



Annexes of HCSS-07-003r

**Evaluation of the Netherlands' financial
assistance for humanitarian demining activities
in 1996-2006: Bosnia and Herzegovina**

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Annex 1A – Terms of Reference

Terms of Reference

Preparing the ground for a mine save world

An evaluation of Dutch efforts to control landmines and explosive remnants of war Terms of Reference for the evaluation of financial assistance for humanitarian demining activities in 1996-2006

1 Introduction

The Dutch government seeks to adopt an integrated approach to international issues, using an effective and efficient combination of policy instruments. This is the reason for the IOB (Policy and Operations Evaluation Department) evaluation of Dutch efforts to control landmines and explosive remnants of war (ERW's). This evaluation will examine two types of policy instrument (political and financial) and how they interrelate. It will be made up of two distinct parts (study I and study II). Each of the two parts, which will be carried out separately, will focus on one of the policy instruments, including its nature, operation and effects. Study I will focus on political initiatives: the diplomatic efforts undertaken, in the various fora on conventional arms control, to expand, tighten and enforce existing international legal instruments. Study II will focus on the instrument of financial assistance, i.e. funds for mine clearance activities in countries with a mine problem, seen from the broad perspective of humanitarian aid and post-conflict reconstruction. These Terms of Reference relate to study II.

2 Background

Scale and nature of the landmine problem

According to the latest (2005) edition of *Landmine Monitor Report*, in the world as a whole, there were 84 countries and 8 areas not internationally recognised as independent states that had a mine problem in 2005. The number of mines involved can only be estimated. Estimates in the literature range from 30 to 300 million. Yet what matters is not so much the precise number of mines, but the size of the contaminated area. The presence of just a single mine renders an area potentially hazardous, and even the mere suspicion that mines are present can severely disrupt local and/or regional ways of life. What ultimately matters, therefore, is the

impact of mines on the socioeconomic situation. The actual number of mines is largely immaterial.

There are enormous differences from one country to the next. In some, the location of minefields is known and they cause the civilian population little trouble. The Falkland Islands are a case in point. During the 1982 conflict, thousands of mines were laid on the beaches and moorland. According to the national authorities, there are more than 100 minefields covering 20 square kilometres and containing some 16,000 mines. These minefields are all clearly marked and fenced off, and are checked regularly (*Landmine Monitor Report 2005*). In other countries, the problems are overwhelming. In Afghanistan, for example, various army units and factions have been using mines for over twenty years, making it one of the worst affected countries in the world. Landmines and ERWs are scattered throughout the country. A Landmine Impact Survey conducted between November 2003 and November 2004 identified 4,514 risk areas (covering 715 square kilometres) in 2,368 populated areas. Some 4.2 million people live in these areas (15% of the total population), 1.6 million of whom in what the survey called 'high or medium-impacted communities'. The mines impede access to agricultural land and pastures, and hamper the reconstruction of roads, bridges, irrigation systems, schools and other public buildings. Every month, they claim between 150 and 300 victims.¹ In the 24 months preceding the survey, a total of 2,245 victims were recorded in 664 of the 2,368 populated areas identified.

The international community tends to see the mine issue as a humanitarian problem. Every year, an estimated 15,000 to 20,000 people are killed or injured in accidents involving mines, although exact figures are not available. Most casualties are civilians. The Landmine Monitor recorded 6,521 cases in 2005, including children (1,262 or 19%), women (239 or 4%) and military personnel (25%). Yet many mine-related accidents are not reported, because they take place in remote areas where no assistance or communication of any kind is available. Accidents occur in almost all regions of the world. In 2002 they claimed victims in 20 countries in sub-Saharan Africa, in 15 countries in Southeast Asia, in 10 countries in the Middle East and North Africa and in 5 countries in Latin and Central America (*Landmine Monitor Report 2003: 39-41*).

¹ Progress in implementing Article 5: An overview of the mine-affected States Parties' problems, plans, progress and priorities for assistance, Background information compiled by the Implementation Support Unit of the GICHD to assist the Standing Committee on Mine Clearance, Mine Risk Education and Mine Action Technologies, 11 February 2004, p.3.

The landmine issue can also be defined as a socioeconomic problem:

- Mines and ERWs disrupt traditional ways of life. Social ties between relatives, families or communities are severed because roads, pastures, markets, schools, wells, riverbeds and other communal facilities and meeting places can no longer be used or can only be accessed via a circuitous route.
- Mines and ERWs impede economic development. The isolation of land, roads, bridges and markets can cut off existing local or regional sources of income. At the same time, the affected communities are confronted by a growing number of disabled people who are unable to provide for themselves. This places an increasing strain on the resources available for medical care. Not only are the operations that have to be performed immediately after an accident difficult and expensive, but also in the longer term the rehabilitation of victims demands constant medical care and attention.

Mines and ERWs pose the additional problem of hampering peacebuilding in post-conflict areas. After a conflict, refugees and displaced persons are unable or unwilling to return to their original homes because they know or suspect that the area is mined. This can slow down the process of reconciliation between the former warring parties.

Mine clearance jargon

‘Humanitarian demining’ usually refers to the sum total of activities relating to the clearance of mines and ERWs. These include: 1) examination of the nature and size of a minefield; 2) preparation of a general plan of action; 3) clearance of mines and ERWs; 4) marking of minefields; 5) follow-up inspections; 6) involvement of the local population in mine clearance activities; and 7) transfer of demined land (GICHD, 2004:64). Humanitarian demining should not be confused with military demining. The aim of humanitarian demining is to remove *all* mines and ERWs, so that it is safe for the civilian population to start living and working again in the affected areas. Military demining is designed to create narrow corridors through minefields for troops and equipment. Since speed is crucial to the success of a military operation of this kind, no attempt is made to clear all the mines. The risk of remaining mines is factored into the equation (House of Representatives, 24292, no. 1:16).²

² The UN norm for the accuracy of humanitarian demining is 99.6%. On the other hand, the Dutch military, for example, consider 80% accuracy to be adequate for military demining (House of Representatives, 27162, no. 8:6).

Humanitarian demining is only one component of what is referred to in international land mine parlance as ‘mine action’. Mine action is an umbrella term that covers a range of activities designed to reduce or completely eliminate the effects of landmines and ERWs on civilians in their living environment. These include: 1) victim support and social rehabilitation; 2) mine risk education and mine awareness for the local population; 3) mine clearance; 4) data management; 5) training for mine clearers; 6) technical research into better detection and clearance techniques (House of Representatives, 27162, no. 8:1).³

Development of the mine action sector

The international community’s activities in the field of mine action started out in Afghanistan. In October 1988, in view of the problems the country faced because of landmines, the UN called for funds for humanitarian mine clearance. Until then, mine clearance had been the exclusive preserve of national armed forces. In the case of Afghanistan, however, there was no functioning national army, and the retreating Soviet troops were unable or unwilling to clear the mines that had been laid. This prompted the UN to develop and promote activities of its own. Initially, the UN’s humanitarian mine clearance activities in Afghanistan were limited to providing demining training. Subsequently support was given by a number of mine-action NGOs specially set up for this purpose in Afghanistan. This initiative in turn triggered the establishment of the first international NGO for mine action (HALO Trust), and activities were extended to other countries with mine-related problems. These included Angola, Cambodia, Iraq, Kuwait and Mozambique.

Not all demining activities were entirely successful. In the mid-1990s there was a growing realisation that, in order to discover why previous programmes had succeeded or failed, a common basis for the development of new programmes was needed. In 1997, a study by the UN Department of Humanitarian Affairs (DHA) was published which examined the factors underlying the success or failure of the first demining programmes in four countries. The study concluded that demining operations suffered from a chronic lack of organisation, commitment and vision. These conclusions, combined with proposals put forward by a

³ The UN defines mine action as ‘activities which aim to reduce the social, economic and environmental impact of mines and unexploded ordnance’. The Geneva International Centre for Humanitarian Demining (GICHD) identifies five clusters of activities: 1) awareness and education; 2) humanitarian demining; 3) victim assistance and rehabilitation; 4) stockpile destruction; 5) advocacy against the use of anti-personnel mines (GICHD, 2004:20).

number of working groups that had been dealing with the question of standardisation since 1996, led to the establishment in 1997 of the United Nations Mine Action Service (UNMAS). Since then, UNMAS has been the central contact point within the UN for all landmine-related activities and initiatives. In 1997 it published its first list of standards, the International Standards for Humanitarian Mine Clearance Operations. At the same time, UNICEF devised the first series of international guidelines on education and awareness programmes.

Starting in the late 1990s, more attention was paid to: 1) changes and shifts in mine action procedures, practices and standards and how they are perceived; 2) streamlining of mine action in the wider context of sustainable development and capacity building. For example, the scope of the UNMAS standards published in 1997 was extended. In 2000 the first edition of the International Mine Action Standards (IMAS) was issued by UNMAS. IMAS contain more elements of mine action than the original standards, which dealt exclusively with mine clearance. Their aim is to make mine action more secure and efficient by defining a number of internationally accepted principles, procedures and minimum requirements for national authorities, international donors and organisations in this field. IMAS are reviewed every three years in order to incorporate developments in the field (GICHD, 2004:21-27; Policy Framework for Humanitarian Mine Action, 2004). Mainly because of its traditional isolation, the biggest challenge currently facing the mine action community is the streamlining of mine action (point 2 above). In the last few years, not only have initiatives been developed to incorporate mine action into specially devised national strategies, but there has also been more cooperation with actors operating in this area (GICHD, 2004:21-27; Danida, 2003:9).

International coordination of mine action activities

The international mine action network is made up of national, international and non-governmental actors. Mine action activities are coordinated by the following horizontal and vertical mechanisms:

- The Mine Action Support Group (MASG), which was set up in 1998, is the primary coordinating body for donors. It is an informal forum of 27 donors who meet three times a year in New York and Geneva to share information on mine action activities and humanitarian demining policy. In 2003 Norway initiated the establishment of the Resource Mobilisation Contact Group (RMCG) in the margins of the meeting of the parties to the Ottawa Convention. The RMCG provides an opportunity for international

consultations and the exchange of information between mine action donors and the principal stakeholders in the margins of the various meetings of the parties.

- UNMAS plays a pivotal role in UN mine action activities. A number of other UN bodies also operate in this area. These include UNICEF (mine risk education), UNHCR (mine risk education and safe food supplies), UNDP (socioeconomic consequences of the presence of mines), UNOPS (integrated mine action and capacity building programmes) and UNOCHA (humanitarian consequences of mines). The Inter-Agency Group on Mine Action is responsible for coordination between the various UN bodies. The Steering Committee on Mine Action coordinates the mine action activities of UN and non-UN bodies. NGOs (including the International Campaign to Ban Landmines (ICBL)), the ICRC and the GICHD, among others, are represented on these committees.
- The most important umbrella organisation for NGOs is the ICBL. The ICBL owes its origin to an initiative by six humanitarian NGOs (Handicap International, Human Rights Watch, Mines Advisory Group, Medico International, Vietnam Veterans of America Foundation and Physicians for Human Rights) who joined forces in the 1990s to work for an unconditional ban on the production, possession, trade in and sale of landmines and other remnants of war. Since the inception of the Ottawa Convention in 1996, the ICBL has worked to promote the universalisation of and compliance with this agreement. Over 1,400 NGOs in more than 90 countries are currently affiliated.
- The Geneva International Centre for Humanitarian Demining (GICHD) was established in 2000 to support the UN's work. The GICHD is an independent centre of expertise that provides a platform within the international mine action network for international consultation and information exchange. It was the driving force behind the development, distribution and maintenance of the Information Management System for Mine Action (IMSMA), which was introduced in mid-1999.

National organisation

In most mine-affected countries, demining activities are managed centrally by a national mine action authority. This is a national government body – a ministry, for example – that is responsible for the regulation, management and interministerial coordination of national mine action activities. In addition, there is generally a mine action centre (MAC) that acts as national operator. MACs have a number of tasks: managing the national database, adopting national mine action plans and priorities, accrediting non-governmental and commercial demining organisations, coordinating local mine action plans with the activities of demining

NGOs and other outside bodies and local deminers, drawing up national mine action standards and monitoring the quality of demining activities. In some countries, the national mine action centre is the equivalent of a national mine action authority (GICHD, 2004:118).⁴ Immediately after the end of a conflict, before a government has been installed, the MACs are run by the UN. They are subsequently integrated into the national government structure (Danida, 2003:57).

3 Dutch policy

Financial assistance for mine clearance operations has been part of Dutch government policy since 1992. At first the Netherlands' stand on the issue was a cautious one. On 25 August 1995, as part of the preparations for the first review conference of the Convention on Certain Conventional Weapons (CCW), the first policy memorandum on the problem of landmines was published. In it the Minister of Foreign Affairs, the Minister of Defence and the Minister for Development Cooperation acknowledged the gravity of the landmine problem and gave their backing to a total ban on anti-personnel mines in the long term, but argued that for the time being landmines were indispensable part of the Dutch army's arsenal. A general ban on the use of landmines would only be attainable, they wrote, once fully fledged, humane alternatives to landmines had been developed (House of Representatives, 24292, no. 1). In March 1996, however, defence minister Joris Voorhoeve announced that the existing stockpile of anti-personnel mines would be disposed of and that such weapons systems would not be used in the future (House of Representatives, 24292, no. 4:1). This decision cleared the way for the Netherlands to play a more active role in combating the problem of landmines in the framework of the CCW and the Ottawa process (House of Representatives, 24292, no. 15:2). On the basis of the decision, over a three-year period, almost 440,000 superfluous landmines (235,000 anti-personnel mines and 203,000 anti-tank mines) belonging to the Dutch armed forces were destroyed. The Netherlands retained up to 5,000 anti-personnel mines for the purpose of training mine clearers, studying better ways of detecting landmines and rendering them harmless, and testing equipment developed to do so (House of

⁴ The principal non-governmental demining organisations include: DanChurchAid (DCA), the Danish Demining Group (DDG), HALO Trust (HALO), the Mines Advisory Group (MAG), Norwegian Peoples Aid (NPA) and the Swiss Foundation for Mine Action (FSD) (LMR, 2003:25). Since the first Gulf War, various commercial organisations have also been active in the field of humanitarian demining. These include BACTEC, European Landmine Solutions, Mechem, Mine-Tech International, Royal Ordnance, Ronco and Dyncorp International (GICHD, 2004:22, Wikipedia, 2006) In some countries, demining is performed by a combination of NGOs and the national army or the police.

Representatives, 25000 V, no. 72:7). Although landmines had not been produced in the Netherlands for almost 20 years, the production of anti-personnel mines was prohibited by law at parliament's request in 1996.

Since 1996, the Netherlands has been one of the ten biggest donors in the field of humanitarian demining.⁵ Between 1996 and 2005, the number of countries to which the Netherlands donated funds varied between six and thirteen (see diagram 1). Since signing (3 December 1997) and ratifying (12 April 1999) the Ottawa Convention, it has also been obliged to contribute to efforts to clear mines across the globe and provide assistance for the care, rehabilitation and social reintegration of mine victims. Between 1996 and 1999, the Dutch government earmarked some NLG 20 million annually for humanitarian demining (House of Representatives, 26137 (R1620), no. 5:1). Until the end of 2000, financial assistance for humanitarian demining activities came under the budget article for emergency aid. In November 2000 the Ministry of Foreign Affairs created a separate article in its budget for humanitarian demining, and increased its annual contribution to NLG 30 million, to emphasise 'the importance of humanitarian demining to re-establishing a safe living environment in post-conflict countries and the Netherlands' specific expertise in demining and the contribution it can make' (House of Representatives, 27162, no. 6). In the autumn of 2003 the government decided to set up a Stability Fund in order to provide rapid, flexible support for activities at the interface between peace, security and development in countries and regions emerging from or at risk of sliding into armed conflict. The funds previously set aside for demining are now allocated to this Fund (DBV/CV-262/03).

In 2003 the government formulated the following central aim for humanitarian demining: 'Dutch policy focuses on clearing landmines and unexploded ordnance (UXO) in order to reduce the number of mine accident victims and foster socioeconomic development. The Netherlands seeks to establish cost-effective mine-clearing operations that mobilise local workers and can be taken over by national bodies as quickly as possible.' (Policy Framework for Humanitarian Mine Action, Theme-based Cofinancing, 15 February 2003. In principle, only countries that have signed and ratified the Ottawa Convention (and actually comply with it) are eligible for Dutch assistance. Financial assistance for demining activities is channelled through the UN (UNMAS and UNDP) and NGOs (in particular the Mines Advisory Group,

⁵ During this period the Netherlands has fluctuated between sixth and tenth place.

Handicap International, HALO Trust and Norwegian Peoples Aid). Organisations that perform mine-clearing activities on a commercial basis are not eligible for assistance. The same applies to organisations that are – or used to be – involved in the illegal trade in anti-personnel mines or arms (House of Representatives, 27162, no. 8:6).

Demining programmes must comply with the following UNMAS mine action guidelines, which are to be coordinated at national level:

- promoting awareness of the presence of mines and UXO and reducing the risks to the inhabitants and users of the area concerned;
- carrying out surveys to determine the location and size of minefields and facilitate their marking and clearance;
- providing assistance to victims of accidents involving mines and UXO and fostering their rehabilitation and reintegration;
- stigmatising the use of landmines and supporting a total ban on landmines;
- building local capacity through education and training so that mine clearance can be transferred to a national agency;
- carrying out quality control checks on the above-mentioned activities.

In awarding grants, the Netherlands gives priority to: 1) actual mine-clearing projects in areas where landmines present the greatest risk to the population; 2) demining activities in countries with which it maintains bilateral aid relations, or in which it contributes to activities relating to human rights, peacebuilding and good governance; 3) the continuation of projects that have already received grants (as opposed to new activities); 4) capacity building and training so that mine-clearing operations can be taken over as quickly as possible by the national authorities in the countries affected (House of Representatives, no. 8:4-6). As far as techniques are concerned, manual detection is the preferred method. The Netherlands prefers the deployment of large mine-clearing teams to the funding of heavy machinery because of the resultant opportunities for engaging the local population and promoting employment. No grants will be made available for the development of new detection and clearance techniques (House of Representatives, 27162, no. 8:5-6).⁶

⁶ The Policy Framework for Theme-based Cofinancing became effective in 2003. Theme-based cofinancing is a system for awarding grants. Its aim is to use central funds to support initiatives pursued by specialised organisations (i.e. those specialising in a certain theme) that work together with local organisations. These initiatives should seek to build up civil society and achieve long-term reductions in poverty in several developing countries, while strengthening the local organisations with which the specialist organisations cooperate. Grant applications for demining programmes should be compatible with both the Policy Framework for Theme-based

Funding decisions are currently guided by whether an area has been accorded priority in the context of the Stability Fund (Stability Fund Assessment Framework). The priority areas are the Horn of Africa, the Western Balkans, the African Great Lakes region and Afghanistan.

4 The study: objective, evaluation criteria, questions and structure

Objective

The objective of study II is threefold:

- 1 to understand how Dutch policy on humanitarian demining was formulated in the period 1996-2006;
- 2 to assess the way in which mine-affected countries and humanitarian demining programmes eligible for financial assistance were selected;
- 3 to assess the effectiveness of Dutch financing efforts in this area.

Evaluation criteria

The study can be seen as a combination of a policy review and a product evaluation. The applicable evaluation criteria are the relevance and effectiveness of the policy.

Relevance: Relevance is gauged by the degree to which the activities in question help achieve the aim in question. The main aim of humanitarian demining is to prevent new mine-related casualties. From this perspective, the humanitarian demining programmes supported by the Netherlands are by definition relevant and the question of relevance can be disregarded in the study. In the case at hand, however, it is important to scrutinise the policy relevance of the humanitarian demining programmes supported by the Netherlands. It is necessary to ascertain whether the activities are a logical corollary of Dutch policy and whether they tie in with the policy of the recipient country. Both aspects of this question are covered in the study (see the first and second cluster of questions addressed by the study).

Effectiveness: IOB guidelines define the criterion of ‘effectiveness’ as follows: ‘Effectiveness concerns the degree to which the direct results of the activities carried out (i.e. the ‘output’) contribute to the sustainable achievement of the programme objectives (i.e. the ‘outcome’).’

Because of the nature of humanitarian demining, the effectiveness of humanitarian demining programmes supported by the Netherlands can be accurately measured in terms of outputs. Accurate data on the resources employed – both financial and manpower – (inputs) and on the number of landmines cleared, the number of hectares demined etc. (outputs) are recorded and published. Both the periodic progress reports of demining organisations and the annual reports by mine-affected countries mandated by the Ottawa Convention represent comprehensive, reliable and accessible sources of information. But less is known about the actual use of demined land and the extent to which humanitarian demining programmes benefit the communities involved (outcomes). For this reason, the evaluation method used here mirrors as closely as possible the one employed in previous evaluations incorporating land use.⁷

Efficiency: The IOB guidelines cite ‘efficiency’ as a third evaluation criterion after ‘relevance’ and ‘effectiveness’. Efficiency refers to the degree to which the results achieved (output) are in proportion to the cost of the resources used (input) and their application. This is a question that cannot be answered in the case of humanitarian demining (and indeed no attempt should be made to do so), since every mine that is cleared equals a human life saved. The evaluation will therefore only ask whether the humanitarian demining programmes supported by the Netherlands were completed on time and within budget. This is a narrow definition of ‘efficiency’, generally referred to in the literature as ‘cost effectiveness’ (see the third cluster of questions).

Questions

Based on its threefold objective, the evaluation will focus on the following three clusters of questions:

Dutch demining policy

- Underlying principles:

On what principles was Dutch policy based?

Was demining policy incorporated into general policy (e.g. development policy, humanitarian aid policy or post-conflict reconstruction policy)? If so, how?

- Objectives:

⁷ Of particular relevance in this regard are Danida’s evaluation ‘Danish Support to Mine Action’ (2003) and a GICHD evaluation of land use in Yemen which should be complete by the end of 2006.

What were the Netherlands' demining objectives in the period 1996-2006?

- Strategies:

How did the Netherlands endeavour to achieve these objectives?

- Activities:

Were the activities undertaken by the Netherlands a logical corollary of Dutch policy?

Selection of countries and programmes

- Consistency:

What criteria played a role in determining a mine-affected country's eligibility for financial assistance?

What criteria played a role in the acceptance or rejection of grant applications?

Was decision-making on this matter consistent?

Was decision-making on this matter transparent?

- Coordination:

Were the activities coordinated with other activities supported by the Netherlands?

Were the activities coordinated with other donors and/or aid organisations?

Did the demining programmes supported by the Netherlands meet national needs in the area of demining?

Effectiveness

- Nature and extent of the landmine problem:

How did the mine problem develop in the countries and regions assisted by the Netherlands between 1996 and 2006? In what respects has the problem lessened or deteriorated?

- Effectiveness of the programmes:

To what extent did the programmes supported by the Netherlands achieve their objectives?

Were the programmes carried out on time and within budget?

How did the programmes contribute towards the Netherlands' aims as regards capacity building?

Is land that has been cleared of mines being used again? If not, why not? If so, is it being used for the purpose envisaged?

What is the opinion of the national, regional or local authorities and the affected local communities on the effectiveness of the demining programmes supported by the Netherlands?

- Effectiveness of Dutch policy efforts:

Did the programmes supported by the Netherlands help reduce the annual number of victims of accidents involving landmines and UXO?

Have the programmes supported by the Netherlands contributed as envisaged to socioeconomic development?

Structure of the study

The study comprises both desk-based and field components.

1. Desk-based research

The first phase of the study will give an overview of Dutch humanitarian demining policy and establish how countries and programmes eligible for financial assistance were selected on the basis of this policy. This will involve studying the relevant literature, examining parliamentary papers (policy documents, theme-based policy frameworks, committee reports, etc.) and consulting recent evaluation reports on humanitarian demining by other donors. The first phase will also include interviews with various stakeholders both at the Ministry of Foreign Affairs (representatives of the Human Rights and Peacebuilding Department (DMV), the Security Policy Department (DVB) and the relevant regional departments) and external bodies (representatives from UNMAS, GICHD, donors represented in the Mine Action Support Group and others). The desk-based component of the study will be conducted by the IOB-evaluation team.

2. Field research

An international consultant will be contracted to perform field research at locations in three countries where programmes supported by the Netherlands are being carried out. The field research will focus on gathering information on the use of demined land. The remit of the team of evaluators that will perform the field research is twofold.

First, they will collect information on the envisaged use of the land that has been cleared of mines with Dutch financial assistance. They will be instructed specifically to:

- Prepare an overview of the various assessments of the nature and extent of the landmine problem that served as a baseline for the demining programmes. These include at a minimum the Landmine Impact Surveys, the General Mine Action Assessments or Level One Surveys, and the Technical Surveys or Level Two Surveys.
- Examine how the competent demining authorities determined which countries were eligible for mine clearance. To this end they will have to identify the selection procedures that were followed, the stakeholders involved in the selection procedures, and the data that prompted the demining authorities to initiate mine clearance activities.

Second, they will provide an overview of how, once a mine clearance programme has been completed, the land in question is actually being used. They will be asked to:

- Investigate what demined land is being used for in practice and collect written and photographic evidence of their findings. Investigate, if relevant, how intensively the land in question is being used for the purpose designated.
- Gauge opinion on the actual land use among representatives of the population groups and communities involved. Previous evaluations have shown that focus groups drawn from community leaders, users of demined land, women, children and mine victims constitute an important instrument in gauging opinions.

In the context of the field research, files will also be examined at the relevant embassies, and interviews will be conducted with representatives from 1) the Dutch missions in the countries concerned; 2) the demining organisations supported by the Dutch Ministry of Foreign Affairs; 3) public officials from the competent national ministries and regional and local authorities who are directly involved; 4) the national coordinating bodies in the area of humanitarian demining; 5) NGOs (e.g. ICBL and Human Rights Watch); 6) the ICRC; 7) UN bodies involved (including UNDP, UNOCHA and UNICEF); and 8) other donor countries.

Parameters and scope of the study

The field research to be undertaken was selected with reference to the following factors:

1. the scale of Dutch commitments to the recipient country;
2. the duration of Dutch assistance (continuous or ad hoc);

3. the method by which the Netherlands delivers its aid (direct to the demining NGOs and/or via multilateral channels);
4. the nature of the activities supported by the Netherlands (mine clearance only, or other forms of mine action, or both);
5. the scale of the problem in the recipient country (geographical, number of victims, urgency);
6. the nature of the mine problem in the recipient country (landmines and/or ERWs);
7. the organisation of humanitarian demining in the recipient country (UN-run mine action centre or national demining authority);
8. the political situation in the recipient country (e.g. relatively stable political situation and constructive climate for humanitarian demining vs. political instability);
9. whether the country has signed/ratified the Ottawa Convention;
10. whether the Netherlands has bilateral development relations with the country.

Based on factors 1 and 2 (see diagram 1), concise country analyses have been performed for Afghanistan, Angola, Bosnia-Herzegovina, Cambodia, Eritrea, Laos and Mozambique (see diagram 2). In consultation with DMV, Angola, Bosnia-Herzegovina and Cambodia have been selected for field research. The locations to be covered by the field research have to be selected by mutual agreement on the basis of an inventory of activities in Angola (see diagram 3), Bosnia & Herzegovina (see diagram 4) and Cambodia (see diagram 5).

5 Organisation

The study of how the Netherlands has employed the instrument of financial assistance is the second part of the IOB evaluation of the Dutch efforts to control landmines and ERW's. The evaluation is carried out under the responsibility of inspector Yvonne Kleistra. Michiel van Bokhorst, who worked on the preliminary study as an IOB trainee, will also work on study II, as a research assistant. A senior researcher is hired to conduct and supervise the evaluation in conjunction with the inspector.

An international team of highly qualified independent evaluators will be hired to perform the field research. The evaluation team should consist of a team leader and two team members. Given the nature of the subject, the team of evaluators will have to be multidisciplinary and should include personnel with professional background and extensive experience in humanitarian demining and humanitarian aid and/or reconstruction actions, the work of

national and international agencies, gender expertise, and experience in the countries covered by the field research. The team leader should have extensive experience in conducting evaluations of the provision of humanitarian aid and socio-economic reconstruction activities. The timetable for the evaluation work in the three countries selected for field research will require the creation of three separate field study teams. The team leader of the evaluation team and the two other members of the evaluation team each will direct a field study team. The field study teams should include local evaluation expertise. Part of the international consultant's remit will be to recruit local consultants for the field missions in the three countries selected.

It is estimated that the field research in the three countries selected may require nine person-months work. The evaluation team should conduct the field missions at least in part analogously and preferably on the basis of tested methods.

During the course of the field research the following outputs will have to be produced: three field mission reports, a draft final synthesis report of the field research to be submitted within one month upon completion of the field work. The draft synthesis report will be finalised following review by IOB. The results of the field research will be incorporated into the final IOB-evaluation report of study II.

A sounding board group has been set up including representatives of the policy departments involved and three outside specialists. The group will hold three meetings to give its opinion on study I, study II and the synthesis study of the IOB evaluation.

6 Proposal

The proposal to undertake the field research for this evaluation should be fully responsive to the Terms of Reference outlined above. The proposal should indicate clearly the methodological approach to be used, along with the rationale for the overall evaluation strategy. The proposal should furthermore indicate how questions and issues will be dealt with, as well as which sources of information will be used. It should also indicate clearly the strategy for involving the agencies implementing the humanitarian demining activities, local institutions and beneficiaries in the evaluation.

The review and assessment of proposals will be guided by four criteria: 1) quality of the evaluation team, 2) overall approach and evaluation strategy, 3) understanding of the assignment, and 4) the financial offer.

7 Reporting schedule field research

Submission of three field mission reports	June- July 2007
Submission of draft synthesis report	31 July 2007
Review of draft synthesis report	15 August 2007
Submission of final synthesis report	31 August 2007

8 Products

The evaluation will produce reports on studies I and II (incorporating the results of the field research) and a synthesis report. Studies I and II will be published as IOB working documents. The results of these studies will be incorporated into a synthesis report, which is primarily intended for parliament

Abbreviations:

CCW	Convention on Certain Conventional Weapons
Danida	Danish International Development Agency
DHA	Department of Humanitarian Affairs (UN)
ERW	Explosive Remnants of War
GICHD	Geneva International Centre for Humanitarian Demining
HALO	Hazardous Area Life-Support Organisation
ICBL	International Campaign to Ban Landmines
ICRC	International Committee of the Red Cross
IMAS	International Mine Action Standards
IOB	Policy and Operations Evaluation Department (Ministry of Foreign Affairs)
MASG	Mine Action Support Group
RMCG	Resource Mobilisation Contact Group
UN	United Nations
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNMAS	United Nations Mine Action Service
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNOPS	United Nations Office for Project Services
UXO	unexploded ordnance

Annex 1B – Composition of the Teams

Team leader of the field evaluation is Mr. Ferko Öry. Mr. Öry worked 20 years in international development cooperation, including evaluation of large projects in the field of humanitarian aid. He was 8 years a member of the board of *Medicine sans Frontieres (MSF)* and worked with MSF in six countries during armed conflicts. Ferko Öry was coordinator of MSF in Bosnia during the war. He was advisor to the Minister of Development Cooperation at the Ministry of Foreign Affairs in the Netherlands and worked from 1995-1998 as first secretary at the Royal Netherlands Embassy in Harare, Zimbabwe. In Harare Mr. Öry was responsible for the Netherlands' international development cooperation in health, population and nutrition in 8 countries in the Southern African region. During this assignment, he discussed with the Ministry of Finance the contribution of the BNP to the health sector and stimulated the use of Public Expenditure Reviews (PER) as an instrument to assess the influence of donor contribution to the distribution of financial means to the public sector and has experience in institutional assessment of government institutions and NGOs in low-income countries.

Bosnia-Herzegovina field team

Mr. Öry is team leader of the team in Bosnia Herzegovina.

Team members are Russell Gasser, Jacqueline Dees and locally hired expertise. Russell Gasser is an independent consultant and several evaluation for example in a global assessment of the European Commission's mine policy and action over the period 2002 to 2004. Jacqueline Dees holds a Bachelor Degree in "English Language and Culture" with a minor Conflict Studies and Human Rights. Currently, she is enrolled in Masters Programme in International Relations and is an intern at the HCSS since February. Suzana Srnica Vukovic has seven years experience in mine action. She worked for BHMIC, UNICEF and Handicap International (during the LIS.) Currently she research consultant for the Landmine Monitor reports in the Balkan region. Almedina Music has ten years experience in mine action. She worked for CARE International and Handicap International, (during the LIS). Currently, she is a Landmine Impact Survey Trainer for the Survey Action Centre.

Angola field team

Team leader of the Angola team is Mr. Arnold Schoolderman. Arnold Schoolderman is a senior researcher and project and programme manager for TNO Defence, Safety and Security. The majority of his projects deals with mines and current and future sensor technologies. His projects on humanitarian demining are part of the Work Plan of International Test and Evaluation Program on Humanitarian Demining (ITEP).

Team members are Guus Meijer, Haweya Abdillahi and locally hired expertise. Guus Meijer works as a freelance consultant and has more than 20 years of professional experience in post-conflict peacebuilding, particularly in Africa and former Portuguese colonies. In recent years, he has been working on various policy evaluations in Africa (a.o. Angola, West Africa, DR Congo, CAR) and Europe (the Netherlands and European Commission). Haweya Abdillahi, holds a Bachelors degree in Dutch law and is currently a Master student International Public Law at the University of Utrecht. She

has relevant work experience in the field of small arms and light weapons, due to an previous internship at the Security Department Ministry of Foreign Affairs.

Cambodia field team

The team leader of the Cambodia team is Mr. Govert Gijsbers. Govert Gijsbers is a senior advisor with the TNO policy innovation group. He has extensive experience undertaking evaluations, including for the Ministry of Foreign Affairs, developing impact assessment methods, project management and rural – and institutional development for the EU and the UN.

Team members are Adrian Sprangemeijer, Tim Sweijs and locally hired expert. Adrian Sprangemeijer is a senior researcher with 16 years of experience in research on mines and humanitarian demining. He was an army officer with experience in mine clearance and explosive devices. Tim Sweijs is a recent graduate of King's College where he earned a MA-degree in War Studies. Mao Vanna has been involved in the in the Cambodian HMA field for many years, working for CMAC and Geo Spatiale International. He is an expert in the integration on demining and development.

Annex 2 – The Field Mission

The visit took place from 14th to 29th June 2007.

Participants

Ferko Öry	TNO	Team Leader
Russell Gasser	Consultant	Subject Specialist
Jacqueline Dees	TNO	Support Staff
Almedina Music	Consultant	Local subject specialist
Suzana Srnic Vukovic	Consultant	Local subject specialist

Approach

The first five days of the mission were spent undertaking meetings with key stakeholders in Sarajevo (the capital of the Federation) and obtaining and reading key documents. All full list of all meetings throughout the entire mission is included as Annex 5 to this report.

Field visits were made to the following towns, covering the whole of the national territory except the most westerly region (see map below):

Travnik, Banja Luka (Capital of the Republika Srpska), Modrica, Brcko (Semi-autonomous district), Tuzla, Modrica, Celic, Banovici, Mostar, Srebrenica.

Because the bulk of the Dutch contribution to HMA in Bosnia and Herzegovina was spent on capacity-and institution building, the team decided to move the main scope of the evaluation to this process. The team gave secondary attention to the visitation of cleared sites, this because clearance was funded with a relatively small part of the Dutch contribution.

To evaluate the capacity building process, six of the regional offices of the Bosnia and Herzegovina Mine Action Centre (BHMIC) were visited and meetings were held with the staff of these centers. Three meetings were held with Municipal Authorities, responsible for the cleared areas with Dutch funds, for an insight in the prioritisation process as well as the impact of the clearance at this level.

The team visited only five sites cleared with the Dutch contribution. Nevertheless, these gave already a good impression because this was more than half of the total sites cleared with Dutch funds: to be exact nine. Three focus groups were held with local people in mine/UXO impacted areas, covering four of the visited sites.

Meetings were conducted using frameworks of prepared questions to ensure uniformity, with ample time for discussion of local issues and listening to the concerns of local people. The lists of questions (included in Annex 7) were based on an overall strategic approach which started with the Terms of Reference (ToR) and generated a list of questions to provide the information needed to write a report which would be compliant with the ToR and which had been agreed in discussion with the Netherlands' Ministry of Foreign Affairs. The overall framework is included in Annex 4.

At the end of the mission a debriefing was held at the embassy of the Netherlands in Sarajevo, for key stakeholders. Details are given in Annex 10.

The key outputs of the mission will be:

- i This report.
- ii A contribution to the joint report as defined in the ToR.



Map Bosnia and Herzegovina.¹

¹ Map courtesy of Medena. <http://www.medena.ba>.

Annex 3 – Matrix for Analysis

	RELEVANCE	EFFECTIVENESS	EFFICIENCY	IMPACT	SUSTAINABILITY
	<p>WHO ?</p> <p>Suited to priorities and policy of:</p> <ul style="list-style-type: none"> - target - recipient - donor 	<p>Attains objectives?</p> <ul style="list-style-type: none"> - Are objectives likely to be achieved soon ? - What are/were key blockages/problems and success factors? 	<p>Outputs + inputs, time</p> <p>+ve and -ve changes</p>	<p>Longer-term effect of Humanitarian Demining activity</p>	
POLITICAL (DONOR and UN, etc)	<p>NL FOREIGN MINISTRY</p> <p>How does Humanitarian Demining fit in with overall policy priorities of NL gov and NL-govt integrated approach (if any)?</p> <p>What is duration, scale, method of Humanitarian Demining assistance ?</p>	<p>What are the objectives of Dutch Humanitarian Demining activities? (implementation Dayton, return and resettlement, peacebuilding, humanitarian assistance, sq. Km clearance etc.)</p>	<p>How does NL ensure that Dutch funding for Humanitarian Demining is used efficiently? Is there a favoured mechanism for the use of funds for this activity?</p>	<p>Has Dutch funding for Humanitarian Demining contributed to a national strategic and/or legislative framework for Humanitarian Demining?</p> <p>What are the developments/trends over the 10 year-period?</p>	<p>Is there a feedback mechanism so that NL foreign ministry</p> <ul style="list-style-type: none"> - can identify sustainable practice in Humanitarian Demining - can use field experience to improve strategy for sustainability?
COUNTRY LEVEL STRATEGY (RECIPIENTS)	<p>NL Embassy, UN agencies, National Govt, National Mine Action Authority, National Civil Protection, etc</p> <p>Is there a clear and well-understood authority for Humanitarian Demining in the country? What is its structure? What is the division of responsibilities? How does this authority link to authorities for reconstruction and development?</p> <p>Is Dutch Integrated Approach reflected at country level? How? What are the national policy priorities in the area of Humanitarian Demining and how are these determined? How do Dutch funded activities suit policy priorities of the host country?</p>	<p>Are the NL policy objectives in the area of Humanitarian demining known and understood in country? Are they different from other donor objectives?</p> <p>Analysis question: was local understanding of NL objectives same as NL understanding ?</p>	<p>Do efficiency considerations determine policies at the national level?</p>	<p>Has sustainability of Humanitarian Demining been included in national policy? How does the policy define "sustainability"?</p> <p>Are there any identifiable lasting results of Humanitarian Demining policies, programmes and projects?</p> <p>Has capacity been build at the national level?</p> <p>What were the major factors influencing the sustainability of Humanitarian Demining activities?</p>	
IMPLEMENTING A MINE ACTION PROGRAMME IN COUNTRY	<p>NMAA, National and Regional Authorities in country, major NGOs, etc</p> <p>What are priorities used to select/define programmes and how are these determined? Decisionmaking authority? How do NL-funded activities suit regional or local programme priorities? Are Humanitarian Demining programmes linked to reconstruction and development programmes?</p>	<p>What were the objectives of Humanitarian Demining programmes? Have they been achieved or will be soon? What were key problems/hindrances and success factors to achieving these objectives? Were results of action as expected at policy level? If not, – what was not attained? – Key mitigating factors?</p>	<p>Was efficiency considered at programme level? Was efficiency a criterion in selecting projects?</p>	<p>What impact is the programme aiming to achieve? (purely technical, return, reconciliation, stimulating economic activity, etc.)</p> <p>How is impact measured? Who has decided on impact criteria (local/national/donors/others) ?</p>	<p>Is sustainability included in programmes? How does prog. define "sustainability"?</p> <p>Has there been any lasting effect or impact of the Dutch-funded programmes in the 10-year period?</p> <p>What were the major factors influencing the sustainability of Dutch funded Humanitarian Demining programmes?</p>

	RELEVANCE	EFFECTIVENESS	EFFICIENCY	IMPACT	SUSTAINABILITY
PROJECT PLANNING	<p>Regional and Local authorities in country, project implementers, local Civil Protection, etc</p> <p>NM/AA, National and Regional Authorities in country, major NGOs, etc</p>	<p>What were objectives of project? Have they been achieved or will they be soon? Key problems/ hindrances and success factors to achieving objectives? Were results as expected by planner? If not, – what was not attained? – key mitigating factors?</p>	<p>Was efficiency considered in planning the activities? Would another approach have been more efficient?</p>	<p>What impact is the project aiming to achieve? (purely technical, return, reconciliation, stimulating economic activity, etc.) How is impact measured? Who has decided on impact criteria(local/national/donors/ot hers) ?</p>	<p>Has sustainability been included in project design? How? What were the major factors influencing the sustainability of Humanitarian Demining projects?</p>
PROJECT IMPLEMENTATION	<p>Project implementers, local community, etc</p> <p>NL-govt integrated approach reflected at this stage? How do demining activities fit the priorities, needs, wishes of affected communities? Are humanitarian development projects linked to reconstruction and development activities by other organisations?</p>	<p>Has implementation of the project lead to use of the cleared land? Has land-use and users changed as compared to before clearanc? What were the major factors negatively or positively influencing the achievement of the objectives over time? Was the project implemented in the most effective way given the local situation?</p>	<p>Was implementation of the demining activities on schedule? Within budget? Cost-effective? Key problems for efficient implementation? Were demining activities implemented in the most efficient way given the local situation and possible alternatives?</p>	<p>What has been the actual or expected impact on land use? Food production, agriculture, infrastructure, retrn/resettlement, reconciliation, sense of security, relations with neighbouring communities, peacebuilding, social, livelihood etc. How was this measured?</p>	<p>To what extent did the benefits of the project continue after the project has been completed? Is sustainability due to - inherent nature of activities? - planning and design? - implementation? - local circumstances? Key obstacles to sustainability? Key successes in sustainability?</p>

Annex 4 – Schedule of Activities

Date	Organisation	Person	Position	Place
15-06-2007	Netherlands Embassy	- Willem van Rossem		Sarajevo
15-06-2007	BHMAC Head Office	- Ahdin Orahovac - Svetlana Trifkovic - David Rowe - Mirsada	- Deputy Director - Public Relations - UNDP Mine Action Strategic Advisor to BHMAC - Translator	Sarajevo
15-06-2007	NPA	- Darvin Lisica - Amela Balic - Goran Persic	- Programme Manager - Operation Manager - Assistant Programme manager	Rajlovac
18-06-2007	UNDP	- Seid Turkovic - Amela Gacanovic- Tutnjevic - David Rowe	- UNDP programme officer - Project manager - UNDP Mine Action Strategic Advisor to BHMAC (Chief technical advisor)	Sarajevo
18-06-2007	SIDA Swedish Embassy	- Nedim Bukvic	- Programme officer BiH	Sarajevo
18-06-2007	Civil Protection RS	- Vid Jukic - Branko Grabez		Lukavica
18-06-2007	Handicap International	- Emmanuel Sauvage	- Programme director	Sarajevo
19-06-2007	UNICEF	- Nathalie Prevost - Mario Tokic	- Project officer - Assistant project officer	Sarajevo
20-06-2007	ITF	- Roman Tursic	- Head of ITF BiH	Sarajevo
20-06-2007	Civil Protection FbiH (telcon)	- Predrag Gavric		Sarajevo
20-06-2007	BHMAC Regional Office Travnik	- Ivica Zeko		Travnik
21-06-2007	BHMAC Regional Office Banja Luka	- Zeljko Travar - Tatjana Bojinovic		Banja Luka
21-06-2007	Community Modrica	- Azem Tursic - Senad Besic - Haris Salihagic - Ibrahim Hadziahmetovic	- policeman - unemployed - unemployed - unemployed	Modrica
21-06-2007	Municipality Modrica	- Ahmet Hadzidedic		Modrica
22-06-2007	Municipality leaders Celic	- Benedin Pejic - Mensur Cokic - Arif Salkic.	- Cantonal MA/Demining coordinator and CP - Municipal MA/ Demining coordinator and Civil Protection - Municipal authority, coordinator for development	Celic

Date	Organisation	Person	Position	Place
22-06-2007	Community Sibosnica	- 3 people	- 2 workers at gas station - pensioner - community representative	Sibosnica (Celic)
22-06-2007	Anti Mine Initiative (AMI)	- Zehrudin Sukanovic		Brcko
23-06-2007	BHMAC Regional Office Mostar	- Ivica Brkic		Mostar
25-06-2007	BHMAC Regional Office Tuzla	- Irfan Palic - Mr.Dzevad		Tuzla
25-06-2007	Community Seona	- Semsu - Asmir - Senad	- unemployed - unemployed - unemployed	Seona, Banovici
26-06-2007	Municipality leaders Srebrenica	- Cvjetin Maksimovic - Arif Golubovic - Dzermal Dzenanovic - Mujo Sirucic - Mirsad Mujic - Bojan Josipovic	- Chief of Municipal CP - Local Expert for infrastructure development - Local expert at CP/Demining coordinator - Local expert for Budget - Municipal Police - Local Expert for Veteran issues.	Srebrenica
26-06-2007	Drina Srebrenica (ADS)	- Zulfo Salihovic - Vildana Salohovic		Srebrenica
27-06-2007	UNHCR (email)	- Inge Colijn	- senior international program officer	Sarajevo
28-06-2007	Demining Commission	- Mustafa Alikadic		Sarajevo
28-06-2007	Ministry of Defense	- Mayor Pajic - Captain Suljic - Captain Jankovi		Butmir Base, NATO Compound

Annex 5 – Site Selection Criteria and Site Visits

Site Criteria

- Sites should be situated in both the territory of the Federation of Bosnia and Herzegovina and the Republica Srpska.
- Sites should be cleared for different purposes.
- Sites should be cleared both by the NPA program in 1996 and the UNDP/IMAP program in 2005, the latter being cleared by commercial companies.
- Because of the political dimension and the substantial ODA contribution to projects in the area of Srebrenica, sites cleared with Dutch funding in this area should be given high priority in planning the visits.

Sites Visited

Visiting date	Microlocation	Macrolocation	Square meters	Start – Finish date	Purpose	NGO/Company
21-06-2007	Modrica	Modrica		unknown	Houses for IDP and refugee return	NPA
22-06-2007	Sibosnica	Celic	4.997	24-08-05 / 27-08-05	Repair of electric power lines	UXB Balkans
22-06-2007	Bucje Visori	Celic	1.021	08-09-05 / 22-09-05	Construction of water supply system	UXB Balkans
25-06-2007	Krusevas preko pot	Banovici	24.011	21-07-05 / 26-08-05	Reduce threat to children from mines possibly falling down a hillside and agricultural land	UXB Balkans
26-06-2007	Pribicevac	Srebrenica	31.222	18-07-05 / 15-08-05	Agricultural land for IDP and refugee return	Detektor

Annex 6 – Questionnaires

Questions for Municipalities

- 1 Land category in areas where there has been an NL funded project- has it changed from hazardous area to non-hazardous or permanently marked hazard. (Change can be due to technical survey, clearance or other).
- 2 - If marked and not yet cleared is it still a “blockage” (LIS terminology) or a hindrance in some way for the community?
- 3 If no hazard any more, is land being used now, or planned to use soon – within a year?
- 4 Key problems/difficulties encountered – if any – in starting new use of land after it was cleared (e.g. no funding for seeds or animals, no funding for proposed building, administrative issues, conflict over ownership or use, etc)
- 5 Is the proposed use sustainable? Will use eventually change to another? Does change of use increase perception of “safety” of local people?
- 6 How was the consultation done about (a) choosing area (b) choosing what to do (clearance – survey – marking)? Were the opinions of local authorities heard and listened to? Were municipalities listened to by central level?
- 7 Will the activity assist in return of IDP or refugees now, or within a delay of 3 to 5 years? What are the main problems/hindrances. Who takes decisions about return and resettlement – is local authority fully involved?
- 8 Prioritisation process to select what was done - what it was and how did it work? - was “why is this land being cleared?” considered?
- 9 Is there any linkage at local level to other processes (e.g. security, peacebuilding, resettlement, development)? Any specific problems/hindrances?
- 10 Were municipalities listened to by central level?
- 11 How does the NL funded action link with actions for which municipality is responsible in BiH ? (e.g. marking is local responsibility).
- 12 Cross check - “Feel of the community” (from focus group) with response of municipality as necessary e.g. security, relations with neighbouring villages.

Questions for Communities

- 1 Were local people listened to (heard and what they say taken into account).
- 2 Are there IDPs planning to return (within a delay of 3 to 5 years)? Was there any consultation for IDPs not present at time of planning but hoping to return?
- 3 What demining is going on or has been done? (Including mine action of all types).
- 4 How was the consultation done about (a) choosing area (b) choosing what to do (clearance – survey – marking)? Were they the opinions of local people heard and listened to?
- 5 Prioritisation process - what it was and how it worked - was “why is this land being cleared?” considered?
- 6 Has there been a change in land status?
-i.e. has former hazardous land status changed (now non-hazard or marked)
- 7 Is the land being used, or is land planned to be used in near future (less than one year)?
- 8 Key problems/difficulties encountered – if any – in starting new use of land after it was cleared (e.g. no funding for seeds or animals, no funding for proposed building, administrative issues, conflict over ownership or use, etc)
- 9 Is the proposed use permanent? Will use eventually change to another? Does change of use increase perception of “safety” of local people?
- 10 What is the “Feel of the community” regarding security, relations with neighbouring villages, peacebuilding.
- 11 Is there any linkage of mine action to development of economic activities?

Annex 7 – Field Notes

Notes

Focus Group Discussion (FGD) Municipality Modrica – Modrica June 21 2007

Clearance task: Houses

ID: NPA

Size of the area cleared: unknown which number of houses was cleared by the Dutch funding.

Focus group at the community level

Presented: Azem Tursic, policeman; Senad Besic, Haris Salihagic, Ibrahim Hadziahmetovic; all returnees to Modrica from the camp existed in Garadac

Location: Meeting took place in municipality building

Repatriation/ return process started after mine clearance in 2000, 2005 and 2006; They live with their families; children are attending a primary and secondary school; No safety problems exist but problem with un-employment; Out of four people presented at the focus group only one is employed and Ibrahim's wife; There is organised humanitarian aid to vulnerable people, mostly elderly and children; Around 40 families receive food; They used to receive some seeds and small tools/ machines to cultivate their lands;

Returnees are aware of mines/UXO and mine clearance activities; 3 years ago one AT mines found at city garbage – removed and destroyed; 2 years ago mine clearance of the city cemetery close to main road Modrica – Doboje by a demining company (people were clearing the area by themselves and burned the vegetation which activated 2 mines; beside, one UXO found, removed and destroyed); 2,5 years ago a mine/ UXO victim during collecting of metals; 2 years ago Azem Tursic found a hand bomb in his draw well while cleaning; informed CP locally and it was removed soon; There were some UXO has found near the medical facility; the area needs to be checked and cleared by the professionals; There is still individual mine/ UXO problem but people are aware of SHA and danger and therefore there are no mine victim recently; When find a mine/UXO they mark the area and inform municipal CP; CP then mostly removes/ solves the problem locally with no BHMACH participation and monitoring (in order to speed up process); When find a SHA they inform CP but it's long-term process because of very complicated and high procedures and SOP that are aware of; There is technical survey activities on-going at the area of Modrica and Vukosavlja at the moment; do not know who conduct activities; There is marked mined area/ SHA in vicinity of Paper-factory; during the clearance of factory area a AT mine found; CP marked the area with mine signs;

There is organised Mine Risk Education project (MRE) in schools; children inform parents and very often parent learn from their children about the mine problem, risk and danger; MRE is needed for people over 50 years old as well;

All IDPs were settled in camp in Gradacac during the war (settlement Diren in Gradacac-mostly Bosnjaks); they established a coalition that coordinated with local authority and UNHCR. However after the war, some people were coming to Modrica on daily basis and started to clear the houses themselves;
Priorities have been made at municipal level;
Return is possible and managed to houses that are not occupied by the Serb families or which are not destroyed;
There are still some families live in Diren camp in Gradacac; they houses have not been repaired or they are occupied;
Some returnees in Modrica still live in containers they built near their houses because houses are destroyed;
They all waiting for funds/ donations and reconstruction project;
A mine problem is not hindrance for return; even though there are some SHA outside Modrica at periphery;
Mines and known SHA are mostly at ex. confrontation lines: Modrica-Gradacac and Modrica-Gracanica;

Focus group at the municipal level

Presented: Ahmet Hadzidedic

Location: Meeting took place in municipality building

36.280 inhabitants before the war, no present data available; 1/3 Bosnjaks, 1/3 Croat and 1/3 Serbs;

Data regarding returnees available at municipality (Ahmet Hadzidedic);

At the moment 5000 people returned to Modrica out of which 3900 Bosnjaks (including Gypsies; more Gypsies returned than left Modrica) and 1000 Croats;

Very low return process of Croats; Croats villages around Modrica are with few returnees; the reason for that is not mine problem but better living conditions they found in Croatia; Croatia Government will support reconstruction of 34 houses for Croat population;

Infrastructure is OK- there are water and electricity power supply systems working, fuel available, schools and medical facilities;

Some political problems exist as well: e.g. in cases of more complicated health problem, people have been sent to see a doctor in Belgrade (200 kilometres) not to Tuzla hospital (60 kilometres)!!

Social protection is also very low; there is Centre for social welfare but no funds to support vulnerable people;

Employment rate should increase as well;

The return process have been coordinated by the multiethnic Commission for return made of 1 Serb, 2 Bosnjaks and 2 Croats.;

Prioritisation have been made upon legislation criteria signed by the Council of ministries at BiH level;

1287 houses/ resettlements built; there is a need to built 50 houses more;

Ahmet returned in 1999;

At the beginning it was a big problem – in June 1999 a group of returnees from the Diren camp in Gradacas was attacked by the Serb people who were occupying Bosnjaks houses in Modrica; No other bigger problems;

There were not mined houses since Modrica city and its urban zone was not conflict area but confrontation lines: Modrica-Gradacac and Modrica-Gracanica; The border line with Gracanica is fully cleared and it's safe now for agriculture.

There have been some individual requests for UXO that were found in the house but not many (stabbed in the wall or in attic); CP was responsible for UXO;

There is no mined land; There is no mine victim;

Some returnees live even better than before the war in villages around Modrica (good cultivated land, cattle and some machine they got from donors);

Returnees who live in Modrica are in worse situation especially elderly, (pensioners) and adult - unemployment; Youths mostly left;

However, the living conditions are much better than before (1999 – 2007 period) and much better than politicians say;

People who returned established 34 firms and have been employing mostly returnees population;

There are 2 communal/ agricultural companies that collect and gather milk, fruits and vegetables from households and sell to 'Vega-fruit' factory in Celic;

People are living together in multiethnic society; employment is better (3200 before, 5000 employed at the moment); salary scale increased...

RS Government, Ministry of Defence, Ministry of Agriculture support; e.g. Ministry of Agriculture advertised a public tender for returnees to plant seeds (1 seed=1 KM).

Still, there is a need to invest in development, e.g. support small micro project for small and medium size enterprises with no humanitarian aid at all by Ahmet's opinion;
Support agriculture (1) and cattle-breeding (2);

Notes

Focus Group Discussion (FGD)

Municipality Celic – Community Sibosnica

June 22 2007

Clearance task: Demining of area below electricity power line in 2005 + demining area for the construction of a water pipe line Drijenca

ID: 11530

Size of the area cleared: 1.021 by commercial company UXB Balkans

Focus group at municipal level:

Participants: Benedin Pejic- Cantonal MA/ Demining Coordinator and CP,
Mensur Cokic- Municipal MA/Demining Coordinator and Civil
Protection (CP), Arif Salkic- municipal authority, coordinator for
development.

Location: Meeting took place in municipality building.

There are 13 municipalities in Tuzla canton, Celic is the most affected with 12,2% contaminated land;

All MA coordinated at municipal level; Benedin coordinates either with CP or other teams (UXB Balkans, NPA, Ronco...)

Sibosnica is small local community, very specific because the small river splits/ connects Sibosnica with much bigger Local Community-Nahvioci and therefore the flow of people is big;

There are 120 families in Sibosnica (additional 300-400 from Nahvioci crossing Sobosnica);

There is a primary school, ambulance, post office, veterinary office;

There are social problems; Low economy;

During the war nobody lived in Sibosnica;

Returnees coming from everywhere, mostly Bosnjaks and Croats. Serb return process is lower due to bad economical situation;

Sometimes after they return, people sell their houses;

No recent victims;

There is big mine problem; the First category land is cleared such as Electricity Power line funded by the Dutch Government; There is no need for house clearance any more but a big need to clear lands of the third category – low intensity agriculture land;

Demining activities cannot satisfy the needs of people;

People are aware of mines/UXO and its risk, and even with procedures through CP;

The main MA is MRE and permanent marking done by CP and BHMAL; They think that “permanent” marking is not long-term solution; Mine signs have been destroyed by people;

There is a big problem existing in Sibosnica – water supply system; Area needs to be demined (2000 m²); They collect 120.000 KM but still miss around 5.000 KM;

No safety/ security problem;

MA/CP Coordinator tries to insist to municipal authority and asks for support, but CP does not have enough power;

Prioritisation is done at municipal level on the way as following:

People inform CP about the mine problem;

MA/ CP Coordinator visits communities with the biggest problem and collects all available information (number of population, flow of people, number of returnees, etc); he collects as much as possible arguments to put the particular land on the priority list;

He does not visit all communities he receives the mines information from;

The collected information he shares with municipality officials and updates the list of arguments as possible;

The priority list goes than to cantonal level; MA Coordinators from all 13 municipalities together with Benedin (Cantonal MA Coordinator) and BHMAL representatives sit together and make the priority list at cantonal level; This list needs to be validated and verified by the Cantonal government;

Since BHMAL sends operational plan to each regional office on how many m² needs to be cleared in each canton (quota), priority list for demining at cantonal level mentioned above actually full fills the operational plan for demining. This means that the needs and priority list can be much bigger than the plan allows. It depends on available funds as well;

A big problem caused by VAT (Value Added Tax – no exception for demining) for demining; They are not satisfied with tendering process; Some high ranking people can influence decision process;

Arif (Municipal coordinator for development) provided solution for VAT: Government should keep and reserve some money from the VAT and invests in demining;

Municipality wants to support development but it has very low budget (1/3 of the budget goes on salary, 1/3 on administration and only 1/3 for development); They expect to change the budget soon and to increase funds for development twice; Population is interested in development mostly; they are ready to invest in infrastructure with some support of municipality e.g. 6.000 KM gathered by community + 6.000KM from municipality for road; Municipality has never supported demining activities; There are still some cases that children take a road to go to school which is mined on both sides.

Focus group at community level

Presented: two workers at gas station, community representative and one pensioner

Location: gas station

150 to 200 inhabitants;

There are electricity power, primary school, ambulance (a doctor), post office; water supply system does not work properly.

Mostly Bosnjaks population returned. Serbs, if returned, very often sell their properties;

Before they returned to their pre-war houses electricity power line and water supply system were very poor. The electricity from the other village was provided but also very poor. They used to stay without electricity for 10 days and more especially during the winter season. There was reduction in water supply daily;

In order to get proper electricity power they needed to wait for 2-3 years for demining of electricity power line in Sibosnica;

After demining it was repaired quite fast (up to six months). Electricity power is working perfectly at the moment;

Still, there is a big problem with water. The implementer found a mine during the reconstruction of water supply system and stopped the reparation. They do not know how long they will need to wait for demining to continue.

There is mine problem around a riverbed and at land (30 hectares). There are some individuals cultivating some of the land area;

The land is in municipal property but again, it's not interested to demine the area and to invest in development;

Population is mostly aware of affected areas –SHA – 70%;

No recent mine victim;

There is organised MRE in schools;

Civil protection did some mine marking but not enough;

Beside water, there is a problem with road leading to Tuzla. It is tarmac road – not affected with mines. They ask municipality for support but nothing happening yet. Municipality is weak, does not show and provide any interest. Municipal officials are presented in the village only before elections...

Socio-economical situation affects safe return and sustainability;

Very high unemployment;

Youths are leaving;

They ask municipal officials to support agriculture, cattle breeding.

There is sometimes some improvement but for people who can make own interest only;

All decisions and 'prioritisation' are made at municipal level.

Notes
Focus Group Discussion (FGD)
Municipality Banovici – Local Community Seona

Clearance task: Krusevac preko Potoka
ID: 11532
Size of the area cleared: 24,011m² by UXB Balkans

Participants: Three members of local community: Semsu, Asmir, Senad) and one representative of BHMAR Regional Office Tuzla who just observed the discussion and did not made any comments nor interrupted the discussion.

Location: Outside the house of Semsu.

Observation upon field visit to the cleared location:

Cleared location is mainly forest area. It was selected as priority due to two water tanks that are used as water supply system for the village. Another reason is that the site is just next to the housing are, uphill. Small part of the land is cultivated and someone has planted a vegetable garden. At the end of the cleared area are mine signs indicating further existence of suspected hazard area (SHA). During the discussion, it was obvious that clearance had positive impact for the village population.

Civil Protection Tuzla failed to organize meeting with municipality representatives in Banovici and did not join us for field visit and FGD with community members. During discussion with community members it was obvious that they do not now who is municipal demining coordinator whom they can contact regarding mine issues. It is a question if the civil protection purposely avoided this visit knowing it failed to establish link with the community.

Before the last conflict village had 370 households. The village was in the middle of two confrontation lines. Entire village population was displaced, mostly to Banovici. Most of the Bosniak population returned to the village immediately after the seizure of the fire. They started clearing the land around their houses as it was overgrown with vegetation and during clearance spotted few AV mines in the house yard. They have removed them from the ground, put them on the pile and called Civil Protection to take them away.

They were not informed by local authorities that there might be a possibility that their houses were mined. However, man in the group stated that they suspected that there might be mines due to the war activities in the area.

The demining teams came to the village after local population cleared area around their houses – one man was killed in mine incident while cutting the vegetation in the yard.

Last year, in 2006, two men were killed in the forest during wood cutting.

Two cows were killed in the nearby forest (*both owners were present at the FGD*).

Cows were given as donation to support returnees and loss of cows cause big economic problem for two families.

Most of the houses in the village were devastated during the conflict. Houses were rebuilt and renovated with support from international community (donations). The participants complained that members of the community who got connections in the municipality even thought they do still live abroad got better deals for renovation than

others (*Comment by SSV and AM: This was obvious as some houses were fully renovated, and some just to the level of primary needs.*)

Current population in the village is mostly young, working age parents with their children;

They have electricity power, water supply system, but no television signal nor radio signal – participants complained on problem of being informed;

There is basic health service in the neighbouring village but doctor comes only once a week and ambulance gets too crowded at that time.

Population is mostly aware of affected areas. However, one of the participants (*Comment by SSV and AM: the one with a little boy*) said that he is entering the SHA as his sheep go there for grazing and he has to return them home.

There were some MRE activities, they saw some posters and they think that children have MRE programme in their schools;

SHA are marked and they are aware of positions of SHA. Participants stated that they think that people are entering SHA for mushroom picking and firewood cutting.

They heard an explosion last year in the nearby area. It scared them and their children.

They were not informed that demining was on going in their area. (*Comment by SSV and AM: The demining organisation obviously didn't conduct the community liaison activities*).

They stated that nobody from municipality ever talked to them about mine problem nor their needs and problems. (*Comment by SSV and AM: Local population is not aware about prioritisation process for demining*).

They are aware of the clearance that has been completed and they are happy and satisfied that they can again use that part of that land, even though it is private property and clear and maintain the water tanks. They stated that they feel more secured.

Very high unemployment, they started planting cucumber as they were told if they plant specific size of land the local company Vega Fruit will pay to every cooperating partner 400KM. They were not fully introduced to the system so some young members of the families signed the contract, planted and cultivated land but couldn't get the payment after delivering the products as they are not the owners of the land but their parents or spouses. There is also significant difference for the people who do the same in Republika Srpska as system there is less bureaucratic and they get their payment much easier (*Comment by SSV and AM: It is obvious that local population is not aware of their rights, what implies to their basic human rights. They also lack self initiative to try to obtain information and do some impact on municipality*)

Notes

Focus Group Discussion (FGD)

Municipality Srebrenica – Community Pribicevac

June 26 2007

Clearance task: Pribicevac, Srebrenica Demining of land near the house and close to the access road/path

ID: 1000761

Size of the area cleared: 31.222 m² by commercial company 'Detector' from Banja Luka

Focus group at municipal level:

Presented: Cvjetin Maksimovic, Chief of municipal CP; Arif Golubovic, Local Expert for infrastructure development; Dzermal Dzenanovic, Local Expert at CP/ Demining Coordinator; Mujo Sirucic, Local Expert for budget; Mirsad Mujic, Municipal Police; Bojan Josipovic, Local Expert for Veterans issue.

Location: Meeting took place in municipality building

Pribicevac community:

Before the war 300-400 inhabitants; Now 100 inhabitants. *(Remarks: These information do not concern Pribicevac community only but Orahovica community as well; During the field visit we got information that there were 7 houses before the war in Pribicevac only;*

Before the war public transport existed as well as electricity and water supply system. Nothing is in function at the moment;

Primary school and ambulance in Orahovica before the war;

Around 10km far from Srebrenica, 3km by concrete road and 7km by tarmac road; there is crosscut path long 4km;

Pribicevac abandoned community during the war;

Three families returned after the war;

10 families cultivate the land in Pribicevac but live either in Srebrenica, Bratunac or Milici;

Some families did not want to go back to Pribicevac as nothing there;

The land demined by the support of Dutch funds is cultivated at the moment – orchard (personal property);

There is still mine problem exists there; only one side of the house is demined; there are mines at the other side in forest;

Srebrenica municipality

People are mostly aware of the SHA;

Some people has returned even they lived only 5 meters far from the SHA (only 1 meter around the house cleared) – in community Barakovici in Srebrenica municipality;

There are affected areas of the 3rd category in as follow:

Potocari (forest) – area of memorial centre we visited, area between Srebrenica and Bratunac close to houses, forest at ‘Bukova glava’ locality – good for tourism.

Mines in these areas block the return process and sustainability (agriculture land)

Some of the affected area is marked; population are aware of mine signs and do not destroy them;

According to statistics: 10% of Srebrenica municipality is affected by mines/ UXO (Srebrenica = 527 km² of surface in total); 300.000 m² cleared so far;

Local NGO ‘Drina Srebrenica’ and CP conducted MRE;

CP from Pale (over 100km far from Srebrenica) installed mine signs;

CP collaborates with EUFOR, BHMAL, Electricity Power Company, UNDP, Drina Srebrenica.

There are no demining activities at the moment;

CIDC visited Srebrenica recently. CIDC will conduct demining at two areas: Electricity power line and area around the Transmitter for TV/ radio/ phone connection. These areas are on the both, municipal and BHMAL priority list.

Prioritisation process by steps:

A person comes and signs for return. If CP/ municipality official know for SHA the area goes to priority list; if people have information there might be mines, CP inform BHM MAC regional office from Pale;

Surveyors from BHM MAC regional office from Pale conducts general survey upon request. They collect information from communities, Army, police.

A Priority list is made at municipality level. The criteria for prioritisation set by BHM MAC are followed: 1. return, 2. schools (mostly infrastructure in general, includes electricity power and water supply systems too), 3. agriculture land.

Other problems:

“... Mines are the smallest problem for us...” – Mujo S. Local Expert for budget
General problems for municipality are: road connection and reconstruction (Cvjetin M. CP Chief); return and political issues (Mujo S.);

It's not only return the issue but we are having the problem to keep people stay in Srebrenica especially Serbs (25.000 Serbs before – 3.000 now)

Very difficult political situation; it is bigger problem than socio-economic situation.

Quotations by Mujo S:

“... Safety – which? We need politically stable country first...”

“... We do not have a future because we do not have neither past nor present...”

“... We were peaceful and free nation before, we have lost everything we had; we are walking ashes now...”

“... We still divide on OUR and YOUR...”

“... There will be agreement never made...” (*between politicians*)

“... It is better to have foreigners to lead us...”

“... Politicians do not want changes – they live very well – they do not care about us ordinary people...”

“... Regardless of everything I said I am optimistic and I have a great will...”

Needs:

To strengthen NGO sector, association and youths movement;

To strengthen media campaigns;

Due to big UXO problem Srebrenica CP wants to establish EOD team at municipal level that would cover areas of Srebrenica, Bratunac and Milici municipalities. Needs: tools and vehicles, personal insurance, training and budget to cover structural cost;

Field visit:

with CP chief and demining Coordinator, a household Slobodan nobody lives there; no returnees at all; all houses still destroyed; cleared area not used;

Slobodan said he visited municipal officials so many times and made a thousand requests for reconstruction but nothing happened;

He lives with wife and old mother; He decided to stay in Srebrenica because nothing is available and accessible from Pribicevac

Other people from Pribicevac still live in Srebrenica and Bratunac; They do not want to go back before electricity power and water is installed again;

He used to clear around the house, to cut the grass but this year he does not have the will to do anything;

Remarks by Suzana and Almedina:

Visit to Srebrenica exceeded our expectation – it was worse. We very hardly kept focus on mine situation, needs and priorities. Participants took every chance to speak about difficult political situation.

The area demined by UXO Balkans in Pribicevac probably was priority at that time. However, the reconstruction in the area had not started yet. We found out that during the mean time members of community realised that they would benefit if they are resettled to locations close to main communities and facilities.

Population said that municipal understanding for their needs was poor. However, the municipality was identifying other priorities (excuses) as preconditions for further investments. Obviously, demining was one of those preconditions. In mean time, it seems money (if any) was allocated to other priorities? The political situation exacerbated as well.

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Annex 9 – Debriefing (PowerPoint)

Debriefing of the TNO/HCSS evaluation mission to Bosnia and Herzegovina on Dutch financial assistance to Humanitarian Demining.

Date: Wednesday 27th of June 2007

Place: The Netherlands Embassy,
Sarajevo.

Attendees to the debriefing:

Willem van Rossem (the Netherlands Embassy)
Ahdin Orahovac (BHMACH)
David Rowe (UNDP strategic advisor to BHMACH)
Amela Gacanovic-Tutnjevic (UNDP)
Seid Turkovic (UNDP)
Darvin Lisica (NPA)
Mario Tokic (Unicef)

Invited but not present at the debriefing, did notify:

Roman Tursic (ITF)

TNO/HCSS evaluation team:

Ferko Őry
Russell Gasser
Jacqueline Dees
Almedina Music
Suzana Srnic Vucovic

The debriefing consisted of a presentation of the key findings of the evaluation team and subsequent recommendations. Additionally, there was room for discussion. The PowerPoint presentation of this debriefing is depicted below.

PowerPoint presentation of the 'Debriefing of the TNO/HCSS evaluation mission to BiH', 27-06-2007.

*Evaluation of the Netherlands'
contribution to
humanitarian demining in
Bosnia- Herzegovina*

June 2007

Key findings (1)

- ❖ 1996-98 good (strategic?) choice to strengthen capacity of MACs
- ❖ Good example for peace-building and reconciliation
- ❖ BH MAC centrally strong - but need to maintain the high standard

Key findings (2)

However:

Strategic long term relationship sometimes weak - in either direction - between all of:

Netherlands Ministry of Foreign Affairs

Netherlands Embassy

UNDP

BH MAC Central

BH MAC Regional

Civil Protection at municipal level

Key findings (3)

- ❖ Reporting and monitoring weak, especially post-clearance monitoring after one year (or more) - need this information to plan future strategy
- ❖ Need for continued strategic support, especially at BHMAC central **and also** regional level
- ❖ Local Civil Protection staff crucial to process but not always well supported

Key findings (4)

Each year there are less victims and a smaller area with high risk. This leads to:

Lower overall “impact” of clearance activities, which leads to:

Reduced media and political coverage,
Reduced interest of donors and maybe Government

So, there is a risk of:

Reduced funding to BHMACH, resulting in loss of quality, reduced monitoring capability and other consequences.

Key elements:

Impact (1)

- ❖ Land use is not always a reliable indicator for impact of clearance (proposed by Netherlands Ministry) - example Celic. Number of mines cleared is not useful at all.
- ❖ Impact measured as square meters cleared is not always useful. Limited clearance is not always useful for local population – need land to farm, increased risk from uncleared land or unmarked edge of cleared
- ❖ People need known safe areas of sufficient size. Risk assessment by BHMACH/“Risk Management” more useful for local population

Key elements

Impact (2)

- ❖ Monitoring & reporting of activities on use of cleared areas are lacking. They are however essential indicator for impact
- ❖ ITF procurement simple for donors but may reduce long term impact
- ❖ Local CP staff are essential for a good impact but not always supported or trained

Key elements

Sustainability

- ❖ BH MAC strong in management of database, clearance planning and QA/QC but weaker on strategy development and strategic planning (especially in regions)
- ❖ Government contribution to BH MAC is around 80% , good result if this contribution is sustained
- ❖ Funding of clearance activities by Government however only 30% . Sustainable long term funding strategy unclear

Key elements

Efficiency

- ❖ Regional activities not considering *efficiency* during prioritisation. E.g. fragmented clearance, cost-efficiency of machines, kind of terrain, etc
- ❖ Long waiting lists for technical survey and clearing. Loss of confidence by communities leads to local demining with loss of information about mined areas and high residual risk.

Recommendations (1)

- ❖ Linking demining to development is the future - delivers results that address the above criteria - but we don't see enough evidence of this being understood or used strategically at a regional or local level
- ❖ Need to move the process more into the regions - aim and purpose must be understood as well as how to identify land or communities needing clearance and development support.
- ❖ First step is to strengthen national structure, especially at local level, to implement CIMAP effectively

Recommendations (2)

- ❖ Long term strategic support to BH MAC is warranted, either by regular post-graduate training and material support and/or long term strategic advisor on request (part time ?)
- ❖ Strategic support must be extended to regional level
- ❖ Local CP staff are essential to the success and ways to increase support and training are needed

Thank you

- ❖ Questions please...

Annex 10 – The Demining Law

BOSNIA AND HERZEGOVINA OFFICIAL GAZETTE

YEAR VI

Tuesday, March 17th 2002, Sarajevo
ISSN 1512-7494

BOSNIA AND HERZEGOVINA PARLIAMENTARY ASSEMBLY

Pursuant to Article IV.4.a of the BH Constitution, the Parliamentary Assembly of Bosnia and Herzegovina, at its session of the House of Peoples held on November 20th 2001, and the meeting of the House of Representatives, held February 12th 2002, has adopted

DEMINEING LAW IN BOSNIA AND HERZEGOVINA

1. BASIC REGULATIONS

Article 1.

1. This Law regulates the organisational structure for mine clearance, survey and removal of UXO (hereinafter: demining) in Bosnia and Herzegovina. It determines bodies authorised for the conduct of demining, rights and obligations of persons carrying out demining, as well as monitoring over the implementation of this Law.

2. Demining under this Law does not include:

- a) Removal of unexploded improvised subversive-terrorist devices that are subject to criminal deeds or violations and are subject to the exclusive authorisation of Internal Affairs.
- b) Specific needs of Entity armies during the process of removal and disposal of used but not exploded ordnance during and after the training of their forces, of the stocks that are out of use.
- c) Disposal of debris in the process of production of ammunition and military equipment, reproduction material in the production process and stocked products out of use.

Article 2.

1. Demining activities in this Law are the activities of importance for the safety of Bosnia and Herzegovina as well as for protection of environment and health of people.
2. Providing conditions for long-term implementation of demining is the responsibility of BH authorities and those of the Entity Governments.

II DEMINEING STRUCTURE IN BOSNIA AND HERZEGOVINA

1. Organisational structure for demining in Bosnia and Herzegovina shall consist of state level, entity level and international level bodies.

A. BH LEVEL BODIES

1. BH Demining Commission

Article 4.

1. For the purpose of the implementation of long-term task of demining in Bosnia and Herzegovina, BH Demining Commission is hereby established (hereinafter: The Commission) by the Decision of the Council of Ministers of Bosnia and Herzegovina (hereinafter: Council

of Ministers) as the central body for demining activities. The Council of Ministers establishes its scope of work and ways of financing.

2. The Commission is located within the Ministry of Civil Affairs and Communications and is responsible to the Ministry for its work.

Article 5.

1. The Commission consist of three members appointed by a separate Decision of the Council of Ministers from amongst serving officials of the Council of Ministers.

2. The Council of Ministers shall elect the members of the Commission for a two years period.

3. The members of the Commission shall be elected from the three constituent peoples after the proposal of Minister and two Deputy Ministers from the Ministry of Civilian Affairs and Communications.

4. The Commission shall meet at least on a monthly basis.

Article 6.

1. The Commission shall obtain the following responsibilities:

a) The Commission shall represent Bosnia and Herzegovina at all the conferences, both national and international, related to the mine action, particularly in the campaign to ban landmines, as well as at the technical conferences.

b) The Commission shall approve Standard for Mine Clearance and unexploded ordnance (hereinafter: UXO) operations in Bosnia and Herzegovina (hereinafter BH Standard).

c) The Commission shall propose qualified and competent candidates for the positions of BH MAC director, BH MAC director's assistants and the chief of finance, to be nominated by the Council of Ministers.

d) At the proposal of the director, approves internal regulations for work in Mine Action Centre Bosnia and Herzegovina (hereinafter BH MAC).

e) Facilitates cooperation between the Federation of Bosnia and Herzegovina and the Republic of Srpska

f) Submits report to BH Council of Ministers and informs on a regular basis the Board of Donors about the activities on the Commission's activities as well as about the progress in demining, as per reports provided by MAC.

g) Conducts other tasks in accordance with the Decision on Establishment of the Commission

Article 7.

1. The Commission shall in cooperation with the Board of Donors, consisting of the UN Mission (hereinafter: UNDP), Office of the High Representative (hereinafter OHR) and other donors, organise the structure which will channel the funds for mine clearance and will enable BH MAC to implement its extensive and efficient operations of humanitarian demining.

2. Mine Action Centre Bosnia and Herzegovina

Article 8.

1. The Mine Action Centre Bosnia and Herzegovina (hereinafter BHMAL) shall be established as the technical service of BH Demining Commission.

2. BH MAC is established by the Decision of the Council of Ministers and its organisation and activities thus defined and conducted on behalf of the BH Demining Commission.

3. BH MAC shall have its offices in Banja Luka and Sarajevo, which are responsible for their work to BH MAC.

4. BH MAC may establish temporary regional offices if needed.

Article 9.

1. BH MAC shall on behalf of the BH Demining Commission carry out the following functions:

- a) Maintain and operate the central minefield database and mapping capacities.
- b) Propose technical and safety standards as well as quality assurance standards of the demining operations completed and propose certificates for approval to the Commission.
- c) Evaluate the credentials on the competence of the international and national demining companies for their accreditation.
- d) Propose standards for training for approval by the Commission and monitor/report on their implementation.

e) Prepare proposals for demining activities across the IEHL, for approval by the BH Commission.

f) Prepare work plans and budgets for its activities, as well as reports and financial records for the approval of the BH Demining Commission and further presenting to the Board of Donors.

g) Perform other tasks in accordance with the Decision on Establishment.

Article 10.

1. The Commission shall supervise the work of BH MAC.

Article 11.

1. The BH MAC office shall perform activities as follows:

a) Carry out mine awareness activities, mine marking, survey and mine clearance (in accordance with technical standards approved by the Commission and with the use of the existing civilian expertise from the structure within the Entity Governments).

b) Provide information for the Central Minefield Database.

c) Coordinate demining activities with other operational agencies, ensuring them to work in accordance with approved priorities and in compliance with Standard approved.

- d) Prepare proposals of priorities for humanitarian demining operations, issue operational tasks during demining operations; conduct inspections and, after the task is completed, conduct Quality Control analyses; propose Certificate on Quality Control conducted of the cleared area.
- e) Propose the priority task list to the Entity Governments.
- f) Prepare working plans, budgets, reports and financial reports to the Entity Governments, BH MAC, Commission and the Board of Donors.
- g) Perform other tasks in accordance with the Decision on Establishment.

B. ENTITY BODIES

Article 12.

1. The Entity bodies shall establish bodies that shall provide for a timely and efficient:

- a) Decisions in accordance with the donors and the Board of Donors on allocation of resources made available to the Entity Governments;
- b) Propose priority programme for the presentation to the Board of Donors.

2. Civilian Protection

Article 13

The Entity Governments shall, in accordance with the law and other regulations, provide competence and responsibilities of the Civilian Protection Organisations in the mine action activities, in accordance with the Demining Law in BH.

3. Entity Armies

Article 14.

1. The Entity Armies shall participate in mine clearance operations in accordance with the demining plan and funds provided for demining aimed to be conducted by Entity Armies.

C. INTERNATIONAL BODIES

1. Board of Donors

Article 15.

1. The Board of Donors supports the work of the Commission and BH MAC, and shall consist of UNDP, OHR and other donor countries representatives.

2. The High Representative for Bosnia and Herzegovina and the UN shall appoint the Co-chairs.

3. The representatives of the international organisations and governments supporting demining programmes shall be invited to act as members of the Board of Donors.

4. Members of the Commission participate in the work of the Board of Donors.

5. BH MAC Director may be, if necessary, invited to submit report to the Board of Donors.
6. The Board of Donors shall exist as long as the members find it necessary.
7. Apart from the Board of Donors, other international bodies may be established to participate in demining process, which shall be regulated by the relevant decisions.

III IMPLEMENTATION OF DEMINING

Article 16.

1. The demining of areas is being implemented based on the Demining Plan for Bosnia and Herzegovina (hereinafter: the Plan), which, proposed by BH MAC, is approved by the Commission in cooperation with the Board of Donors and adopted by the Council of Ministers.

Article 17.

1. The Plan from Article 16. of this Law contains:
 - a) Data on the areas and structures throughout Bosnia and Herzegovina contaminated with mine-explosive ordnance.
 - b) The plan of available and the assessment of necessary personnel for the implementation of demining.
 - c) Data on the material and technical resources and the equipment necessary for demining.
 - d) The assessment on required financial resources for the Plan implementation and the compensation amount for the personnel dealing with demining activities.
 - e) The list of areas that require demining with the established demining deadlines.
 - f) The assessment of areas planned for demining.
 - g) Demining priorities.
 - h) Operational plan for demining.
 - i) The project purpose, the project description, the location description, the investor's name, area photos and the project boundaries
2. That Plan determines the areas or structures that have the advantage in demining so that advantage is to be presented in quarterly, semi-annual, annual and three-year period.
3. The Council of Ministers submits the annual report on the Plan implementation and resources spent to the Parliament Assembly of Bosnia and Herzegovina.

Article 18.

The resources for the implementation of Demining Plan are ensured from the donors' resources, Bosnia and Herzegovina budget and Entities' budgets, as well as from other resources.

Article 19.

1. The demining activities on the areas of structures determined by the Plan are handed over to commercial organisations based on the executed soliciting for tenders, conducted by the Tender Commission that is appointed by the Demining Commission.
2. As an exception to the regulation given in paragraph 1. of this Article, demining activities may be handed over by a direct agreement, when there is a necessity to demine a certain area or structure, due to the justified economical or safety reasons as well as other reasons,

conditioned by the environment protection and the population's well-being. This is also the case when a donor or a potential investor in the infrastructure development wishes to demine a certain area.

3. The Commission will make the Provisions that will more precisely regulate the tender process for the selection of organisations for the conduct of demining activities.

Article 20.

The Mine Action Centre directly implements the Plan in accordance to the Commission's instructions.

Article 21.

1. The qualified international and national demining organisations, accredited by BH MAC, shall carry out demining activities in Bosnia and Herzegovina.

2. The Commission shall make the Regulations, which will contain necessary set of conditions for organisations' accreditation, upon the proposal of BH MAC.

3. The organisations that obtained the demining tasks through the tender procedure may exceptionally give up to 30% of the task to other companies accredited for the conduct of demining operations.

Article 22.

1. The demining organisations are obliged to insure operational activities on the area they are working on, in accordance to the BH Standard for mine clearance and UXO clearance set of regulations and other regulations,

Article 23.

Organisations carrying out demining in Bosnia and Herzegovina are obliged to carry out registration procedure according to the regulations of Bosnia and Herzegovina and its Entities.

IV – DEMINERS

Article 24.

1. The persons authorised for demining activities may carry out demining (hereinafter: deminers)

2. The deminer can be a person who:

- a) Turned 18 years of age,
- b) Has at least secondary education,
- c) Has not been convicted for the criminal activities against Bosnia and Herzegovina, for criminal activities against the life and body or against the property, as well as for the other criminal activities containing elements of violence, self-interest and base instincts.
- d) Is mentally and physically capable, which is proved by the certificate of the authorised health institution,
- e) Passed the adequate technical exam

3. BH MAC provides the authorisation for the deminers' activities conduct.

Article 25.

Training of deminers shall be carried out in accordance with the BH Standard.

Article 26.

The deminer may perform demining activities for five ours at the most during daily working hours.

Article 27.

1) Before the working hours begin, the deminer must have a continuous daily rest of at least 12 hours.

2) During the conduct of demining activities, the deminer is obliged t carry out a personal deminer's logbook containing identification data on the deminer, blood group, courses completed, training and additional training as well as the data on history of employment.

3) The deminer is obliged to provide a deminer's logbook for an insight to the person authorised for the supervision over the conduct of demining activities.

Article 28.

The time a deminer spends carrying out demining activities shall be included into the pension years of service, as insurance years of service in duration of 16 months for each year.

Article 29.

In case of injury, i.e. the deminer's death during the conduct of demining activities, the deminer, i.e. the members of his family is/are entitled to:

- a) Health insurance rights,
- b) Pension – disablement insurance rights.

Article 30.

The demining organisation is obliged to make an agreement with an insurance company on the life insurance of its deminers in case of death or injury caused by the conduct of demining activities as follows:

- a) In case of death, the amount is at least 100 000 KM
- b) In case of injury caused by the conduct of demining activities, the amount is at least 200 000 KM.

Article 31.

In case of injury or the death of a deminer during the conduct of demining activities, the deminer or a member of his family is entitled to the damage compensation in accordance with the general regulations of the obligatory law.

V – EXPERT SUPERVISION OVER THE CONDUCT OF DEMINING ACTIVITIS

Article 32.

1. The Quality Assurance inspectors (hereinafter: the inspectors) shall carry out the supervision over the conduct of demining activities.
2. The inspectors are BH MAC employees and are responsible for their work to BH MAC Director.
3. The MAC authorises the inspectors for carrying out the supervision.
4. The MAC Director shall regulate the conditions to be fulfilled by the inspectors.

Article 33.

1. During the conduct of demining activities on a certain area or structure, the inspectors may regularly supervise the effect and the progress of demining.
2. Upon the completion of demining activities, the Inspectors are obliged to carry out the supervision over the area and/or structure demined by the conductor (organisation) and make a separate report on the supervision over the conduct of demining activities.

Article 34.

1. If the inspector notices irregularities in the conduct of demining operations, they shall request the work conduct in compliance with BH Standard and the contract. If the deviations from the contracted way of working or the rules of profession are such that they cannot be corrected, the work conductor shall be suspended for the work continuation, in accordance with BH Standard.
2. In case from Paragraph 1 of this Article, the Inspector has to make a written order for the suspension of further works immediately or within three days at least.
3. The complaint may be placed against the order from the Paragraph 2. of this Article to the Mine Action Centre Director, who has to make a decision regarding the complaint within three days.
4. The complaint from the Paragraph 3. of this Article shall not postpone the execution of the order.
5. In case of major irregularities or severe violations of either the Law or the BH Standard, the operations conductor may:
 - a) Lose the accreditation for work or
 - b) The responsible person may lose the working permit.

Article 35.

The Mac makes the record on the hand-over of the cleared area or structure together with the conductor (organisation).

Article 36.

The BH MAC provides the certificate on executed quality control to the organisation, which confirms that a certain area has been cleared in accordance with the Law and the BH Standard.

VI – MISDEMEANOURS REGULATIONS

Article 37.

1. A fine from 500 to 1000 KM shall be imposed upon a deminer for the following misdemeanours:

- a. Conduct of activities without the regulated authorisation,
- b. Continuous conduct of demining activities for more than 5 (five) hours,

2. A fine from 1000 to 3000 KM shall be imposed upon the responsible person of the authorised organisation for the misdemeanour from the items 1. and 2. of this Article.

3. In case from item 1., Paragraph 1. of this Article, the Misdemeanour Court shall also utter the protective measures of the suspension of the conduct of deminer's activity.

Article 38.

A fine from 500 to 1000 KM for misdemeanour shall be imposed upon:

- a. A deminer who did not have his regulated 12 hours continuous rest before the beginning of his working hours.

Article 39.

A fine from 15.000 to 20.000 KM for misdemeanour shall be imposed upon the working organisation that oppositely forms the regulations from Article 23. of this Law, carries out activities of demining in Bosnia and Herzegovina.

VII – SPECIAL REGULATIONS

Article 40.

The persons employed in the demining structures must not be related to the management or have financial interest in any of the activities related to the mine clearance and UXO removal, regarding which they shall provide a written statement.

Article 41.

The Decrees shall be enacted within 60 days from the day when this Law enter into force.

Article 42.

BH MAC and Entity MACs established in accordance with previously valid regulations for the area of demining in Bosnia and Herzegovina shall continue their work until replaced with new bodies in accordance with this Law.

Article 43.

The moment this Law enters into force, the Memorandum on Understanding issued October 30th 1997, and Principles Agreed issued January 1st 1998 by the Council of Minister and regarding the Demining Commission of Bosnia and Herzegovina, shall not be valid any more.

Article 44.

1. Physical and legal personnel (with legitimate, economical or safety interest in demining buildings or areas which are being or are to be used) may out of Plan deadline require form the Centre activities of mine clearance, building clearance and area clearance.
2. In relation to the above-mentioned principle of demining a separate demining contract shall be made.

Article 45.

1. This Law enters the force on the eight day of its publishing in the "Official Gazettes of Bosnia and Herzegovina".
2. This Law will be published it the official gazettes in Entities as well as in Brcko District.

PS BiH No: 14/02
Sarajevo

Chairman of the Chairman of the
House of Parliament House of Peoples

Dr. Zeljko Mirjanic, Sejfudin Tokic

Annex 11 – Technical and General Survey

The role of survey and area reduction

There is some debate about the exact nature and purpose of survey in mine action and a much greater ongoing debate as to exactly how it should be done. The Geneva International Centre for Humanitarian Demining has produced a brochure entitled “A Study of the Role of Survey in Mine Action” which runs to 180 pages.² This includes a case study of survey in Bosnia and Herzegovina.

Landmine Impact Survey

A Landmine Impact Survey collects socio-economic data on the extent of contamination and, particularly, the impact the mines and UXO have on communities and their economic activities. All known suspected communities in a country or region are visited by specially trained teams. A structured “community interview” determines the *impact* of mines and UXO and records the *blockages* they produce, such as denying access to safe water, agricultural land or housing. A standardised statistical sampling method is used to ensure that – within a known degree of certainty – over 95% of affected communities are included. The scoring system is also standardised and allocates points to each community. This allows separation into “high” “medium” and “low” risk communities as an aid to planning and prioritising mine action. All data are based on the community as a whole and not on individual areas or people. The scoring system tends to over-emphasise recent mine victims in assessing priority, this is the subject of ongoing debate.

LIS is highly standardised between countries allowing direct comparison internationally. The process is overseen by the Survey Action Group which consists of leading NGOs and other organisations involved in mine action. The main implementing agency is the Survey Action Center (SAC) in the USA. The SAC website³ has a large amount of information about LIS and many of the completed reports.

LIS is frequently done well after clearance has started. For example, in Bosnia and Herzegovina the LIS was done in 2003, so the results were only available some seven years after the end of conflict. The lack of LIS data leads to clearance prioritisation focusing more on technical issues and less on economic impact, there is thus a risk of clearing sites of little economic or social importance even if they are highly contaminated.

Griffen and Keeley noted⁴ “The LIS provides spatial data on the extent of contamination, but it relies for its main data source on interviews carried out at the community level using participatory rural appraisal (PRA) and rapid rural appraisal (RRA) techniques. Whilst PRA/RRA are accepted methods for understanding livelihood issues (and so helpful for measuring the ‘impact’ of mine/UXO contamination) they are less accurate as means for measuring the boundaries of the

² *A Study of the Role of Survey in Mine Action*, Geneva, March 2006. Available at http://www.gichd.org/fileadmin/pdf/publications/Survey_in_MA_March2006.pdf

³ <http://www.sac-na.org>.

⁴ Griffen and Keeley (2004) *Joint Evaluation of Mine Action in Cambodia for the Donor Working Group on Mine Action*. Available from <http://www.gichd.org>.

extent of that contamination. There is therefore an inbuilt error into the LIS methodology (survey designers considered at the time that the geographic information they would be gathering could be accurate within +/-250m).

The situation is exacerbated in areas where there are no communities to interview, and contamination in such areas may go unreported. This may appear irrelevant in considering the impact on today's population, but it implies increasing error as time passes [and more and more of known areas are cleared].”

General Mine Action Assessment

General Mine Action Assessment (GMAA) is the title currently preferred to General Survey or Systematic Survey. GMAA consists of an information gathering exercise which aims to gather all relevant information about a suspected hazardous area. There is no single definition, for example:

The International Mine Action Standards (IMAS)⁵ define GMAA as follows
General Mine Action Assessment (GMAA) [is] the continuous process by which a comprehensive inventory can be obtained of all reported and/or suspected locations of mine or ERW contamination, the quantities and types of explosive hazards, and information on local soil characteristics, vegetation and climate; and assessment of the scale and impact of the landmine and ERW problem on the individual, community and country.

General Survey is defined by BHMALC Standing Operating Procedures (SOP) as:
A group of activities, which are related and accorded in order to gather data and process information about mine danger without the use of demining methods. During this survey, information of the whereabouts and main characteristics of areas suspected to be mined are stated.

General Survey is defined by the Standard for Mine Clearance and EOD Operations in B&H as: General survey is the investigation of information already existing and new information gathered about suspect areas in order to identify risk areas and areas without obvious risk.

A number of common features emerge:

- GMAA is usually undertaken without leaving known safe areas.
- There is an inevitable tendency for the actual hazardous area to become enlarged as people add a safe zone around the area rather than under-report the size.
- Inclusion of an area in the GMAA as suspected does not mean that it actually includes any hazards.

Technical Survey

Technical survey aims to use information from GMAA and other sources to determine whether a piece of suspected contaminated land actually contains mines and UXO and therefore needs to be cleared. IMAS defines technical survey as:

“Technical survey, previously referred to as a Level 2 survey [is] the detailed topographical and technical investigation of known or suspected hazardous areas

⁵ IMAS 04.10 Second Edition 01 January 2003 Incorporating amendment number(s) 1, 2 & 3 Glossary of mine action terms, definitions and abbreviations. Available from <http://www.mineactionstandards.org>

identified during the planning phase. Such areas would have been identified during any information gathering activities or surveys which form part of the GMAA process or have been otherwise reported.”

Technical survey can be done by bringing together such people as experts in mine warfare, anyone who was present during the mine laying operation and reliable local sources. In some countries it may be possible to locate people who were serving in the forces who placed the mines and would be able to give reliable information as to which land areas would be mined and which would have been left clear, for tactical or strategic reasons, . Not infrequently Technical Survey is done by sampling the land in question by cutting clearance lanes across it (though the statistical justification for this method remains unclear). Mine detecting dogs are being increasingly used to identify areas of land which are free from contamination (for example by dividing the area into 10 metre square – or larger - sections and clearing only the boxes where a dog indicates the presence of explosives.)

Demining currently lack a clear methodology (or set of methodologies) for Technical Survey and there is debate about some approaches. Keeley commented in detail:

Technical Survey is a response to the need to find cheaper and faster alternatives to complete clearance. The key issue in demining is to identify land where mines are not present so that it can be released. Techniques already exist for clearing mines but are limited by speed and cost. Many methods have been tried, including the use of machines such as flails and explosive detecting dogs, but each of these has their limitations and are they are not always available nor always cost effective. Some agencies and individuals have suggested that ‘conflict analysis’ based on estimates of how mines may have been used and knowledge of the warfare in the region can also provide a reliable method for determining the extent of the landmine contamination.

The main problem is that there is not a credible ‘rule set’ that sets out when each technique could safely be used. The relevant International Mine Action Standard (IMAS 08.20⁶) is particularly disappointing in this regard. Whilst it has advice about technical details such as how to mark the area, it gives little guidance on the establishment of a procedure to obtain the results. Apart from the lack of support to implementing agents, this omission makes the monitoring and quality assurance of any technical survey problematic, because it becomes an evaluation of the “expertise” of the technicians involved.⁷

Area Reduction

Area reduction is a general name for the process leading to the release of land formerly included in the list of suspected hazardous areas but which can be considered as having no hazard. It is defined in IMAS as follows:

“The process through which the initial area indicated as contaminated (during any information gathering activities or surveys which form part of the GMAA process) is reduced to a smaller area.

Note: Area reduction may involve some limited clearance, such as the opening of access routes and the destruction of mines and ERW which represent an immediate and

⁷ The author is grateful for information in this section from Dr R Keeley, unpublished communication, July 2007.

unacceptable risk, but it will mainly be as a consequence of collecting more reliable information on the extent of the hazardous area. Usually it will be appropriate to mark the remaining hazardous area(s) with permanent or temporary marking systems.

Note: Likewise, area reduction is sometimes done as part of the clearance operation.”

Area reduction is usually, but not always, part of either GMAA or Technical Survey. Further contributions to Area Reduction can be made by such methods as considering any land which has been farmed for several years, without reports of mines or UXO and without accidents, as free of contamination.

Annex 12 – Mine Action in the BiH PRSP

V.11. SECTORAL PRIORITIES – MINE ACTION

1. Reform goals in sector:

- 1.1. *ensure stable and efficient implementation of demining activities in compliance with the goals of the Mine Action Strategy¹ in BiH by 2010, with a special emphasis on the humanitarian demining, mine risk education and social welfare for landmine victims;*
- 1.2. *create, promote and maintain the institutional and human capacity in accordance with the BiH Mine Action Strategy requirements by 2010;*
- 1.3. *secure funding necessary for the efficient conduct of demining actions through inter-sectoral, regional and international cooperation.*

2. Situation

With the greatest density of minefields in the world, Bosnia and Herzegovina is in the group of the countries with the major social and economic impact of landmines on the local community as well as on the overall development of the country. Available data indicate that more than 4% of the country's territory might be covered by minefields and more than 1400 settlements in BiH are affected. The strategic goal is to save BiH from the negative impact of landmines on the population and social and economic life in BiH. The basic responsibility and competence for conducting of mine actions in BiH lies with the Council of Ministers, i.e. the Ministry of Civil Affairs, which directs the operations of humanitarian demining and other mine actions through its bodies: the Demining Commission and the Mine Action Center (BH MAC) in BiH. The Council of Ministers adopted the BiH Mine Action Strategy until 2010, which precisely defined the activities for countering the problems caused by landmines.

The tasks and competence of the Demining Commission, The Donors Committee in BiH and Mine Action Center are stipulated and defined in the Law on Demining in BiH. More than 40 organizations in BiH conduct anti-mine activities. BHMAC has a headquarters in Sarajevo, offices in Sarajevo and Banja Luka and eight regional offices charged for the operational activities. Other factors of the humanitarian demining activities are local and foreign commercial companies, non-governmental and governmental organizations, entity organizations and bodies (civil defence, entity armies), the International Committee of Red Cross and local red cross committees, as well as other organizations which in their activities come in contact with the demining affairs (e.g. rehabilitation of landmine victims). Available capacities for humanitarian demining allow the accomplishment of the set goals.

3. Problems in sector

3.1. *Gap between real needs of BiH and limited resources*

Experiences in strategic planning at the BiH level to date indicate the existence of a large gap between the real needs for mine actions in BiH and the capacity of the country to maintain the necessary pace and the process of mine actions.

3.2. *Weak cooperation with other sectors in vertical and horizontal line*

The landmine problem, by its nature, greatly affects all other sectors and represents a considerable restrictive factor. Other sectors of the economy and society have not demonstrated sufficient and systematic interest in this problem and most frequently only present instant requests for urgent demining to implement reconstruction projects of affected sectoral capacities.

3.3. *Weak response of authorities at all levels of administration*

The support, which is necessary for the efficient implementation of the mission of BHMAC, is not satisfactory. It is both the wide range of non-material assistance, but also financial assistance, that the BH MAC needs to function smoothly. Under the law, the governments assumed the responsibility for providing their share of support to BHMAC, but this support is only partially forthcoming.

¹ The existing strategy, which was adopted by the Council of Ministers, is entitled "Demining Strategy in BiH". There is an ongoing process of strategy revision on the basis of new elements obtained from the systematic survey, research of the landmine impact and other data, obtained in the data collection and analysis process. This new revised strategy will be entitled "Mine Action Strategy in BiH".

3.4. Financial problems

The tight financial position of BiH is well-known. Regardless, it is crucial to secure the resources for organization and implementation of the humanitarian demining and other mine actions. Solving the landmine problem is a pre-requisite for the implementation of the return process, reconstruction and development. The International Community has, in its plans, foreseen the transfer of the complete funding responsibility to the local authorities and sources. This is a gradual process, but the BiH authorities have not yet responded appropriately.

4. Priorities

4.1. Promote all the aspects of demining process

In compliance with the International Standards of Humanitarian Demining, the Standards of Humanitarian Demining in BiH and the Law on Demining in BiH, it is essential to constantly develop all segments of mine actions in BiH. BH MAC will have a leading role in this process. The main measures are as follows:

- constantly improve standard operational procedures of BH MAC and Standards for Demining and Removal of Unexploded Ordnance in BiH;
- implement ISO and international standards for mine actions,
- cooperate with international and local research institutions that may have a positive impact on demining.

4.2. Complete the demining of the first category of priorities, according to the BH MAC's list of priorities, by 2010

- Activate the existing funding in order to achieve the projected level of mine actions.

4.3. Complete the systematic survey and research of the landmine impact in BiH

- through joint activities of BH MAC and the NGO "Handicap International", obtain a clear picture of the overall size of the landmine problem and of their impact on all aspects of life in BiH.

4.4. Revise the Demining strategy 2010

- according to the Strategic Plan of Demining in BiH, it should be revised by 2004, due to the constant introduction of new technologies. The revised demining strategy in BiH will, on the basis of the results of the systematic survey and the research of the landmine impact, guide the demining efforts more efficiently and permit better utilization of the limited funding available.

4.5. Continue Mine Risk Education, as the permanent priority task

- apply modern educational methods (interactive education, Internet, self-education) as part of Mine Risk Education in high schools and train the organizations and individuals to implement these programs and projects.

4.6. Partially reduce and mark the second priority areas for the period until 2010

- On the basis of the development of the demining process and the Demining Strategy in BiH, the mined areas belonging to the second and third priority category are to be permanently marked.

5. Funding required for demining in BiH in the 2004 – 2007 period

Mine actions in BiH are funded from the budgets of all levels of BiH governments and from grants received directly from the donors or through donor's agents. The Donor Committee is monitoring this process in compliance with the Law on Demining. BH MAC is funded from the budget at level of the Council of Ministers. For the time being, UNDP is funding the operational costs of BH MAC, but only in a limited amount.

According to the estimates from the Demining Strategy of BiH, the funding needs of the demining process for this period are presented in the following table:

In KM million.

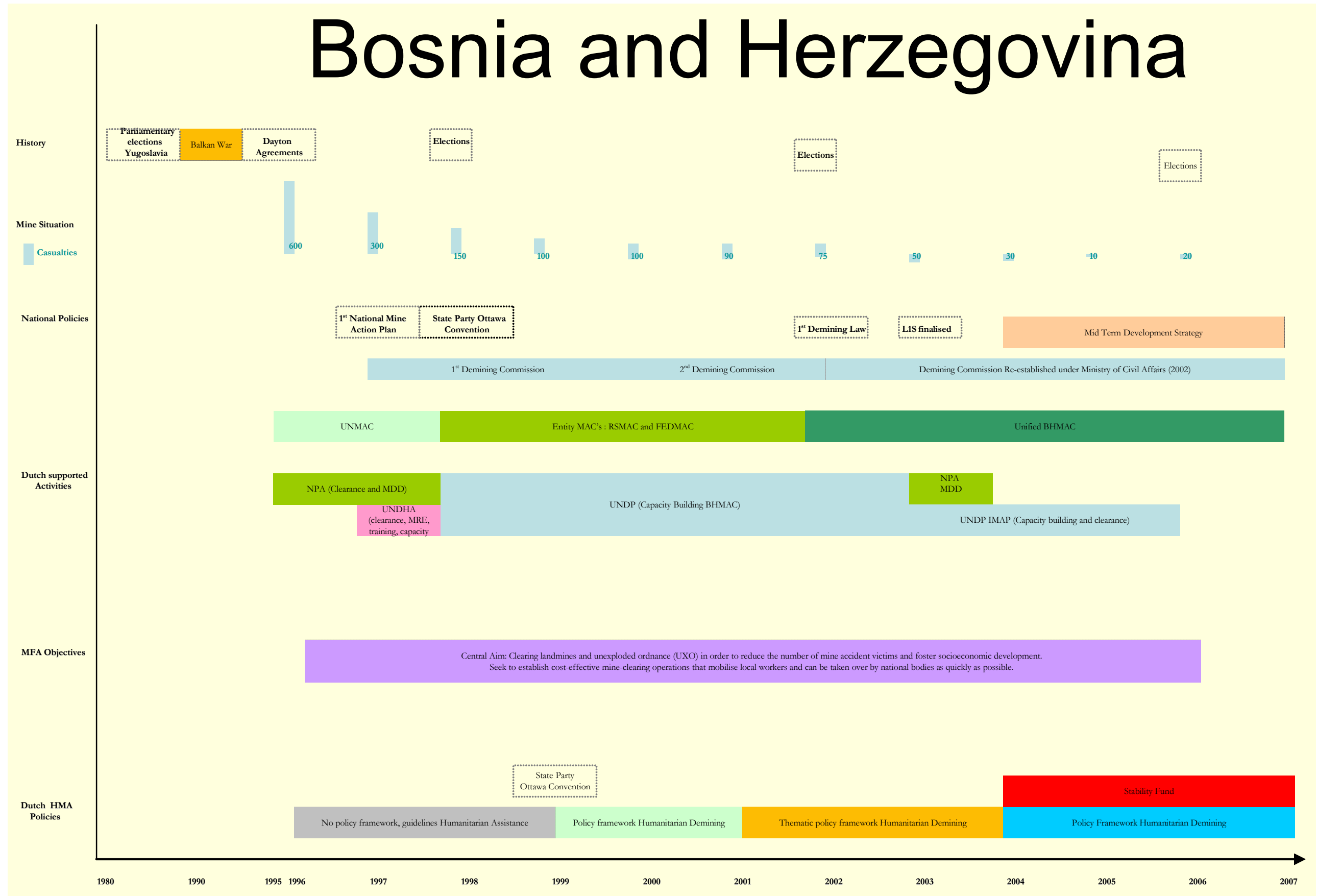
Year	2004	2005	2006	2007	Total
Funding of the programmes of Mine Risk Education	0.100	0.100	0.100	0.100	0.4
Funding of BH MAC structure	6.500	6.700	6.700	6.700	26.8
Technical survey	18.622	1.917	18.917	19.118	75.5
Demining operations	61.630	64.712	64.712	66.252	257.3
Permanent marking	1.465	1.884	1.884	1.926	7.1
Total	88.217	92.213	92.213	94.096	366.7

Funding sources, in KM million

Year	2004	2005	2006	2007	Total
Budgets in BiH	13.2	18.4	23.1	28.2	82.9
Donors	75.0	73.8	69.1	65.8	283.8
Total	88.2	92.2	92.3	94	366.7

Total funding needs for the humanitarian demining in BiH for this period are KM 366,700,000. However, the grant funds were not forthcoming in 2002 and 2003, as the financial indicators in the Demining Strategy of BiH have shown, which means that the planned tempo of reduction of areas under landmines has not been achieved. This will require the additional funding by 2010 to permit meeting of the adopted strategic goals.

Annex 13 – Chronological Overview



Annex 13 – Chronological Overview