sup> I.e. 1'626 km<sup>2</sup> of Federation of BH, 405 km<sup>2</sup> of Republic of Srpska, 59 km<sup>2</sup> of District Brcko.



port on Mine Action for 2002, p.4). The second and third category, together over 90% of the possibly mined area, represent "location used on part time basis, locations bordering those of the first category, agricultural and forestry land" (BHMAC Report on MA for 2002, p.4) and other locations of lower priority for the development of the country. Altogether, the current analysis indicates 10'000 sites, 670'000 mines and 650'000 UXOs. The biggest mine problem is to be seen along the entity borders.

### **Mine Victims**

There exists no consolidated database on Mine Victims in BiH. According to ICRC data, the Number of Mine Victims as of today since 1992 is around 4800, and more specifically for the last years: 100 MV in 2000, 87 in 2001, 72 in 2002 and 29 in 2003 (by end of June). The BHMAC gives slightly different data, but the same tendency (decreasing number of MV). Even though the numbers of victims decreases, the need for medical and psycho-social rehabilitation as well as assistance in view of employment is ongoing. People furnished with a prosthesis need continued support for maintenance; children need new prosthesis whilst growing every few year; medical treatment has to continue sometimes over years, as well as psycho-social assistance.

### **Mine Risks**

The decrease of MV seems to be to a substantial degree a consequence of ongoing efforts in Mine Risk Education. Data on Mine Victims show that, of the main groups at risk, men aged between 19 and 39 as well as children/school pupils are most affected. There is an ongoing need for MRE, however, the awareness of mines seems to be relatively high.

### **Operators**

In 2002, 42 demining organizations were accredited, out of which 5 are governmental organizations (entity armies and civilian protection), 15 NGOs (9 local, 6 foreign) and 22 commercial companies (15 local, 7 foreign).

The technical and professional capacity for Mine Victims Assistance is available in BiH, state run rehabilitations centres are functioning, and prosthesis are produced by at least one local company, "Neretva".

Basically, the ICRC, UNICEF and the Ministry of Education are active in MRE. Since recently they coordinate themselves in a group chaired by the BHMAC.

### **MA Authorities**

The overall responsibility for MA lies within the Council of Ministers, wherein eight State Ministries are represented. The operational coordination body, the Mine Action Centre of BiH (BHMAC), is attached to the Ministry of Civil Affairs and Communication. In between the BHMAC and the Ministry acts the Demining Commission (three members representing the BiH nationalities), being in charge of politically relevant decisions and reporting to the Ministry as well as to the Council of Ministers. Under the director of the BHMAC two regional centres operate, one for each entity. This organisational set up corresponds to the Demining Law on state-level that came into effect at the end of March 2002. Before, i.e. 1996-98, the MAC was constituted as an UN Organisation, thereafter handed over to the BiH national authorities and transformed into entity MACs, which failed to work on a common basis. The recently approved demining law allows for an integrated MA coordination, which has been in place since May 2002.

The BHMAC is supported by the UNDP, which commits to local capacity building. It finances the operational costs of the BHMAC, while the BiH Government covers the salaries of the BHMAC staff. UNDP also currently provides two technical advisors to the BHMAC who mainly assisted in elaborating the mine action law, the demining strategy and regular reporting mechanisms.

According to the new strategy for Mine Action, recently approved by the MA authorities, BiH should be free of mine risks by 2010.

### **BHMAC tasks:**

- General Survey for Mine Suspected Areas: Gathering of information about mined sites, based on mine plans, data about accidents and hints of local people with the help of over 30 surveyors; data management in regional offices for updating and prioritisation.
- Setting of priorities: In general terms the BHMAC has the responsibility to classify suspected areas according to first or second priority criteria. First priority have suspected areas of daily use (see above). Within the long list of first priority areas, municipalities put together their mine action plans corresponding to their development strategies.
- Technical survey for reduction of suspected areas by accredited organisations.
- Accreditation of operators according to their SOP (Standard Operating Procedures) and in correspondence with the National Mine Action Standards, established by the BHMAC.
- Monitor of demining activities to assure quality (average 1-2 visits per week per site), based on working plans of operators and with the help of over 30 inspectors.
- Responsibility for certification and hand-over of demined areas.
- Overall coordination and planning: BHMAC establishes demining plans per canton, according to priorities and capacities.
- Since recently, the BHMAC chairs the MRE coordination group.
- The BHMAC tries to update data on MV, but doesn't succeed yet in systematic data gathering – there is a lack of cooperative coordination. The Ministry of Health is supposed to have a leading role in the MVA area.

### **Donors**

Since the start of the MA in BiH, over 30 donors have contributed to MA in BiH. The estimation of the total donations given to BiH for MA since 1996 goes up to 110 Mio. USD.<sup>2</sup>

There is a board of donors, composed by representatives of 21 donors and co-chaired by UNDP and the OHR (the latter will soon be replaced, according to UNDP information, by the Ministry for Civil Affairs). The board has a steering function for MA in BiH, a function, however, that doesn't seem to be clearly defined.

On the whole, donors choose projects and operators themselves, whereby they have to respect the Government's priority list for demining as well as the accreditation of demining operators. MRE and MVA have, so far, been funded bilaterally between donors and implementers.

Most of the funding of MA in BiH goes through the International Trust Fund for Demining and Mine Victim Assistance (ITF), based in Slovenia. The ITF proposes projects to donors, selects operators through tendering mechanisms, monitors the operations and organises hand-overs. In addition, the ITF (with US and EU money) promotes a new national landmine impact survey, which is currently carried out by the Survey Action Centre (SAC). As stated by the BHMAC, the SAC operates detached from the BHMAC survey teams and uses another system for data collection. The ITF expects the SAC not only to come up with comprehensive data on the mine problem in BiH, but also with a new set of criteria for prioritisation. More information on the organisation and functioning of the ITF is given in chapter 2.5.

Little donation comes to date from the country itself. As mentioned above, the BiH State Government provides the BHMAC salaries, but does not fund MA operations. The armies and civil protection bodies of the entities carry out some demining operations. However, several municipalities and local companies give contributions to MA, per year altogether app. 200'000 USD (ITF estimation).

### **Observations:**

- The results on **demining** that have been achieved in the last years don't meet the objectives set by the BHMAC in their yearly plans. As a matter of fact, the 2002 report states that less than 42% of the projected demining activities for 2002 were carried out. Looking at the ambitious plan for 2003 and the demining strategy for until 2010 it is to conclude that objectives are again likely to be missed. The BHMAC explains the failure by the lack of funds. However, it might be argued that planning should be based on available funds. On the other

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<sup>2</sup> Landmine Monitor???

hand, it has to be considered that BHM MAC doesn't touch upon funding of MA operations in BiH, not even regarding coordination of information as to pledged or donated funds. Accordingly, the BHM MAC is in an unfavourable position to provide realistic planning documents.

- There are question marks regarding the priority setting. Although the BHM MAC establishes the lists for priorities 1-3, the concrete planning occurs within the municipalities or the donor community. Accordingly, it can be alleged that there is no systematic coordination regarding prioritisation.
- The limited role of national authorities and/or the UN, when it comes to the selection of projects and operators for MA, appears comparatively rather unusual. In the case of BiH, the ITF is today the only institution that provides mechanisms for tendering. As an alternative, hardly practiced however so far, donors choose their operators bilaterally (i.e. without the help of the ITF). BiH authorities seem to accept the dominant role of the ITF and the donors in general for the time being, but clearly expressed their wish to take over more responsibilities in the near future. As for now they propose modest changes such as to have the ITF tenders organised in BiH instead of Slovenia. ITF foresees to provide training for tendering procedures to the relevant BiH stakeholders in the near future. The UNDP projects to promote the establishment of national tendering procedures in a midterm perspective.
- As to the new General Landmine Impact Survey carried out by the Survey Action Center there is to point out, that an additional instead of complementary survey runs the danger of duplication and could lead to diverging policies and practices in solving the mine problem in BiH. The team could not interview the SAC on intentions and methodologies and only reflects the perceptions of the BHM MAC. However, perceptions matter and indicate a lack of synergies.
- **MVA** doesn't form a part of BiH's MA strategy as for 2010, however, without having assessed in detail the BiH infrastructures and capacities for MVA, the evaluation team is of the view that there are probably enough local structures and capacities to treat and rehabilitate MA in BiH. Accordingly, it is in general not necessary to transfer patients for treatment to other countries, such as Slovenia. Likewise the costs are less and the national infrastructure can be used. Funding however is needed in the future as well, to guarantee access to continued treatment for all Mine Victims.
- There are many ongoing activities on **MRE**. It is however not appropriate to conclude that, MRE is "done" in BH. Arguments put forward in favour of an ongoing need for continued intense efforts in MRE are 1) the mine contamination in BIH will remain during the next few years, posing generally a high risk for the population; 2) internal populations movements will even increase, as internal refugees will become more and more confident to return to their original places of living; 3) ongoing refreshment of Mine Awareness is necessary for Mine awareness to sustain.
- MRE might be more efficient if precisely targeted according to the mentioned risk pattern, i.e. to men aged 19-39, to returnees and to children. The latter, however, is addressed systematically in school, since MRE already entered the school curricula.
- The BHM MAC hasn't had a coordination role for MVA and MRE during most of its existence. However, the recently established focal point for MRE in the BHM MAC has been welcomed, as far as the evaluation team could assess it, by all the stakeholders. On the other hand, problems in coordinating information on MVA haven't been resolved so far, as stakeholders dispose of varying data. In recent months, considerable efforts are underway to better organize and coordinate MRE in BiH. A new MRE coordination group, chaired by BIHM MAC exists, the goal of which should lead to effective national coordination of MRE and full integration of MRE in MA. An MRE specialist is now working in the MAC (seconded by UNICEF).
- It can be **generally** observed that BiH authorities, as to their responses to the mine problem, have had in the last years rather a low reputation in the donor community. Reasons for that were related to many causes, such as stories about corruption, such as difficulties to achieve whatsoever coordination in a highly complex and complicated political system. There is still the saying that despite the 110 Mio. USD that were invested in BiH for demin-

ing so far, only 2% of the minefields were cleared – a appalling picture, sketched regularly by the ITF and other donors. However, whether the total amount of funding nor the percentage of clearance can be confirmed. As a matter of fact, funding has been so little coordinated that any estimation might be mistaken, and the 2% refer to the initial indication of suspected area, which, in the last two years has been reduced by 50%. In respect to the limited performance in MA during the last years, there's reason to mention that, given the far-reaching influence of donors in BiH's demining activities, the donor community is not well positioned to deny any sharing of responsibility for whatever results made so far in BiH's

- **MA** in all, speaking from a three days assessment in July 2003, the team observed, comparatively to other countries, a functioning local system as to structures and capacities for coordination and control of MA in BiH.

### 2.3. Albania

Mines in Albania are present along the Kosovo (Serbia and Montenegro) / Albanian boarder in the northern Albania from Shistavec in the south to Tropoje in the north. The mine-contaminated strip is 120 km long and mines have been laid up to 400 meters into Albania. Initial surveys estimated 15 square kilometres of mine-contaminated land. So far, 6.5 square kilometres of territory have been released after the completion of Level I and Level II surveys. 15% of all estimated mine-contaminated area has already been cleared. The Albanian Mines Action Committee (AMAC), an inter-ministerial body, is coordinating mine action. The Albanian Mine Action Executive (AMAE) is responsible for operational activities. A National Mine Action Plan is available. Implementation goes smoothly with only 2 demining organisations working. There are, however, not enough funds available to clear within the shortest time possible, i.e. until end of 2004 or max. 2005. Albania has already destroyed all 1'683'860 stockpiled landmines (partly funded by Austria). (*sources: ITF, UNDP, LMR*)

#### **Observation:**

- With approximately 4 Mio. USD per year, Albania could be cleared of the impact of mines until the end of 2005.

### 2.4. Serbia/Montenegro

- Serbia: according to data provided by the Mine Action Centre Belgrade, 44 square kilometres of land is contaminated with mines and UXOs (cluster munition), which represents 0.05% of the total Serbian territory. 40 sites are contaminated with app. 60 air bombs and high calibre projectiles.

- Montenegro: The minefields in Montenegro are situated in the area along the border with Croatia. UXOs are expected to be found in the waters along the Montenegro coast. Exact data has yet to be determined (*source: ITF*).

### 2.5. ITF, International Trust Fund for Demining and Mine Victims Assistance (Slovenia)

The ITF was founded on the initiative of the USA in March 1998 by the Slovenian government. Initially it was to fund MA in BiH, later the ITF extended its activities to Albania, Croatia, Macedonia, Serbia and Montenegro as well as the Caucasus region.

Meanwhile ITF is the most important donor for MA in SEE. In 1998 the USA donated 28 Mio. USD through a matching mechanism, which means to double every donation coming from other donors. This agreement between the USA and the Slovenian government was expanded in 2002 by 14 Mio. USD and in 2003 by another 10 Mio. USD. Even though the matching-fund mechanism does not double automatically specifically project funding, it could attract a signifi-

cant amount of money by other donors, i.e. 20 countries, the European Union and more than 30 different organizations, companies, NGOs and other private donors. The most important donors are represented in a Board of Advisors.

The ITF engages in selection of projects, tendering for operators, training as well as monitoring and evaluation of MA. It funds demining and MVA, the latter through the Slovenian Institute for Rehabilitation.

**Observations:**

- The ITF gives itself, with the support of donors and mainly the US, an extensive responsibility as to MA in SEE. As mentioned, it checks priorities, organises tenders and hand-overs, monitors the demining itself and now also funds an alternative survey. However, a most useful task is left out: Technical surveys, which would allow for suspected area reduction and thus more sufficient use of money. The ITF argues that carrying out technical surveys was until recently not authorised by the BHMAL.
- Bosnian companies are contracted by the ITF to monitor the works in the field for quality assurance (QA). ITF staff in Sarajevo re-checks priorities given by the BHMAL and visits the demining sites weekly or bi-weekly. The BHMAL, according to its director and local operators, controls priorities and the demining all over the country on a regular basis as well. As a consequence, it must be concluded that the ITF partly tends to duplicate the BHMAL tasks. - The ITF charges 0.09 Euro per square meter for monitoring demining in BiH. This work is undertaken under contract by 2 Bosnian companies (according to sources in BiH these costs amount to around 10%, for the monitoring in the field).
- In addition, 3% of each donation goes into ITF administration costs. In total, i.e. administration plus monitoring costs, correspond to an average UN overhead percentage. ITF argues that donors can choose – in case they are aware of this 10% monitoring fee – not to pay costs for additional monitoring.
- Annual reports are divided in geographic and thematic areas. There is no comprehensive list of projects and corresponding funding available. Each donor gets a separate report. For full transparency, donors are referred to the audit reports.
- The ITF expresses commitment to local capacity building. However, there is reason to believe that the Slovenian Institute for Rehabilitation to a certain extent replaces capacities for MVA in the affected countries of the region (especially BiH). As for the useful plans to build capacities for MVA in countries like Albania, they have not been realised so far, but should be, as confirmed by the ITF, implemented in the coming years. In the context of demining in BiH, it might be observed that the ITF takes responsibilities that actually belong to the mandate of the BHMAL, whereby it appears that the ownership of the local authorities is challenged more than sustained. To add here: This observation relates to today's capacities in BiH. The team doesn't exclude that the far-reaching role of the ITF was appropriate and necessary in a former period when BiH capacities for priority setting, coordination and control were much more limited than they are nowadays.
- The Austrian Ambassador in Slovenia doesn't perceive his Embassy as being really competent to monitor or even to steer MA funded by the ITF through the ITF's Board of Advisors.

## **3. The Mine Action Programmes supported by Austria in South-East Europe**

### **3.1. Characteristics of the Mine Action programme of Austria in South-East Europe 1999-2003**

Austria contributed with a total of 2.252 Mio. Euro to Mine Action in SEE which means that around 45% of the Austrian MA Funds were spent in SEE (1999-2002). The projects in detail are documented from page 15 onwards. The following characteristics of the programme have been observed by the evaluation team:

#### **No documented strategy, no mid-term planning**

The evaluators have not seen a document spelling out a specific strategy with regard to the Austrian Mine Action programme in the Balkans. There is no mid-term programme and planning. Decisions on projects are taken year by year, on a rather reactive basis.

#### **Rather widespread geographical distribution**

A certain focus can be observed on Bosnia and Herzegovina, but contributions also went to Croatia, Kosovo and to Albania.

#### **Sector choices within Mine Action are rather scattered**

In the recent years, there was a certain focus on Victims Assistance. Until 2001 the investments went mostly into demining. In addition, Austria supported one stockpile destruction project (in Albania).

#### **Broad and somewhat unstructured Partner Portfolio; usually no continuity in working with specific partners (short time agreements)**

Mine Action Austria had many different partners in SEE. It worked/works on short term contracts with Handicap International, ICRC, UNDP, UNHCR, UNDP/CROMAC and NATO (EAPC-NAMSA). With NPA and with ITF, the partnerships lasted 3 years (ITF: so far 3 year-by-year projects).

#### **No relation to Austrian Cooperation (OZA)**

Reconstruction and Development programmes of Austria have so far no relation to the Mine Action activities (for details on the Austrian Cooperation please see chapter four). This goes for Programmes (no mentioning of Mine Action in the documents of OZA, and vice versa), Personnel (OZA persons are generally not informed about the MA projects), functions (no role for OZA personnel in MA) and geographic choices (no overlapping of areas of work).

#### **Accompanying/Monitoring/Organisation**

There is no systematic accompanying, actually no monitoring of the projects. Neither OZA nor Embassies are playing any role in the selection and monitoring of the supported projects, nor in the observation of the national and regional Mine Action developments. For example, it was noticed that, in the regular meetings of the board of donors Austria was, together with one other country, the most "silence" member with only a coincidental participation and perceived as a particularly "inactive" actor. It seems the Embassy has so far only very minimal means to fulfil another, more active role, as it is substantially understaffed; the co-operation office on the other hand is not at all involved in the Mine Action projects and therefore there was so far no knowledge and interest in the MA sector generated. Just as a side remark: This low profile is rather conflicting with the fact that Austrian private investors are of the biggest to B+H, and in particular with the idea of the BMaA to consider B+H a strategic partner and therefore trying to show a high profile and visibility in B+H.

#### **Visibility is low**

Visibility of Austria's donations in mine action is unfortunately quite insignificant. Most of the interlocutors (except the partners) expressed that they heard the first time about the Austrian donations. Authorities were not aware about Austrian Projects; the presence in Donor Coordination Group is very low-key etc.

**Relevance to Mine Action**

Austria could contribute to Mine Action in South-East Europe. Many of the projects are per se meaningful and have helped individual mine victims, mine clearance as well as technical strengthening and capacity building of partners. However the above documented somewhat incoherent structure of Austria's support was sub-optimal in terms of efficiency and effectiveness to reach a maximum of impact - which is a central question, for a quantitative rather small donor in particular.

### 3.1. Inventory of Mine Action Projects in Croatia, Bosnia and Herzegovina, Albania and Kosovo, supported by Austria 1999–2003

Year(s)	Project	Project Partners	Objectives	Results	Costs <i>(italic: according to Austrian statistics*</i>
March – Nov 1999	Support of 1 mine detection dog team (1 handler and 2 dogs) in BiH	Handicap International, HI	Assist and accelerate manual and mechanical clearance process	No reports could be obtained. HI, still present in BiH, stopped the cooperation with the local NGO APM due to internal problems in March 2000. All respective documents have been transferred to HI HQ in Lyon (France). Nevertheless, the evaluator had a brief discussion in Sri Lanka with the former Programme Manager regarding this project funded by Austria. He commented the mine detection dog team has been successful during this period.	USD 99'000 (ATS 1'238'490)  <b><i>Approx 90'000 Euro (not mentioned in Austrian statistics)</i></b>
Jan 1999 – Nov 2000	Support of 1 mine clearance team in BiH	Norwegian People's Aid, NPA	Contribution to clear canton Sarajevo till 2001 from all mines/UXOs	The team funded by Austria represented 11% of NPA's capacity. As such, the team contributed to the clearance of over 800'000 m <sup>2</sup> and the disposal of 227 AP/5 AT mines and 2'939 UXOs.	USD 419'171  <b><i>405'864 Euro</i></b>
Jan – Dec 2000	Mine Risk Education in Bosnia and Herzegovina	International Committee of the Red Cross, ICRC	Reducing the risk of mine-related incidents in BiH through mine-awareness programmes	MRE presentations reached 107'450 people countrywide; Special theatre performance played 113 times to around 25'000 children; MRE picture books, audio tape and other supporting materials (e.g. leaflets, notebooks, book, pocket calendars etc.) disseminated (source: ICRC)	400'000 CHF (this Austrian contribution made up for 54% of the total costs of the ICRC MAw programme in 2000) <b><i>259'881 Euro</i></b>
2000	Rehabilitation of mine victims from BiH	ITF/Institute for rehabilitation, Slovenia	Prosthetic fitting, physiotherapy, occupational therapy, driving adapted car.	17 mine victims rehabilitated	43'604 Euro  <b><i>43'604 Euro</i></b>
April – Oct 2000	UNHCR Mine Clearance and Survey Project in Kosovo 2000	UNHCR ("MineTech" as operator)	Contribute to the mine clearance programme and support UNHCR projects	No reports could be obtained. Nevertheless, as the evaluator has been part of the Kosovo Mine Action Programme (UNMIK MACC) over a period of 16 month, the performance and quality of MineTech is to be considered as very successful. Out of nearly 20 organisations active in Kosovo, MineTech was one of the best operators in the theatre.	ATS 5'500'00  <b><i>399'712 Euro</i></b>



**Evaluation of the Mine Action Projects in Mozambique, supported by Austria 1998-2002**

Dec 2000 – Nov 2001	Support of 1 mine clearance team in BiH	Norwegian People's Aid, NPA	Contribution to clear canton Sarajevo till 2001 from all mines/UXOs	The team funded by Austria cleared 106'502 m <sup>2</sup> and the disposed 14 AP mines and 56 UXOs. Note: Canton Sarajevo is still not free from mines/UXOs (July 2003)!	ATS 3'498'513  <b><u>254'252 Euro</u></b>
Oct 2000 – March 2001	Metal detectors for CROMAC in Croatia	ADC, CROMAC, UNMAAP	Donation of 87 metal detectors to enable CROMAC in technical survey and QC	The metal detectors have been handed over to CROMAC. They are used in quality control but not in technical survey as stated earlier. The metal detectors are well maintained and listed in the inventory.	ATS 3'337'500 (USD 273'584)  <b><u>242'283 Euro</u></b>
2001	Rehabilitation of mine victims from BiH	ITF/Institute for rehabilitation, Slovenia	Prosthetic fitting, physiotherapy, occupational therapy, driving adapted car.	13 mine victims rehabilitated	43'604 Euro  <b><u>43'640 Euro</u></b>
Jan-Dec 2001	Mine Risk Education in Bosnia and Herzegovina	International Committee of the Red Cross, ICRC	Reducing the risk of mine-related incidents in BIH through mine-awareness programmes	MRE presentations reached 170'000 people countrywide; Mine Awareness pupil's magazine "Lastavica" printed quarterly, 10'000 copies, in 2 cantons; MRE picture books, audio tape and other supporting materials (e.g. leaflets, notebooks, book, pocket calendars etc.) disseminated (source: ICRC)	210'000 CHF (this Austrian contribution made up for 28% of the total costs of the ICRC MAW programme in 2001) <b><u>142'019 Euro</u></b>
Dec 2001 – Dec 2002	Support of the Croatian mine detection dog programme	UNDP, CROMAC, CIDC	Establishment of a Croatian mine detection dog-training centre with an Austrian contribution of 4 dogs and handlers	The Mine Detection Dogs (MDD) and handlers got trained and finally all teams passed the accreditation in June 2003. Unfortunately, the future of these teams is not yet guaranteed because CROMAC does not have the budget to employ the dog handlers at all.	USD 80'000 (97% CIDC 3% UNDP)  <b><u>91'961 Euro</u></b>
Feb 2001 – Mai 2002	NATO Trust Fund AP mine stockpile destruction in Albania	NATO Maintenance and Supply Agency (NAMSA)	Contribution to stockpile destruction in Albania	Over 1'600'000 AP mines have been successfully destroyed. The budgeted costs (USD 790'104) have slightly been under spent; final costs USD 730'000.	<b><u>109'890 (Euro)</u></b>  <b><u>118'727 Euro</u></b>
2002	Rehabilitation of mine victims from BIH	ITF/Institute for rehabilitation, Slovenia	Prosthetic fitting, physiotherapy, occupational therapy, driving adapted car.	14 mine victims rehabilitated	<b><u>45'000 Euro</u></b>

**Evaluation of the Mine Action Projects in Mozambique, supported by Austria 1998-2002**

Nov 2002 – April 2004	Medical and psychosocial rehabilitation of mine victims in Sarajevo, BiH	HOPE 87	Assist Mine victims through medical help; support in view of psychological, social and job integration	Project is ongoing, more or less on targets: medical and physiotherapist support to handicapped individuals; training on Computer, languages (English, German), scuba diving; Support to find a job (partly successful).	<b>115'545 Euro</b>
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**Total 1999-2002: 2'252'488 Euro**

\*Table BMaA: Budgetlinienauswertung per 28.11.2002, sortiert nach Vertragssummen

### 3.3. The Projects in Detail

#### 3.3.1. Slovenia

##### **Rehabilitation of mine victims in Slovenia (via ITF) (2000: 43'604 Euro, 2001: 43'604 Euro, 2002: 45'000 Euro)**

**The partner/project:** The Institute for Rehabilitation of the Republic Slovenia has for a long time had a regional function on rehabilitation in general and maintained contacts to the other countries like Bosnia and Herzegovina. In 1998 the Centre for Mine Victims within the institute was established. This centre has the capacity to treat around 25 patients per month from the war affected countries. Furthermore it offers technical assistance: training and exchange to so far more than 250 professionals from the South-East Europe countries, like physical therapists, occupational therapists, orthotics and prosthetics, medical doctors, functional electrical stimulation, vocational rehabilitation. Its ambition is to have a regional approach.

Between 1998 and end of June 2003 the Institute has treated all in all 635 mine victims from Bosnia and Herzegovina (519), Albania (65) Serbia and Montenegro, mainly Kosovo (44) and Macedonia (7). The experts of the centre are screening mine victim cases for rehabilitation in the mentioned countries. Patients are accepted according to the following criteria: a) patients who have not yet been fitted with a prosthesis, b) who have a non-functioning prosthesis, c) whose prosthesis is completely broken. - Austria has contributed to this ongoing programme with three yearly contributions in 2000, 2001 and 2002. This led to the rehabilitation of 34 patients.

**Objectives:** The rehabilitation programme for mine victims includes prosthetic fitting, physiotherapy, occupational therapy, consultation with a psychologist, vocational rehabilitation, sports activities, driving an adapted car and some training for managing challenges in daily life such as cooking. In the average patients remain 14 days in the centre.

**Results:** The Austrian funded patients are rehabilitated: 2000: 17 persons (all BIH); 2001: 13 persons (all BIH); 2002: 14 persons

**Selection of partner and project:** Mine Victim Assistance as such is certainly still a big need. The selection of the partner seems justified (however: see remarks under "observation", on capacity to rehabilitate in the war affected countries themselves). The rehabilitation centre is a very professional and experienced partner. Mine victims rehabilitation is integrated into the other rehabilitation activities of the centre. Costs are fix, defined by the social insurance system of Slovenia.

**Roles/Modes of cooperation/Monitoring:** Three agreements (Memorandums of Understanding) were signed between Austria and the ITF. The contributions were earmarked for the rehabilitation of mine victims. ITF retained 3% for administrative and project costs. The interests accrued from the Austrian funds are shown in the report. They are again used for rehabilitation of mine victims. Reports of independent auditors (from Ljubljana) are available. - The full amount of funds was released immediately afterwards (no instalments according to progress). - To the knowledge of the evaluators there was no other direct contact between the BMAA and the partner/project before, during and after implementation.

**Evaluation:** There is no inbuilt "tracing mechanism" which would allow a constant flow back of data about the experiences of the victims after their return to their countries.

**Local Capacity Building, Sustainability, Gender:** The responsible persons in the centre do not deny that, flying in patients from BIH to Slovenia, treating them, and flying them back is not the ideal if it comes to local capacity building and sustainability. Their point is that, so far the organisation in BIH with regard to victim assistance was insufficient (technical capacity however is available).

- *For the future the institute has plans to help to build up a) two small rehabilitation centres within hospitals in B+H and one in Albania and b) mobile clinics in B+H and Albania (for accompaniment, the maintenance of prosthesis etc.). Costs to launch such a project are estimated for around 200'000 USD. The aim would be to increase the target group, local ownership, sustainability and get positive spill-overs for the health sector of the affected countries.-> dialogue with Health Ministry planned*

**Observations:**

- Because of the "matching fund" system of ITF, the same number of patients was additionally rehabilitated with funds from US.
- However: Cannot rehabilitation as well be done in BIH? There seems to be no urgent reason to fly the victims to Slovenia for most of the purposes (Prosthesis and prosthesis maintenance, medical treatment, psychosocial treatment, social integration, job integration). For instance prosthesis fitted here cannot necessarily be repaired in the country of origin (Albania)
- More general remarks to the principles of Mine Victim Assistance and the consequences for application in the region see under description of the project of HOPE 87 (page 25)

### 3.3.2. Croatia

#### **Metal Detectors (Minensuchgeräte) for CROMAC (via adc), 2000/2001 USD 273'584**

**Objectives:** The contribution of 3.337.500 ATS was used to purchase and donate CROMAC with a total of 87 Schiebel detectors and bomb locators (types: 60 ATMID, 24 MIMID, 3 DIMAD) during the period 01.10.2000 – 31.03.2001. The main goal of this donation was to enable CROMAC in the area of level II survey (area reduction), quality assurance and UXO disposal.

**Selection of the project:** Due to CROMAC's overall responsibility in mine action and the planned expansion in level II survey and quality assurance, Austria made an important and justified contribution.

**Selection of Partners:** adc G.M.B.H. has taken the role of the implementing organisation.

**Roles/Modes of cooperation/Monitoring:** No monitoring by the donor has taken place after the handing over of the detectors / bomb locators to CROMAC.

**Results:** The total of 87 detectors / bomb locators have been handed over to CROMAC according to the contract. The detectors / bomb locators are distributed and used according to the needs and capacities within CROMAC's structure (HQ Sisak, 3 regional offices in Osijek, Karlovac and Zadar). During a 2 days introduction course CROMAC staff was trained on the technique, maintenance and use of the 3 types of detectors. The detectors / bomb locators are mainly used in quality assurance. Service and maintenance costs are covered through the CROMAC budget. All detectors / bomb locators are listed in the current inventory.

**Evaluation:** Based on an evaluation on behalf of BmaA (II.8), Dr. Gerd Kellermann, Managing Partner, adc, proposed the donation of Schiebel detectors. Dr. Kellermann is also a Marketing Manager/Mine Detecting of the company Schiebel Elektronische Geräte GmbH. According to CROMAC's statement, the Schiebel equipment was their first choice. Nevertheless, CROMAC could not confirm a comprehensive evaluation had taken place. But for this kind of equipment

donation, it is suggested an evaluation should be carried out in advance in terms of required technique regarding the area of deployment and the costs.

**Local Capacity Building, Sustainability, Gender:** All detectors / bomb locators are exclusively deployed through locals. As long as CROMAC covers the costs for service and maintenance, the detectors could stay operational for approx. 3 – 5 more years.

**Relevance of Projects/Lessons learnt:** Due to the importance of quality assurance and the lack of required equipment, the relevance of this project can be assessed as high and significant. Nevertheless, it is indispensable to initiate the decision of such expensive equipment by evaluating different detector brands. Additionally, monitoring and appropriate follow-up is required to gain experience build up knowledge for future projects.

**Observations:**

- Evaluation of different detector brands is suggested.
- Monitoring and follow-up is indispensable to gain experience, build-up knowledge and assess the sustainability.
- Different parties confirmed that, CROMAC never conducted and will never conduct itself level II survey – one of the main goals described in the project! As such, if CROMAC is conducting exclusively quality assurance, the amount of donated detectors could be questioned.

**Support of the Croatian mine detection dog programme, CROMAC, 2001/2002, USD 80'000**

**Objectives:** The contribution of USD 80'000 was used for the procurement and maintenance of 4 mine detection dogs (MDD), the training of 4 dog local handlers and various support costs during the period 01.12.2001 – 31.12.2002. The main goal of this project was to support CROMAC in the process of building up a local mine detection dog capacity. In addition, Belgium and Canada contributed 6 more mine detection dogs and handlers to CROMAC. As such, CROMAC's plan was to establish a local capacity of 10 MDDs and the required infrastructure.

**Selection of the project:** Since CROMAC has the overall responsibility in mine action and the planned expansion in level II survey and quality assurance, Austria made an important and justified contribution. Maybe due to the existing commitments of others (CIDA 4 MDD units in March 2001 and Belgium 2 MDD units in July 2001), a comprehensive pre-evaluation probably seemed to be unnecessary from the donor side (Austria).

**Selection of Partners:** UNDP as the facilitating organisation and Canadian International Demining Corps (CIDC) as the implementing organisation. CIDC has a strong experience and background in the area of mine detection dogs.

**Roles/Modes of cooperation/Monitoring:** The idea of a national MDD capacity and its training facilities was the result of discussions between CROMAC, CIDC and the Croatian organisation called PHD throughout the year 2000. Because of discrepancy the partnership between CIDC and PHD was dissolved in August 2001. During the entire project period one single visit from the donor side, in person of Andrea Ikic-Böhm, has taken place. Interim and final reports have been submitted to CROMAC and UNDP. It is not known if Austria received all reports.

**Results:** Due to various difficulties and obstructions the project got delayed for several months – the "Project Completion Report June 2003" of CIDC explains all occurrences. An important milestone, so called "first round of independent accreditation tests", was carried out on 25<sup>th</sup> April

2003. None of the 10 trainee MDD units (one handler plus one dog represent a unit) passed the test, and consequently a second test had to be scheduled. Due to the negative test the chief instructor was replaced and additional training started. Finally, the second test round started on 16<sup>th</sup> June 2003 and the outcome was positive for 9 out of the 10 MDD units – one dog has a medical problem and will be tested soon. Since then, the MDD units are accredited by CROMAC.

*But now there is a problem:* CROMAC does not have the budget to employ the 10 MDD units – a fact which was obviously known from the start of the project. Now CIDC promised CROMAC to take care of the 10 MDD units till the end of June 2003. Important decisions will be made in July and August 2003. - It was known from the start that, CROMAC would require additional funds to maintain the 10 MDD units after the initial project period of one year.

**Local Capacity Building, Sustainability, Gender:** This project fulfils to a high degree local capacity building, and, additionally Croatia could benefit from these MDD units on a long-term base. The gender aspect has been fulfilled, because 1 out of 4 dog handlers was female. Unfortunately, in August 2002, she was found unsuitable and therefore replaced.

**Relevance of Projects/Lessons learnt:** The relevance of this project could be high, however only under the condition of continuation. Appropriate monitoring and analysis before and during the project could have indicated the potential weaknesses of CROMAC's plans.

**Observations:**

- The cooperation between CROMAC and CIDC is considered to be good.
- Different parties stated that, it has been questioned from the start, if CROMAC needs MDDs at all! Obviously, the strategy changed simultaneously with the new management.
- CROMAC's needs assessment in terms of MDD capacity is contradictory to their latest statement that, a level 2 survey will be executed exclusively through third parties and not through CROMAC.
- It is obvious that because of the missing needs assessment in advance the sustainability and future of CROMAC's MDD capacity is unclear. As mine detection dogs represent an important asset in terms of the above-mentioned activities a quick solution must be found to preserve the MDD capacity.
- CROMAC indicates one possible solution could be to contract the MDD units to Akd Mungos (State owned company in demining). Mungos then would employ the MDD units and cover all costs, and CROMAC would have the right to use the units upon request. As CROMAC will deploy the MDD units for quality control (QC), there will arise certain restrictions, such as QC on Mungos sites with these dogs.

**Recommendations:**

In principle Austria should take part in the process regarding future of the MDD unit and insist that the MDD unit is used in the future, as a sustainable capacity. Therefore, comprehensive discussions have to take place between all involved parties, including Austria, CROMAC's Director and UNDP's Senior Technical Advisor to CROMAC.

Following options are possible:

- a) All units will be handed over to Akd Mungos, but ownership stays with CROMAC. Upon request CROMAC could use the MDD units for its QC purposes.
- b) CROMAC has to allocate resources to employ the minimum number of MDD units (4 – 5 units) to fulfil all QC aspects. The remaining units could be handed over to Akd Mungos with ownership staying with CROMAC.
- c) All units will be sold through public tender and the revenue could be used in mine action after agreement with respective donors.

*Recommendation:* First choice b, second a, third c.

### 3.3.3. Bosnia and Herzegovina

#### **Support of a mine detection dog team (1 handler and 2 dogs) in BiH, Handicap International (HI), 1999, USD 99'000**

**Objectives:** The contribution of USD 99'000 was used for the lease of one mine detection dog team (one handler and two dogs) during the period 1.03. – 31.11.1999. The main goal of this project was to support and accelerate the manual and mechanical clearance process in terms of productivity.

**Selection of the project:** There is no doubt about the fact that mine detection dogs increase the productivity of clearance activities; as such, they represent a very important part of integrated clearance process. Therefore, Austria made an important and justified contribution to mine action in BiH. On the other hand, the evaluator questions the price of USD 11'000 per month for one team; as such it is advised to assess such kind of a project in advance.

**Selection of Partners:** Handicap International is a valuable partner and has a good track record. As the mine detection dog project was time limited and under strong supervision of HI, the local organisation APM succeeded in terms of deployment of the mine detection dog team. The cooperation between HI and APM was stopped after various internal problems in March 2000.

**Roles/Modes of cooperation/Monitoring:** Handicap International's supervision was the guarantee for the successful implementation of the project. The evaluator could not find any evidence, which would indicate monitoring efforts from the donor's side.

**Results:** Neither from Austria nor from HI in BiH, respective interim and/or final reports could be obtained. Therefore, it was not possible to gain more information in terms of results. A statement from the former Programme Manager (met in Sri Lanka) gives the only indication, which states, that the deployment of the dog team has increased the productivity drastically.

**Evaluation:** No evaluation has taken place from the donor's side. However, HI leased the dog team from Minetech (commercial company), which has a good reputation in the domain of mine detection dogs. The evaluator questions only the price per month.

**Relevance of Projects/Lessons learnt:** By supporting a mine detection dog team, the relevance of this project is to be considered as important.

**Observations:**

- Appropriate assessment in advance should be a condition to assure the donor is over-paying the services.
- No monitoring has taken place, which represent the base to build up experience and knowledge for future projects and assure the positive course of the ongoing project.

#### **Support of a mine clearance team in BiH to assist the "Sarajevo Mine Action Plan", Norwegian People's Aid (NPA), 1999-2001, USD 419'171 and ATS 3'498'513**

**Objectives:** The contributions of USD 419'171 and of ATS 3'498'513 were used to support one mine clearance team (19 deminers) during the period January 1999 – November 2001. The main goal of this project was to support and accelerate the clearance process regarding "Sarajevo Mine Action Plan"; as such, to support the aim to clear Sarajevo from all mines and other remnants of war by latest August 2001.

**Selection of the project:** Austria supported a clearance team over a period of nearly 3 years, as such the contribution is considered to be important and justified. The project fitted well into the clearance plan of BiH as they required, and still require a large number of assets.

**Selection of Partners:** NPA is a respected and experienced NGO in the demining community. (General note from the evaluator: The performance and quality of a demining organisation, no matter which one, depends very much the management in the specific country!) NPA is accredited and executes its activities according International Mine Action Standards.

**Roles/Modes of cooperation/Monitoring:** NPA could not confirm field visits from the donor side; as such, NPA's supervision was the only guarantee for the successful implementation of the project. The evaluator could not find any evidence, which would indicate monitoring efforts from the donor's side.

**Results:** During the first contract phase (Jan1999 – Nov 2000) the team funded by Austria represented 11% of NPA's capacity. As such, the team contributed to the clearance of over 800'000 m<sup>2</sup> and the disposal of 227 AP/5 AT mines and 2'939 UXOs – the specific figures were not available. During the second phase (Dec 2000 – Nov 2001) the team cleared 106'502 m<sup>2</sup> and disposed 14 AP mines and 56 UXOs. The benefits for the local population are described in NPA's final reports and are of relevant importance. Nevertheless: The Canton Sarajevo is still not free from mines/UXOs (July 2003)!

**Evaluation:** The evaluator could not find any evidence, that this project has undergone specific evaluations.

**Local Capacity Building, Sustainability, Gender:** All 19 deminers of the Austrian funded team were locals and trained by NPA. The deminers, and as such the local capacity, are still employed by NPA.

**Relevance of Projects/Lessons learnt:** Austria contributed an important part to the demining community in BiH, especially the fact the team has been supported for nearly 3 years. In mine action, particularly in mine clearance, the mobilisation costs including the training consume a major part of the funds. Therefore, a mid- to long-term commitment should be envisaged.

**Observations:**

- With appropriate monitoring and field visits the disconnection of Austria's funding could have been avoided. - Inconsistencies in the reporting were detected by Austria too late.
- In terms of cleared items it might be worth to question the second phase (Dec 2000 – Nov 2001). If Sarajevo had or has a serious mine/UXO problem, the teams should work where the real problem is. Therefore, the number of mines found in 12 month should be larger. Consequently the quality of tasking procedures and required technical surveys has to be questioned – obviously this represents a general problem in BiH.
- The tasking has been done by NPA, a fact which does not strengthen the position of national Mine Action authority.

**Mine Awareness Programme, BIH, ICRC, 2000, 2001; 400'000CHF/210'000 CHF**

**The project:** ICRC started mine awareness programmes in 1996, and maintains a nationwide database on mine victims and defines the MRE strategy accordingly. For instance a main group of victims are men between 19 and 39, ICRC intends to target this group more specifically in the future (according to the other main group: children and school pupils).

ICRC worked with 128 Mine Awareness Instructors, which are volunteers (transport and food during work is reimbursed) of the Red Cross Societies of BiH. Additionally there were 19 re-



gional/Canton Co-ordinators and 2 Entity Co-ordinators. 4 (2000) respectively 5 (2001) persons worked fulltime.

**Objectives:** People living and working in mine-affected areas and internally displaced people and refugees returning to such areas should be fully aware of the threat of mines and should learn how to cope with the risks so that, eventually, there will be no more mine-incident victims in Bosnia-Herzegovina. Organizations and authorities dealing with the mine threat should opt for an integrated approach combining mine awareness and mine action. – Development of a network of members and staff of the Red Cross Societies. – New forms of dissemination of information.

**Results:**

- 2000: MRE presentations reached 107'450 people countrywide; Special theatre performance played 113 times to around 25'000 children; MRE picture books, audio tape and other supporting materials (leaflets, notebooks, badges, T-shirts, pocket calendars, pencil, stickers, book "The mines") disseminated (source: ICRC).

- 2001: MRE presentations reached 170'000 people countrywide; Mine Awareness pupil's magazine "Lastavica" printed quarterly, 10'000 copies, in 2 cantons; MRE Quiz competition starting with local level (schools) continuing to level of Canton, Entity. MRE picture books, audio tape and other supporting materials (leaflets, badges, banners, T-shirts, caps, lighters, pencils) disseminated (source: ICRC)

The evaluators cannot comment on the results achieved in more depth. For instance it would be difficult to measure one of the indicators: "Mine awareness of adults and children has substantially increased".

**Selection of partner and project:** The evaluators have no information on why and how exactly the MRE programme of ICRC was chosen. The choice seems however justified given the need for MRE and the capacity of the partner to implement such a programme.

**Roles/Modes of cooperation/Monitoring:** A contract was signed (per year) by BMaA with the ICRC head office in Geneva. - The full amount of funds was released immediately afterwards (no instalments according to progress). - To the knowledge of the evaluators there was no other direct contact between the BMaA and the partner/project before, during and after implementation. According to ICRC there was no contact, neither with Vienna, nor the Embassy nor the Cooperation office in Sarajewo. Other donors visit the project sometimes. – It is not clear to the evaluators why the support for the project was stopped by Austria in the end of 2001 (the structure of the programme seems to have developed in the meantime, see "Local capacity building...")

**Evaluation:** ICRC had an external evaluation carried out (which the evaluators didn't see in detail, it is yet to be presented by the ICRC to outside). A questionnaire was filled out by people who had been reached by the MRE programme as well as by others. Of the main findings are that, people in general are well aware of the mine risks and a substantial percentage has participated in MRE programmes. Most people think that children are the group most at risk. However they are generally not aware that the most affected group are men aged between 19 and 39.

**Local Capacity Building, Sustainability, Gender:** By working through and with the local structures of the Red Cross Societies there is an intention of ICRC to localize the programme and like this to make it more sustainable from an point of view of organisation. In the meantime (since 2002) a Mine Awareness Commission of the Red Cross Societies is established, which according to the ICRC was a substantial step towards more local ownership and capacity for the programme.

**Relevance of Projects/Lessons learnt:** According to the information available, the project is relevant, as the mine risk continues. The programme is modified according to experiences, for instance in term of target groups (now more focus on men between 19 and 39) and of organisation (now more intense involvement of Red Cross Societies).

**Observations:**

- Description is based on information from ICRC itself, and on some documents received from the BMaA (proposals, agreements).
- The MRE actors in BiH so far could not work out an integrated MV database which indicates a lack of commitment of all of them to collaborate in-depth?

**Rehabilitation of mine victims in Sarajevo, BiH (HOPE 87, 2002-2004; 115'545 Euro)**

**Partner/Project:** Hope 87-BiH, a branch organisation of Hope 87, Vienna, started already in 1993 to support medical and social rehabilitation of war victims in the area of Sarajevo. Hope 87 was since 1994 supported by Austrian Co-operation (earlier: Bundeskanzleramt) for help to amputees, war victims in general but also for physical reconstruction of facilities of the University of Sarajevo. There were regular contacts to the Austrian Co-operation office in Sarajevo, and to the embassy as well. Hope 87 is now working from a new building, the "HOPE'87 Clinic for Pain Treatment and Education Center", financed by UNESCO.

The ongoing contribution comes for the first time from the Mine Action Budget. It is for 2002-2004, amounts to 115'000 Euro, and complements a contribution of 150'000 Euro from the Japanese co-operation (JICA). The Japanese contribution seems to be for the overall operation, whereas now the Austrian contribution goes only to mine victims (plus contribution to the taxes for the staff) amongst all the war victims treated by HOPE 87. Of around 230 patients, 95 are currently mine victims.

(Note: After the project visit the evaluation team detected that an additional Austrian contribution is given to Hope 87 at the moment. Questioned, Hope 87 confirmed then, that Hope'87 HQ received another grant of 30'000 Euro for the same period, released from OZA, however, according to Hope 87 this project is not part of the Mine Rehabilitation Project. It concerns professional training of BH medical staff in pain management and covers only the budget positions "Seminars and Training", "International Transport", "Planning costs", "Evaluation" and "PBA". – Without questioning the second contribution in principle, the evaluation team thinks that, this episode certainly confirms the need of a closer coordination of OZA and Mine Action within the BMaA).

**Objectives:** Assist Mine victims through medical help; support in view of psychological, social and job integration.

- Medical part: To provide adequate pain therapy for mine victims and patients suffering from chronic and/or acute pain combined with training of medical persons.
- Special rehabilitation: to provide therapeutic methods to enhance mobility and self-esteem of mine victims, war victims and handicapped persons.
- Education part: To provide training and psychological counselling and rehabilitation for mine victims, war victims and marginalized youth in the HOPE'87 Training Centre and to provide job opportunities.

**Results:** The first report was not yet available (due as of end of June 2003). The project seems more or less on target. According to HOPE 87 since November 2002 there were 1585 medical interventions, 633 sessions of physiotherapy, 180 participants in computer training on MS Word/Excel, 40 on "Corell Draw", 20 on "Photoshop", 45 on English language, 35 on German language, a group on scuba diving; 6 people found employment through the facilitation of HOPE

87 (a relative high figure given the high overall unemployment rate in BIH) (Numbers are for the period Nov. 2002 to June 2003).

There is an ongoing market analysis to teach the appropriate training (Computer, languages) The trainings seem in so far much tailored to the needs of the market, which is very good. This is however not obvious with the scuba diving. Director and participants praised the scuba diving as a means to regain a lot of self-esteem for the handicapped persons. From a point of view of job relevance the evaluation team however cannot immediately see a solid justification for the somewhat “exotic” and costly scuba diving training.

**Selection of the partner/project:** The evaluators have no substantial information on why and how exactly Mine Victim Assistance was chosen to be important in BIH, and how HOPE 87 was chosen to be the implementing organisation. Maybe because of the ongoing co-operation since 1994 and in view of the decrease of the co-operation budget it seemed more or less “obvious” to continue the support of HOPE, this time with the help of the Mine Action Budget, which in a way “substituted” the co-operation budget (OZA budget).

The choice seems however justified given the need for MVA and the capacity of the partner to implement such a programme.

**Roles/Modes of cooperation/Monitoring:** A contract was signed by BMAA with the HOPE 87 head office in Vienna. - The full amount of funds was released immediately afterwards (no instalments according to progress). – According to HOPE 87 Sarajevo monitoring of the projects is done by HOPE 87 head office in Vienna. - So far there was no monitoring observed from the Austrian side (no projects visits etc.).

**Local Capacity Building, Sustainability, Gender:** HOPE 87 Sarajevo according to its director maintains close contacts with the authorities (health ministries in particular). The director prefers HOPE 87 not to become a purely local organisation (but to stay a branch of HOPE 87) because this status allows more independence.

**Relevance of Projects/Lessons learnt:** According to the information available, the project is relevant, as support to Mine Victims continues to be a need of the country. There are however questions on *how* Mine Victims assistance is supported best (see observations).

**Observations:**

- There is no cost sharing; all the services are free for the participants – but in this case only for mine victims. Apart from the fact that, free treatment and in particular training is questionable as such (no training in development cooperation should be completely free), the whole concept raises questions with regard to the fundamental dilemma on how far one can go in supporting one particular group of war victims – the mine victims – as compared to the other victims. Already the “*Maputo Declaration*” of 1999 states, amongst others, the principles of “Non-discrimination of Victims”, the “Principle of Co-participation”, of the “National Ownership and the institutional Support” and for a “Sustainable Development Approach”. The ICRC in its basic publication “*Victim assistance: a public response for landmine victims*”, as well states: “At the field level it is neither practically possible, nor ethically acceptable to favour one type of victim over another on the basis of the cause of the injury. The ICRC and WHO consider that treatment for landmines victims must be integrated into a comprehensive public health system.” (ICRC Geneva 2000)
- Concluding for the HOPE 87 project: On one hand, the concept of an integrated approach to all war victims, as practiced by HOPE 87 is correct. If the Austrian Mine Action however “only” supports the mine victims within the patients of HOPE 87, this might be looked at as questionable. – Now, within the support of the mine victims, the fundamental services (medical, psycho-social) are most probably out of question. However if it comes to the trainings mentioned, the “positive discrimination” of the mine victims as compared to the other war victims goes quite far. This type of training (Computer, language) is very helpful for all victims (and for all Bosnians by the way, given the rate of unemployment), but most of them cannot

afford it, as it is way too expensive for them. Again within the trainings offered, the scuba diving seems the most questionable one, given the basic dilemma.

- Coming back to the basic idea to integrate rehabilitation “into a comprehensive public health system” (ICRC), or “The national Ownership and the Institutional Support” (Maputo Declaration), the whole approach of HOPE 87, to work as a private institution on the subject - with links, but no institutional integration into the public health system in BiH - should be looked into again. There might be additional ways, in direct combination with the public health systems, to support more sustainable approaches. For the future and in view of sustainability of these investments (see Maputo Declaration: “A Sustainable Development Approach”), it might not be appropriate anymore to support a private organisation only, which is completely dependent on foreign assistance (to the knowledge of the evaluators, the total income of HOPE 87 in Sarajevo is provided by foreign funding).
- As a consequence, it is recommended to define a strategy for the approach the Austrian Mine Action wants to take in view of Mine Victims support, taking into account the state of the art.

### 3.3.4. Albania

#### **Mine Stockpile Destruction in Albania, NATO PfP Trust Fund, NATO/EAPC, 2001/2002, 109'890 Euro**

Due to the limited time for the field studies and the concentration on Slovenia, Croatia and Bosnia-Herzegovina, the team has evaluated this project on existing reports, especially the report from the Geneva Centre for Humanitarian Demining (GICHD) titled “*An evaluation of the NATO PfP Trust Fund anti-personnel mine stockpile destruction project in the Republic of Albania*”.

**Objectives:** The contribution of USD 100'000 was used to support the stockpile destruction programme in Albania. As stockpile destruction represents one of the five main pillars in mine action, Austria made an important and justified contribution.

**Selection of the project:** A well selected project as it enabled Albania to fulfil its obligations in terms of the Ottawa convention.

**Roles/Modes of cooperation/Monitoring:** The NATO Maintenance and Supply Agency (NAMSA) project management team from Luxembourg has visited the project several times throughout the project.

**Results:**

“The evaluation team considers that the project should be considered as being highly successful. The executing and implementing agencies fulfilled all contractual obligations and valuable lessons have been learned for future projects. More importantly, all of the APM in the possession of Albania government will be destroyed on schedule, probably below budget and so far with no casualties. The evaluation team can also confirm that the processes employed ensured that the APM components can not be reused for their originally intended purposes.” (Quote from the GICHD evaluation: Summary)

**Local Capacity Building, Sustainability, Gender:**

“Although not a contractual requirement NAMSA has introduced an element of capacity building to this project. Procedures at Mjekes have been substantially improved and the indigenous management received a four days formal training at the EBV demilitarisation facility in Germany” (Quote from the GICHD evaluation)

**Observations:**

- This kind of project and therefore Austrian's contribution is to be considered as a very important and complementary part to support countries in fulfilling their obligations regarding the Ottawa treaty.
- This kind of project can be considered as relatively risk less for the donor and on the other hand of valuable visibility.

### 3.3.5. Serbia and Montenegro

#### **Mine Clearance and Mine Survey Project Kosovo, UNHCR, 2000, ATS 5'500'00**

**Objectives:** The contribution of ATS 5'500'000 was used to support one mine clearance team and two mine detection dog teams (each MDD team consists of 1 handler and 2 dogs) during the period April 2000 – October 200. The main goal of this project was to contribute to the Kosovo mine action programme and support UNHCR's activities/projects.

**Selection of the project:** Austria supported a clearance team over a period of 7 month. The contribution is considered to be important and justified. The project fitted well into the clearance plan of Kosovo as a large amount of assets was required to keep the pace in terms of clearance and survey activities and consequently the return of population in all areas of Kosovo.

**Selection of Partners:** As UNHCR had projects supporting the return of population all over Kosovo, there was a close cooperation between UNHCR and the UNMIK MACC. As such Austria respectively UNHCR made a wise decision to choose "MineTech" as an operator. The evaluator has been part of the UNMIK MACC programme for more than 16 month and MineTech's performance and quality of work is to be considered as very successful.

**Roles/Modes of cooperation/Monitoring:** MineTech as the operator has been under close observation due to the ongoing quality control from the MACC.

**Results:** The UNHCR projects were well supported and MineTech's output in Kosovo has been one of the most productive. Especially the performance of their MDD teams must be considered in the Kosovo programme as the very best.

**Local Capacity Building, Sustainability, Gender:** As MineTech is a commercial company, they did not contribute much to local capacity building, except the employment of drivers, administrative assistant, radio operators. MineTech's operators were people from Africa including the management.

**Relevance of Projects/Lessons learnt:** The MineTech assets and as such the Austrian contribution has been very important to the entire Kosovo mine action programme.

**Observations:**

- Austria could not deliver any reports to the evaluators.
- For the future it is suggested to assess such projects in advance, as the commercial companies are often in a higher price range than non-profit organisations.

## 4. The Programme of the Austrian Co-operation in South-East Europe

Between 1992 and 2001 Austria had supported the reconstruction and development in *Bosnia and Herzegovina* with more than 500 Mio. Euros. In the last few years the Austrian Co-operation has supported bilateral projects in the sectors of higher education, environment/drinking water/sanitation and in the promotion of SME (Small and Medium Enterprises). Geographically the focus is on the Central Bosnian region - Cantons of Sarajewo, Central Bosnia and Zenica-Doboi – in the Federation BH; and in the western part of the Repulika Srpska and Brcko. The budget decreased substantially in 2000 to reach around 1 Mio. Euro per year in 2002 and in 2003.

In *Croatia* the focus in recent times is mainly on assistance for returnees/housing in East Slavonia/Vukovar, for a human rights centre in Zagreb and a training in democracy in 4 schools. The budget for Croatia was 500'000 Euro in 2003 and 330'000 Euro in 2004.

The bilateral programmes in BIH and Croatia are managed from the co-operation office in Sarajevo, with a minimal structure at the moment. It is planned to increase budgets and staffing from 2004 onwards. The Austrian Co-operation foresees to develop its programme on SME into a new "*regional programme on economic development and employment*" in the 2 countries with a geographical focus on the areas of Bosawina, Tuzla (BIH) and Slavonia (Croatia).

### **Obervation:**

The co-operation office was so far in no way involved in the Mine Action Projects.

## 5. Recommendations for the future

### 1. Continue Mine Action support in South-East Europe.

### 2. Define a midterm strategy for the coming years

Once such a strategy is available, there will be a possibility of proactive choices of projects and policy approaches, within the framework of the overall MA strategy for SE-Europe. - Take into account also other donors strategies (donor coordination).

**Take decisions about the future engagement by taking into account the following 6 parameters:**

#### 2.1. Geography

Mine Action Needs of the countries in question, BIH, Croatia, Albania, Serbia/Montenegro, are obvious.

Advantages of concentration: Monitoring less costly, synergy of investments more likely, rather able to become a more influential actor, visibility high, no "pocketed" projects all over.

Disadvantages of concentration: no "overall" presence

#### 2.2. Sector of Mine Action

Advantage of specialisation in one sub-sector - MRE, MVA, Demining: It makes you more an expert, pooling resources makes professional monitoring relatively less costly (than if you need monitoring capacities for demining as well), linkages to programmes of OZA (for instance social sector).

Advantage of a mixture: All aspects of MA are still necessary, at least in BIH; Holistic MA approach is a need of the hour.

*Idea MRE in BIH: According to the ICRC strategy to nationalize efforts on MRE (sustainability), a proposal exists for the Austrian Red Cross society to fund a Mine Risk Awareness Programme of the Red Cross society of Bosnia and Herzegovina (May 2003). Taking into account the ongoing need for MRE in BIH the basic idea seems worth exploring (But, if at all to go for this, capacity of the RCR should first be checked, quality of the programme assessed etc – the evaluators were not in a position to even speak to the RCS.)*

#### 2.3 Availability of good partners and commitment of national authorities/agencies

This defines the framework for efficient and effective implementation of MA projects. In principle, good partners are available (subject to professional approach of the donor) in all SEE countries. National authorities can be considered as sufficiently capable (including BIH!).

*Idea UG ZOM Bihac: With regard to the idea (of BMmA, II.8) to look into the possibility of a new project with the demining NGO UG ZOM BiHac, it is important to know that the Austrian Cooperation never had supported bilateral projects in BiHac and is also not intending to do so in the future. The idea of bringing OZA and Austrian MA closer together seems not to match with the option of supporting this NGO. – Some more information on the NGO UG ZOM, which the evaluation team visited on request of the BMaA (in view of the future), see in annex IV.*

#### 2.4. Peace-building aspect

As the political context in the post war countries in SEE, in BIH in particular, is very complex, the peace and conflict impact of Mine Action projects has to be considered carefully: Systematically check the impact of a project and the project portfolio in a specific country regarding the political/ethnic aspects: Which group (e.g. nationality) benefits from MA in a given area? Who might be left out? A MA project should not fuel underlying potential conflicts. At least make sure to "do no harm", if possible try to do some good as a spill over effect.

## **2.5. Relation of the MA Programme with the bilateral projects of the Austrian Cooperation**

**Option "Combination"** - Advantages: Country and regional know how of OZA can be used, synergies in project selection and monitoring possible (relative costs for monitoring less).

**Idea Northeast Bosnia/East Croatia:** *In view of the future programme of the Austrian Co-operation in Bosawina, Tuzla (BIH) and Slawonia (Croatia) the possibilities of combining the co-operation programme and the Mine Action projects look interesting. According to the data available from the BHMAC, Bosawina and Tuzla are areas with very high mine contamination (top priority of MAC). However so far for the MAC it was rather difficult to find funding for this area, as donors have more preferred to support demining in BiHac, Brcko, Srebrenica, Sarajevo and some other areas. This option would also be in line with the general need for Mine Action in BIH, according to UNDP, in the coming years more to focus, additionally to the areas with high numbers of returns, on areas with a chance of economic development. The Bosawina Valley was described as a potentially very fertile area. Such an approach might also fulfil the above described "do no harm" criteria: it would be situated not only in 2 countries, but within BIH also in both entities.*

## **2.6. "Visibility" of Austria's support**

Last but not least: Each donor needs a certain amount of "visibility". Visibility will automatically increase if, as recommended here, a more focused and professional approach on project level as well as in policy interventions is applied. The credibility and perception and consequently the visibility from the local perspective as well as within the international community will improve. As a consequence, there will be a "win-win-situation", a) on impact for the mine victims and as b) on visibility for the donor.

## **3. Improve Austrian MA expertise in the region, for selection, monitoring and controlling of the programme/projects, and for effectively contributing to Austrian initiatives for good practise in regional and national MA policies in SE Europe.**

- Appropriate monitoring and reporting procedures represent the donor's basic obligations, which eventually will have the consequences of major benefits for both, the donor and the mine/UXO affected country.
- Define monitoring and evaluation policies/standards.
- Don't pay the full amount in the beginning of the project, but plan financial instalments according to progress of project (reports, meetings, field visits).
- Define standards in view of your requirements for financial auditing of your funds.

**Idea "Local MA programme officer in the Kobü in Sarajevo":** The recommendation is to place a person in the region, for example within the office of the Austrian co-operation in Sarajevo. It can be a local person, halftime employed, with a strong background in project management, know-how of state structures, NGOs and companies in BiH and Croatia; if available some know how in Mine Action. The person could also be given some exposure on Mine Action by visiting institutions, organisations, working sites with an experienced Mine Action expert. Tasks of the person:

- Project level: In line contact with the section II.8 and the desk officer of section VII advice on MA policy issues and selection of projects. Monitor and control projects, maintain contacts, make sure reports are available and checked.
- Policy level: For example the Austrian representative in the ITF board and the one in the Board of Donors to BHMAC should be fully equipped/supported to play an innovative role as an active donor with regard to the shaping the regional and national MA structures, as well as the donor policies - be it on demining, on MVA or on MRE as well on helping to actively work integrated Mine Action practises which are strongly based in the national/local structures).



## Annexes

### Annex I

## Abbreviations

adc Austria	adc Development Corporation, Projektmanagement G.M.B.H.
ATS	Österreichische Schilling
BMAA	Bundesministerium für auswärtige Angelegenheiten
BiH	Bosnia and Herzegovina
BHMAC	Mine Action Centre of BiH
BKA	Bundeskanzleramt
CCW	Convention on Conventional Weapons
CIDA	Canadian International Development Agency
CIDC	Canadian International Demining Corps
CROMAC	Croatian Mine Action Centre
EOD	Explosive Ordnance Disposal
EU	European Union
GICHD	Geneva International Centre for Humanitarian Demining
HI	Handicap International
ICBL	International Campaign to Ban Landmines
IMAS	International Mine Action Standards
IMSMA	Information Management System for Mine Action
ICRC	International Committee of the Red Cross
ITF	International Trust Fund for Demining and Victim Assistance
LMR	Landmine Monitor Report 2001
MA	Mine Action
MAC	Mine Action Centre
Maw	Mine Awareness
MAG	Mines Action Group
MASG	Mine Action Support Group
MDD	Mine Detection Dogs
MRE	Mine Risk Education
MBT	Mine Ban Treaty
MRE	Mine Risk Education
MV	Mine Victims Assistance
MVA	Mine Victims Assistance
NPA	Norwegian People's Aid
NGO	Non Government Organization, Nichtregierungsorganisation
OZA	Ostzusammenarbeit
ÖEZA	Österreichische Entwicklungszusammenarbeit
PHD	Pas U Humanitarnom Djelovanju
QA	Quality Assurance
QC	Quality Control
SAC	Survey Action Centre
SEE	South-East Europe
SOP	Standard Operating Procedures
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNMIK MACC	United Nations Mission Kosovo; Mine Action Coordination Centre Kosovo
UXO	Unexploded Ordnance
WFP	World Food Programme
WHO	World Health Organization
ZOM	UG ZOM Bihac, NGO

## Annex II

### Documents

*Austrian Mine Action Programme 2002 (Massgebliches Strategiedokument des österreichischen Minenaktionsprogramms, Stand 31.7.2002, 3 Seiten)*

*BHMAC: Bosnia and Herzegovina Mine Action Centre, general overview*

*BHMAC: Demining Strategy for Bosnia and Herzegovina by the year of 2010.*

*BHMAC: Report on Mine Action in Bosnia and Herzegovina in 2002.*

*BHMAC: Mine Action Plan of Bosnia and Herzegovina for the year 2003.*

*BHMAC: Report for Period from January 1<sup>st</sup> to May 31<sup>st</sup> 2003.*

*Budgetlinienauswertung des Minenaktionsprogramms per 28.11.2002 (diverse Tabellen)*

*Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personel Mines and on Their Destruction ("Mine Ban Treaty")*

*Drei-Jahres-Programm 2001 bis 2003 der österreichischen Entwicklungszusammenarbeit, Fortschreibung, Wien 2000, Bundesministerium für auswärtige Angelegenheiten*

*Improving Communication in Mine Awareness Programmes. An Operational Handbook. Geneva International Centre for Humanitarian Demining (GICHD)*

*Landminen-Projekte: Planung 2002 (Tabelle, 1 Seite)*

*Leitlinien und Arbeitsbehelfe zur Evaluierung in der österreichischen Entwicklungszusammenarbeit, Bundesministerium für auswärtige Angelegenheiten, Sektion Entwicklungszusammenarbeit, Abteilung Evaluierung und Kontrolle.*

*MASG: Report of MASG Field Mission South-East Europe, 18-23 May 2003.*

*Minenaktionsprogramm 2001 (Tabelle, 1 Seite)*

*Österreichisches Minen-Aktionsprogramm 2000 (Strategiedokument, Stand 31.7.2000; 3 Seiten)*

*Partnerschaften mit Zukunft. Die österreichische Entwicklungszusammenarbeit. Ein Bericht. Ministerium für auswärtige Angelegenheiten, Sektion Entwicklungszusammenarbeit, 2001.*

*Socio-Economic Approaches to Mine Action. An Operational Handbook. Geneva Centre for Humanitarian Demining (GICHD, Genf), and UNDP, Bureau of Crisis Prevention and Recovery, Mine Action Team, New York, 2002*

*Terms of Reference: Evaluierung des österreichischen Minenaktionsprogramms 1998-2002*

*UNDP: Institutional Capacity Building (Mine Action and Small Arms), Support to state structures for demining. UNDP Bosnia Documentation, ???*

*UNDP: Presentation for Mine Action Support Group, Sarajevo, May 23, 2003*

Annex III

**Schedule of the evaluation mission, 30/06/03 to 04/06/03, Zagreb, Ljubliana, Sarajevo**

<b>Time / Location</b>	<b>Interview partner</b>	<b>Evaluation team</b>
<b>Ljubliana</b>		
<b>30.06.03</b>		
09:00	ITF, Director Jernej Cimpersej; Deputy Director Goran Gacnik; International relations Eva Veble	Gloor, Heiniger
11:30	Institute for Rehabilitation, Marketing Manager Method Florjanc	Gloor, Heiniger
<b>01.07.03</b>		
10:00	Austrian Embassy Ljubliana, Ambassador Mayerhofer-Grünbühel	Gloor, Heiniger
11:00	Austrian Embassy Ljubliana, Military Atch� Vizeleutnant Jochen Gruber	Gloor, Heiniger
<b>Zagreb</b>		
<b>30.06.03</b>		
10:30	CROMAC Sisak, Mirko Ivanusic, Deputy Director	Hebeisen
<b>01.07.03</b>		
10:00	Austrian Embassy Zagreb, Military Attach� Oberst Werner Stangl	Hebeisen
11:00	Austrian Embassy Zagreb, Ambassador Dr. Hans G. Knitel	Hebeisen
12:30	UNDP, National Programme Officer Davor Brkic,	Hebeisen
14:00	UNDP, Senior Technical Adviser, Harald Wie	Hebeisen
<b>Sarajevo</b>		
<b>02.07.03</b>		
07:30	Austrian Embassy Sarajevo, Military Attach� Oberst Thomas Rapatz	Gloor, Hebeisen, Heiniger, Serak
09:00	HOPE 87, Direktor Fikret Karkin; Teacher Branca Ivezic	Gloor, Heiniger, Serak
14:00	BH MAC, Direktor, Tarik Serak	Heiniger, Gloor, Hebeisen
<b>03.07.03</b>		
09:00	Handicap International, Director, Emmanuel Sauvage National Co-operation Co-ordinator, Almedina Komic	Hebeisen
09:00	UNDP Seid Trukovic, Portfolio Manager	Gloor, Serak
10:00	ICRC, Cooperation coordinator Michelle Blattie; Cooperation assistant Mustafa Sarajlic; head of delegation Werner Kaspar	Heiniger
11:30	NPA, Mr. Per Breivik, Acting Programme Manager	Hebeisen
11:30	Ministry of Civil Affairs, Deputy Minister Zoran Tesanovic	Gloor, Serak
16:00	Austrian Embassy Sarajevo, Ambassador Jandl	Gloor, Hebeisen, Heiniger
<b>04.07.03</b>		
09:00	UG ZoM Bihac, Programme Manager, Fadil Hasanagic	Heiniger, Gloor, Hebeisen, Serak
12:00	UNDP, Resident Representative Henrik Kolstrup	Heiniger, Serak

## Annex IV

### Ug Zom Bihac

#### A few words to UG ZOM Bihac (Citizen's Association for Mine Protection)

During the field studies in Bosnia-Herzegovina, on the request of the section II.8, the evaluators met the NGO UG ZOM Bihac and visited a mine clearance site close to Sarjevo where UG ZOM Bihac was active. Some Facts and figures about UG Zom Bihac:

- Accreditation received 22 August 2000
- Programme Manager, ex. General of Engineer troops
- 3 manual teams (each team consists of team leader, 6 deminers and medic)
- 2 mechanical ground preparation teams
- The organisation is fully equipped to International Mine Action Standards and the National Standards for BiH
- UG ZOM Bihac is executing integrated demining (appropriate mix of different available techniques)
- Cleared area in 2002 equal 310'000 m<sup>2</sup>
- Currently, UG ZOOM Bihac has a project running, which is funded by Germany

The impression gathered during the meeting and especially while we visited the mine clearance site was exemplary. Nevertheless, if this option becomes valid at all, to confirm the impression an additional assessment should take place, which would give a deeper look into UG ZOM Bihac.