



Mine Action Coordination Centre of Afghanistan (MACCA)

PLANNING TOWARDS 1391 (2012/13)





1. THE MACCA COORDINATION ROLE

In 2002 the Government of Afghanistan entrusted interim responsibility for programme coordination to the United Nations, but as of January 2008 the Government through the modality of an Inter-Ministerial Board for Mine Action (IMB) also designated the Government Department of Mine Clearance (DMC) under the Afghanistan National Disaster Management Authority (ANDMA) to work jointly with the MACCA. The MACCA and DMC co-located in 2008.

MACCA and DMC have responsibility for; maintaining the national database of hazard coordinating IP delivery of mine action services, recording and reporting implementation progress, and advocating for donor support to all IPs in Afghanistan.

Over the course of 1391 and 1392 the MACCA will be restructured to facilitate further integration with Government systems and processes. National staff sections and departments associated with coordination in the current MACCA will move into offices collocated with ANDMA/ DMC both in Kabul and in the regions. These core coordination elements will have no international technical advisors. The UN will provide some financial support to the restructured MACCA. The UN administrative, contracting and UNMAS / UNOPS representative elements in the current MACCA will shift to a UN mine action project office. The UN mine action project office will have no role directorial role in coordination processes or a role in speaking on behalf of the wider programme unless mandated by the Government. The UN mine action project office will have an advisory role for contracting of VTF projects.

The MACCA is financially supported through the Voluntary Trust Fund (VTF) for Mine Action managed by United Nations Mine Action Service (UNMAS). The UNMAS MACCA project is contracted through United Nations Office for Project Services (UNOPS). The Director of the MACCA represents UNMAS in Afghanistan.

The MACCA has a close advisory role to UNMAS when UNMAS is seeking to design proposals for donors to the VTF. For the purposes of VTF funding the MACCA assists



UNMAS to design either large over-arching proposals to support the MAPA on a large scale or proposals that are focused on one or two discrete projects.

UNMAS contracts the delivery of VTF projects through UNOPS. A UNOPS contract office, administratively supported by the MACCA, manages the delivery of all VTF funded projects. As to any donor office the MACCA provides progress, outcome, and quality assurance data to the UNOPS contract office.

On behalf of all IPs and all donors the MACCA prepares and publishes an annual report that encompasses all mine action activities carried out whether funded through the UN, bilaterally or commercially. The report therefore covers all mine clearance.

2. PURPOSE OF THIS DOCUMENT

The purpose of this document is to set out how MACCA proposes to **coordinate the development and consequent delivery of the 1391 Integrated Operational Framework (IOF)**¹ within the context of:

- Afghanistan Mine Action strategic goals
- The MACCA coordination role (outlined above)
- MACCA policies for meeting the strategic goals
- Implementing Partner (IP)² and stakeholder corporate strategies

The document is in two parts:

Part one; covers the Afghanistan Mine Action strategic goals, MACCA policies and recommendations for meeting the strategic goals

Part two; covers IP and stakeholder corporate strategies, and developing the IOF

¹ To be published in January 2012

² Ministries, National NGO, other National Societies, International NGOs, and National & International Commercial Organisations



PART ONE

1. AFGHANISTAN MINE ACTION STRATEGIC GOALS

The last government endorsed strategy document for mine action was issued in May 2006. It was based on the Government of Afghanistan (GoA) vision of a country free from landmines and ERW, where people and communities live in a safe environment conducive to national development, and where landmine and ERW survivors are fully integrated in the society and thus have their rights and needs recognized and fulfilled.³

In order to realize the End-State Vision, the following end goals have to be achieved.

Goal 1 Demining

The End Goal for demining⁴ will be achieved when all known mine/ERW contaminated areas are cleared. There will continue to be an effective mines/ERW demining capability to respond to unknown residual risk and continuing public awareness of how to recognize and report suspicious items for disposal by qualified authorities. Mapping of cleared areas will be complete and accurate; and this data will be made available as needed to the public and designated institutions. All post-clearance documentation will be complete and all cleared land will have been handed over in accordance with national standards.

Goal 1.1 All known mine/ERW contaminated areas are demined.

Goal 1.2 Following the demining of all known mine/ERW contaminated areas, a reporting and response capacity to deal with unknown residual mine/ERW contamination is established and maintained.

Goal 1.3 All demining documentation is completed and recorded in a data system. This database is maintained and made available to all concerned.

³ Mine Action in Afghanistan: The Way Ahead, Islamic Republic of Afghanistan, Saur 1385 (May 2006).

⁴ Demining is defined as comprising: technical survey; mapping; clearance; marking; post-clearance documentation; Community Mine Action Liaison and handover of cleared land



Goal 1.4 Demining coordination functions maintained and linked with the other mine-action pillars/programmes.

Goal 2 Mine/ERW Risk Education (MRE)

The End Goal for MRE will be achieved when a comprehensive and sustainable system is in place to educate and raise awareness throughout people and communities nationwide regarding the residual mines/ERW threats, including sufficient information to recognize and report these items to the appropriate authorities.

Goal 2.1 Pro-active MRE activities undertaken until there are no known remaining mine/ERW contaminated areas in Afghanistan.

Goal 2.2 Capacity for public awareness of the residual mine/ERW threat to life and limb is maintained.

Goal 2.3 MRE coordination functions maintained and linked with the other mine-action pillars/programmes.

Goal 3 Stockpile Destruction

The End Goal for mine stockpile destruction will be achieved when illegal, abandoned or otherwise unwanted munitions have been destroyed or otherwise disposed of.

Goal 3.1 All stockpiled anti-personnel mines are destroyed as per international treaty commitments.

Goal 3.2 All abandoned or otherwise unwanted mines (other than anti-personnel mines) are disposed of⁵.

Goal 3.3 Stockpile destruction coordination functions maintained and linked with the other mine-action pillars/programmes.

⁵ The destruction of other ordnance does not fall under the responsibility of MACA or MAPA. Currently it falls under the responsibility the Ministry of Defense.



Goal 4 Mine/ERW Survivor Assistance

The End Goal for Mine/ERW survivor assistance will be achieved when mine/ERW survivors are reintegrated into Afghan society, with support provided through a national system that incorporates the rights and needs of people with disabilities.

Goal 4.1 Mine/ERW survivor assistance functions are embedded in national entities and programmes that are responsible for social welfare, health, education and employment.

Goal 4.2 Mine/ERW survivor assistance coordination functions maintained and linked with the other mine-action pillars/programmes and with the broader disability assistance coordination function.

Goal 5 Advocacy and Coordination

The End Goal for advocacy and coordination will be achieved when relevant institutions and civil society cooperate and support the fulfillment of Afghanistan commitments to the eradication of mines/ERW, and the importance of mine-action for communities and national development.

Goal 5.1 Domestic laws related to Afghanistan's commitments under international legal instruments related to mines/ERW are adhered to.

Goal 5.2 Afghan establishment and community leaders support mine-action.

Goal 5.3 Information concerning geographical, cadastral surveys as well as social and economic researches is centrally and methodically reported and made available to all, should they be GoA, NGOs, commercial companies or other organization.

Goal 5.4 Advocacy coordination functions maintained and linked with the other mine-action pillars/programmes.⁶

⁶ Goals 1 to 5 and the listed sub goals are direct quotes from The Way Ahead document May 2006



In addition and in pursuit of the end state goals Afghanistan under the Ottawa Treaty the goals are as follows:

- By March 2013 clear all known AP mined areas
- Provision of Mine Risk Education to mine affected communities.
- Assistance to the landmine survivors.

2. MACCA POLICIES AND RECOMMENDATIONS FOR MEETING THE STRATEGIC GOALS

The MACCA is currently (2011) assisting the Government of Afghanistan to develop a extension request document for its obligations under the Ottawa Mine Ban Treaty, as it is clear that the 2013 target of removal of all AP hazard will not be met. However the MACCA does anticipate that Afghanistan will be able to achieve its Ottawa Obligations within the next decade. Stakeholders should note however that when Ottawa is complete and there are no known AP minefields remaining that some 300 sq km of other Anti Tank and Explosive Remnants of War hazards will still be extant.

The MACCA places the highest importance on maintaining the integrity of the national database and delivering focused analysis of the work being carried out by IPs across all sectors.

Because the Government of Afghanistan will in the future have to manage a response to a residual hazard for many decades, the MACCA believes that the end goals of demining, MRE, stockpile destruction, Mine/ERW Survivor Assistance, and Advocacy and Coordination should achieved in the context of a carefully planned continuance of the working MACCA national staff partnership with DMC

As hazard is reduced the criterion for planning will change. The MACCA therefore believes all IPs should conduct internal Post Demining Impact Assessments (PDIA) and use the results to assist the MACCA in adjusting planning criteria and explaining to bilateral and multilateral donors the challenges to be overcome. The MACCA can assist



IPs to develop PDIA modalities if required. In 1389 MACCA coordinated the delivery of geographically targeted livelihood survey and plans to repeat this exercise in 1390 to further inform the process of project design, priority selection, and impact.

In the short to medium term the MACCA believes that MA should be concentrated in less volatile areas of Afghanistan as the conduct of operations in these areas is easier for implementers and the opportunities exist to bring provinces and regions to a complete finish in a 2 to 3 year period. However the MACCA also advises donors that some balance must be maintained; if opportunities are identified in volatile areas then these should be acted upon since it is important not to overlook the impacted communities in less stable parts of the country. The MACCA believes that carefully designed projects can be developed in volatile areas but advises donors that they must understand that before implementing these kind of projects there can be a four or five month project design phase.

As part of the Ottawa extension request the MACCA is developing and defining some hundred projects that will be ranked in project output priority and thus allocated to a particular year to achieve Ottawa compliance. These projects (alongside other projects to remove non AP mine hazards will essentially become the Governmental plan of action. The MACCA encourages donors and implementers to design time bound projects that conform as much as possible to the annual priority projects. Obviously security and other issues may require flexibility of approach .

The MACCA believes that Community Based Demining (CBD) projects should be developed across the country primarily because CBD is a way of introducing an income stream into marginalized communities. CBD should not be seen only as a method of delivery of MA in volatile areas. The MACCA believes that CBD projects should be designed to have a minimum duration of 18 months. This length of time will allow individuals employed in the project; time to plan the use of their new income and also sufficient time to enable other donors and organizations to either build on the project outputs or deliver parallel but supporting activities.



The MACCA will encourage donors with geographical funding preferences to allow a percentage of funding to be used elsewhere, thus enabling the coordination of delivery in more remote areas.

Over time the challenges of clearance operations will change and the MACCA seeks to encourage implementers of MA to adjust to these realities as they occur. The MACCA expects increased use of newer technologies will be the required clearance solution in large areas with sporadic hazard because traditional methods will arguably be slower and less cost effective.

The MACCA will seek support for an emergency capacity project coordinated through the MACCA regional Area Mine Action Centres (AMACs). The capacity recommended per region is:

- 2 Demining teams
- 2 EOD teams
- 2 Survey/ community liaison teams⁷
- Mechanical support elements
- Dog support elements

This capacity will be respond to emergencies not covered under other contracted projects.

The MACCA will develop, where appropriate, over-arching projects that the MACCA will use to attract increased donor funding to the programme. The MACCA will advocate for all types of mine action delivery – and will seek support for the not for profit and commercial sectors.

The MACCA will encourage donors to recognize the linkages between large scale checking for hazard, technical survey leading to possible clearance and the community level developmental clearance of known hazard. Specifically if a donor is considering a

⁷ Commonly referred to as Landmine Impact Assessment Teams (LIAT)



major infrastructure project in proximity to an impacted community then the MACCA believes it would be beneficial for the donor to consider extending checking for hazard into actual clearance of any known hazard. The MACCA has been told by impacted communities that they consider checking an area thought by the community to be safe to be an example of corruption. Therefore in some cases if the intent of the donor is to help the Government of Afghanistan to stabilize and develop the country then the intent and the unexpected outcome do not match.

The MACCA proposes to advise donors that some competitive tender processes should occur alongside bilateral and multilateral pre-selects of IPs. The MACCA believes that competition helps to keep costs competitive and can lead to innovation of process. The MACCA believes that offering a competitive process to national entities could be sometimes appropriate recognizing the unique 20 year experience held by some organizations.



PART TWO

1. CORPORATE STRATEGIES OF IPS AND OTHER STAKEHOLDERS

IPs available for contracting are responsible for their own corporate strategy based on their own analysis of the operational context and likely donors. The capacity and capabilities offered by the IP for potential contracting should likely be those that the IP believes are saleable – i.e. provide a solution to the problem. Likewise the geographical and operational areas in which IPs seeks to deliver services should be part of the IPs corporate strategy. An independent entity should be responsible for achieving funds for its desired structure and its sustainable delivery of services in MA.

The MACCA relationship to an individual IP corporate strategy is an advisory one just as the relationship to donors is also advisory. The MACCA is interested in the capacity and capabilities of each IP and is also interested in geographical spread. When advising donors or developing a project design for donors the MACCA will seek to apply the relevant strategies as outlined in Part One.

The stakeholders in MA also have strategies. For example some donors have a geographical preference. Other donors have a preference for one particular IP, or only wish to fund a particular activity. Coordination takes account of this and these donor preferences are also taken into account if the MACCA is asked to develop a project proposal.



2. DEVELOPING THE 1391 INTEGRATED OPERATIONAL FRAMEWORK

The MACCA seeks to develop the 1391 IOF with as much flexibility as possible and keep the work process as simple as possible.

For the 1391 IOF development the MACCA will issue the remaining database post 1390 with planning interests and impact classification. Planning criteria take into account victims, local requests, and resettlement areas, blockages to agricultural fields, grazing, water, and infrastructure. In addition added into this mix have been two predictive factors. These are communities with more than 200 families, and cumulative area of hazard impacting a community.⁸ the hazard list provided beginning of Aug 2011 will be sufficient for preliminary planning. By the time detailed project planning is undertaken MACCA will distribute the update version.

The intent is to develop **outline costed projects** that are aimed at meeting the strategic goals, so that the MAPA is ready to respond to donor support and demands for more detailed proposals. The planning guidance issued will be shared with donors and hence the MACCA coordination expectation that in building projects IPs will refer to this guidance and the other themes referred to in Part One of this document.

The MACCA intent is to know where, when, how, at what cost, and using which support stream the IPs intend to deliver MA in 1391. The MACCA intent is to coordinate that process where required to ensure the programme is aspiring to gain funding for a wide mix of deliverables.

The MACCA Programme Department will work with IPs to develop projects for anticipated funds coming through the VTF. **It should be recognized that the Programme Department can anticipate funds but it cannot guarantee them or control the arrival of donor funds into the VTF.**

Using lessons learnt through the 1390 IOF process the MACCA proposes the following;

1. MACCA issues the list of hazards remaining post 1390 with planning guidance.

⁸ Derived from the Survey Action Centre (SAC) victim prediction model



2. MACCA issues notes on policy (this document).
3. Each IP develops and coordinates with MACCA its **aspirational plan** for operations in 1391, which should be presented as in the table below. An example is given in blue. Excel is suggested as the most appropriate format.

Region	Province	Agency name	Project name (See note 1 below)	Project status (current or new)	Project duration (See note 2 below)	Estimated Cost (See note 3 below)	Funded (yes or no)	Anticipated or known donor	Number and type of team (See note 4 below)
EA	Kunar	MCPA	MCPA Kunar CBD Project 1391	New	19 months	Phase I (12 months) \$1,200,000 Phase II (7 months) \$800,000	No	German	10 CBDT 1 MDU 1 field office

Note 1

The project name should be in the following format

Agency Province or District CBD/demining Project Year

For example: ATC Kahmard CBD Project 1391

HT Kabul Demining Project 1391

Note 2

Most projects, especially CBD are not able to be finished in 12 months. Please show the total duration of your project even if it goes beyond 1391.



Note 3

If your project is more than 12 months please show the cost in phases. Phase I for 12 months, Phase II any additional months, if necessary Phase III

For example if your project is to clear all the hazard in Badghis and you think it will take 2.5 years you should show:

Phase I (12 months) \$3,000,000. Phase II (12 months) \$2,000,000. Phase III (6 months) \$800,000.

Note 4

If your project is for more than 12 months and the number of teams in Phase II or Phase III is different please indicate.

The detail required in the aspirational plan assists MACCA in its role of advising UNMAS and other bilateral donors which projects are a priority for funding. An indication of the length of the project (beyond 1391 if necessary) enables MACCA to make sure (as far is possible) that funds are earmarked to finish the whole project off.

4. MACCA Plans office will use these tables to ascertain that there is sufficient work for all entities that wish to deploy in a certain region. This will be based on a simple calculation of demining teams and support elements divided into the available hazard.
5. At the regional level IPs will coordinate with each other through the relevant AMAC manager to decide who will fundraise against which tasks using what mix of clearance assets. The IP is responsible for the deployment of its own assets (not the MACCA). Non intrusive machines are mainly used as support assets – it is the IPs responsibility to get the mix of support right and to have a clear understanding of how to integrate assets. Intrusive machines can be a high productive lead asset that requires support. A clear plan should be made to maximize the potential of an intrusive machine.



6. At regional level the IP and the AMAC will develop a regional IP task list
7. The IP will decide how to develop projects against this list – CBD, traditional teams etc.
8. The IP will develop an outline plan of how it proposes to seek funds for the assets it needs for its corporate strategy.
9. The IP will develop costed outline projects.

For absolute clarity there is no regionalization requirement, nor will the MACCA issue a set of targets to IPs. The MACCA will ask IPs to select their own area of work, their own mix of assets, and to identify how they propose through the course of the year to fund their structure. IPs must remember however that a wish list is not the same thing as a contracted project and there is no guarantee that a donor will pick up and fund exactly what the IP suggests. When asked to evaluate projects the MACCA Programme Department policy is to look for cost effective and innovative approaches with the emphasis on field delivery and not administration or fixed field office structures.

MACCA will use the information derived from this process in the 1391 IOF document to be published by end January 2012.