Mid-Term Review of the Angola Programme of Norwegian People's Aid

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Executive summary

Introduction

The purpose of this review is to assist Norwegian People's Aid in adapting its Angola programme to reach the objectives it has set for its work for the period from 2004 to 2007. NPA presently works in five provinces of Angola; the country programme has an annual budget of approx. 60 million NOK and employs more than 550 persons. The strategy for 2004-2007 focuses on land and resource rights and democratic rights and participation, and is organised within two programmes, mine action (85% of resources) and development (15%).

The mine action programme

NPA's MA programme in Angola was established in 1995 and specialises in demining and surveying. In NPA Angola's strategy it is categorised under land and resource rights and is, as such, expected to help promote rural development and land rights. The period reviewed has been successful on several counts: the number of square metres cleared per year has increased dramatically, cost efficiency has improved, and efforts to achieve socio-economic objectives have been strengthened through the use of NPA's Task Impact Assessments (TIA). The MA programme is well on track towards achieving many of its aims. Further efforts should still be made to promote socio-economic development and land rights in demined areas and to ensure that demining benefits women as much as men. Recommendations include the following:

- Make better use of information collected in the TIA process, by improving TIA questionnaires and using narrative data for statistical analysis.
- Include women in TIA survey teams.
- Let TIA teams collect data on women's versus men's perceptions and needs.
- Train survey team members in analytical, interview, and data processing skills.
- Include indicators that reflect community well-being in the impact measure.
- Define 'cost' more clearly in the measure of cost efficiency.
- Formalise cooperation with MRE NGOs by clarifying selection criteria, signing contracts, providing required resources, and monitoring and evaluating MRE.
- Improve communication with mine-affected communities by training deminers in communication skills and setting up procedures for information and feedback.
- Build relations with development agencies to ensure a development effect from demining.
- Facilitate empowerment and learning processes in mine-affected communities.
- After demining, put in place projects to make sure that women also benefit.

While NPA has done a brilliant job in training Angolans, who now run operations in all bases, the question of *nationalisation* also extends to ownership and funding of the MA organisation. NPA Angola wishes to build up a fully nationalised organisation that can operate until mines cease to be a problem, but it is only when the Angolan Landmine Impact Survey has been completed that there will be a factual basis for forecasting the extent of the MA effort needed. We recommend that NPA set up a plan for a four-step transformation of the MA programme:

- Firstly, start exploring now different options with regard to nationalisation;
- Secondly, take a decision about the strategy for exiting as soon as reasonable clarity is attained on the MA situation in Angola, e.g. when the ALIS is ready;

- Thirdly, start the process of nationalisation, including by means of capacity building;
- Finally, when nationalisation is achieved, support the new organisation when necessary.

The development programme

The development programme of NPA Angola currently has four staff members, eight main partner organisations, and an annual budget of approximately seven million NOK. It works in the three provinces and runs activities within land and resources rights, democratic rights and participation, and in relation to building the capacities of partner organisations.

With regard to activities on land and resources rights, NPA is well on track towards reaching its aims regarding agricultural development. More effort is needed, however, to reach aims related to land rights and community self-organisation and empowerment. We advise NPA to:

- Plan and implement projects to promote land rights.
- Train and assist partner organisations in mapping and monitoring the conditions in each target community before and throughout the process of intervention.

Activities in this area of democratic rights and participation have done well at the level of the individual project, the problem being *focus*. NPA Angola's strategy of 'concentrating activities' is still rather distant. To improve goal attainment in this area we advise NPA to:

- Have a strategic discussion and make a decision on what to focus on in this thematic area, to promote greater consistency and a clearer profile.
- Improve and expand dialogue between communities and government authorities.

Within the DP, indicators existed but were not used. We recommend that a system for monitoring and evaluating DP activities is put in place. This should balance the need to measure progress against what is feasible, given the capacity and resources of NPA and its partners. The system should combine the use of appropriate indicators with narrative reports. More independent reviews are also recommended.

Partnership and the rights-based approach

The term 'partner' was used differently within the mine action and development programme. For the MA programme, state agencies in Angola were important partners, for the DP only civil society organisations could be partners. Within the DP, efforts were made to build the capacity of partner organisations, but results so far have been mixed. We advise the DP to:

- Follow up better the individuals whom NPA has trained in the partner organisations.
- Design a capacity and organisational development 'package' for each partner based on a thorough understanding of the challenges and history of the organisation in question.
- Frame the OD and CB efforts within a debate on what it means to be an NPA partner.
- Use meetings with partners to democratise the concept and the practice of partnership, and to spread ownership of the DP among partners.

An important value that the DP adds to Angolan society is its partnership approach. The rights-based approach of NPA will also make a positive difference, but in NPA Angola little progress has been made towards implementing it. We recommend that discussions intensify within NPA Angola on what the rights-based approach should mean in the Angolan context and how it can be realised.

Discussions should also clarify how the partnership and rights-based approaches can best be combined. At the activity level each project and partner should be analysed and progress measured in the light of human rights considerations.

Cross-cutting issues

NPA Angola has adopted gender and HIV/AIDS as the two issues to be 'mainstreamed' into the work and practices of its own organisation and of relevant partner organisations. To make for more effective goal attainment on these issues, we advise NPA Angola to:

- Adopt a 'from the inside out' approach systematically: mainstream the issues first within NPA, secondly among partner organisations, thirdly among rural communities.
- When developing a gender policy maximise the participation of NPA MA staff.
- Adopt monitoring and evaluation systems for action on the two issues, including indicators and narrative reports.

In relation to partner organisations, NPA should further try to:

- Install checks to make sure that the issues are incorporated by partners into projects.
- Promote the appointment of women in central positions in partner organisations.
- Train partner organisations more on HIV/AIDS issues.

Finally, for awareness of the two issues to penetrate the whole of NPA Angola more efficiently, we recommend that the DP and MA programme of NPA Angola:

- Share equally the costs of the activities conducted to promote the cross-cutting issues,
- Share the management of the work on the issues by establishing a Cross-cutting Issues Management Committee with an equal number of MA and DP members, and
- Consider establishing a Cross-cutting Issues Programme in the longer run, based on cost and management sharing experiences.

Linking mine action and development

The work on the cross-cutting issues has contributed to the bridging of gaps between the two programmes. Outside of NPA internally however, the two programmes have not yet implemented common projects. Our key recommendations therefore concern what the MA programme could do to prepare the 'bridgehead' for a 'bridge' between demining and socio-economic development to be built. We recommend that the MA programme:

- Provides training to managers in development and development planning, and includes knowledge of development as a criterion for recruitment;
- Improves communication and cooperation with mine-affected communities, to enable beneficiaries to give feedback, be empowered, and to learn, and to respond to local needs and concerns efficiently; and
- Improves communication and cooperation with development agencies, to work out and/or support projects that improve the effects of demining on the situation of women and men, in relation to socio-economic development, and on land rights.

Conclusion

NPA is on track towards reaching many of the goals it has set for its work in Angola during 2004-2007. We commend NPA Angola for its professionalism, innovation, and ambition. An important reason why some goals are still far from being reached is, however, that they are very ambitious, and that there are so many of them. Concentrating activities will therefore be crucial in the time that remains of the current strategic period.

List of tables, figures, and boxes

List of abbreviations

Abbreviation	Meaning in English	Meaning in original language (if applicable and/or different)
AAEA	Angolan Association for Adult Education	Associação Angolana para a Educação de Adultos
ADRA	Action for Rural Development and Environment	Acção para o Desenvolvimento Rural e Ambiente
ALIS	Angolan Landmine Impact Survey	
ASBC	Samuel Brace Coles Association	Associação Samuel Brace Coles
ASSONAK	Kalmuk National Solidarity Association	Associação de Solidaridade Nacional dos Kalmuks
CHOFA	Amboim Fruit and Vegetable Cooperative	Cooperativa Hortifrutícola do Amboim
CLT	Community Liaison Teams	
CLUSA	Cooperative Leagues of the USA	
CNIDAH	National Inter-Sectoral Commission for Demining and Humanitarian Assistance	Comissão Nacional Inter-Sectoral de Desminagem e Assistência Humanitaria
CONGA	INGO committee in Angola	Comité de organizações internacionais não governamentais em Angola
CSO	Civil society organisation	
DCA	DanChurchAid	
DFID	Department for International Development	
DP	Development Programme (of NPA Angola)	
DW	Development Workshop	
EC	European Commission	
EDA	Agrarian Development Station	Estação do Desenvolvimento Agrário
EISA	Electoral Institute of Southern Africa	
EISIDA	Youth Club for Education and Information about AIDS	Clube Juvenil de Educação e Informação sobre o SIDA
EOD	Explosive Ordnance Disposal	
FAS	Social Action Fund	Fundo de Apoio Social
FOJASSIDA	Youth Forum for Health Support and AIDS Prevention	Fórum Juvenil de Apoio à Saúde e Prevenção da SIDA
FAA	The Angolan Armed Forces	Forças Armadas Angolanas
GICHD	Geneva International Centre for Humanitarian Demining	
GLIF	Feminine Leadership Group	Grupo de Liderança Feminina
HDI	Human Development Index	
ICBL	International Campaign to Ban Landmines	
ICRC	International Committee of the Red Cross	
IDA	Agricultural Development Institute	Instituto do Desenvolvimento Agrário
IDP	Internally displaced person	
IMAS	International Mine Action Standards	
IMSMA	Information Management System for Mine Action	
INAD	National Demining Institute	Instituto Nacional de Desminagem
INAROEE	National Institute for the Removal of Explosive Obstacles	Instituto Nacional de Remoção de Objectos e Engenhos Explosivos
INGO	International NGO	
KISSOKO	Association of Residents and Friends of Kwanza Sul	Associação dos Naturais e Amigos do Kwanza Sul
KS	Kwanza Sul	
LIS	Landmine Impact Survey	
LM	Landmine Monitor	
MA	Mine Action	

MAG	Mines Advisory Group	
M&E	Monitoring and evaluation	
MFA	Ministry of Foreign Affairs	
MgM	People against Landmines	Menschen gegen Minen
MINADER	Ministry of Agriculture and Rural Development	Ministério da Agricultúra e do Desenvolvimento Rural
MPLA	Popular Movement for the Liberation of Angola	Movimento Popular da Libertação de Angola
MRE	Mine-risk education	
MSC	Most significant change	
MSF	Doctors Without Borders	Médecins sans frontières
MTR	Mid-term review	
NEW	Nationalisation, Education and Welfare	
NGO	Non-governmental organisation	
NL MFA	Dutch Ministry of Foreign Affairs	
Norad	Norwegian Agency for Development Cooperation	
NPA	Norwegian People's Aid	
PEPSA	Pre-conditions for Elections Programme in Southern Africa	
REST	Remote explosive scent tracing	
SAC	Survey Action Centre	
SBF	Santa Barbara Foundation	
Sida	Swedish Agency for International Development Cooperation	
SNV	Netherlands Development Organisation	
SOP	Standard operating procedures	
TIA	Task impact assessment	
UD	Norwegian Ministry of Foreign Affairs	Utenriksdepartementet
UN	United Nations	
UNDP	United Nations Development Programme	
UNHCR	United Nations High Commissioner for Refugees	
UNICEF	United Nations Children's Fund	
UNITA	National Union for the Total Independence of Angola	União Nacional para a Independência Total de Angola
US DOS	United States Department of State	
USD	United States dollar	
UTCAH	Technical Unit for the Coordination of Humanitarian Aid	Unidade Técnica de Coordenação da Ajuda Humanitária
UXO	Unexploded ordnance	
WCDI	Women Can Do It!	
WFP	World Food Programme	

Map of Angola

1.   Introduction

1.1   Purpose and target groups of review

This is a review of the work of Norwegian People's Aid in Angola. The review is conducted as NPA Angola is halfway through its current strategic period, which runs from 2004 to 2007.
The main purpose of the review is to assess the extent to which NPA Angola is on track towards reaching the objectives it has set for this period, and to suggest measures for reaching the objectives more efficiently. Another purpose is to examine the extent to which the thematic areas that NPA has chosen for its work in Angola are relevant for women and men in the target groups, for NPA's partners and donors, and for the Angolan government.

The review was commissioned by NPA Angola. The terms of reference are given in Annex. The primary target group of the mid-term review is the staff members and partners of NPA Angola, for whom the review will feed into the planning process for the 2006-2007 period. The NPA Head Office in Oslo is a second target group. For Head Office staff the report should strengthen the basis for advice vis-à-vis NPA Angola, and serve as a 'yardstick' to get a sense of the status and challenges of one of NPA's country programmes. Given that Angola is the first NPA country programme for which a mid-term review has been conducted, the MTR can also highlight issues that may need addressing in future reviews of other country programmes. A final target group of the mid-term review is the donors to Norwegian People's Aid in Angola. For donors, the review will improve the basis for future considerations regarding support of the work of Norwegian People's Aid in this Southern African country.

1.2   Methodological approach and fieldwork

The review was conducted by a team set up by the Chr. Michelsen Institute (CMI). The team consisted of economist Jan Isaksen from CMI (team leader), political scientist Ingrid Samset from CMI, and agronomist and consultant Fernando Pacheco from Angola. The review included preparatory work between May and September 2005, fieldwork in Angola in October, interviews in Oslo in November, report writing, a debriefing meeting at the NPA Head Office in December, and the completion of the report in early 2006. The sequence of events of the MTR is outlined in Annex

In addition to some interviews in Norway, fie ldwork for the review was done in Angola over a three-week period in October 2005. In Angola the team observed and assessed activities run or supported by the NPA in the provinces of Luanda, Bengo, Kwanza Sul, and Malanje. During fieldwork, the team collected the views of a broad selection of people who have been involved in or have an informed opinion on the work of NPA and/or its partner organisations. During our 20 days in the country we interviewed more than 60 persons. We also held roughly a dozen meetings with larger groups of people. More information about meetings and interviews is given in the list of informants in Annex 3.

Informants for the review were of six different types: (1) NPA staff members; (2) representatives of partner organisations of NPA Angola; (3) representatives of target groups of the work of NPA Angola; (4) representatives of NPA Angola's donors; (5) Government of Angola officials; and (6) agencies working in the same thematic fields as NPA Angola.

Interviews were conducted in English, Portuguese or Norwegian, or in a combination of these languages. We were assisted by an interpreter whenever needed. Interviews were semi-formal conversations with informants, as we did not adopt a fixed questionnaire but discussed what we wished to address and how we would go about it before each meeting.

While most interviews in Angola were done by the entire MTR team together, we also split up in some cases, in line with a thematic division of labour and/or methodological concerns. In two villages we visited the team split up, for instance, in order to get an impression of the difference in needs and perceptions of women and men respectively. Separate focus group discussions were conducted with the women and the men, with the female team member speaking with the women and the male members with the men. The aims were to enable the female villagers, who tended to be less outspoken in the presence of men, to have their voice heard and to verify the extent to which the concerns and perceptions of women and men differed. The method proved to be effective and rewarding.

The fieldwork ended with a two-day workshop in Luanda in which approximately 25 persons participated, including staff members from the NPA Head Office as well as representatives of the partners of NPA in Angola. The purpose of the workshop was to let the team present preliminary findings and also to get feedback from stakeholders, as well as to encourage discussion on the issues of the review. The workshop programme is given in Annex 4.

The fieldwork enabled the review team to access most of the information required to carry out the task at hand, even though time constraints meant being able to get less information than desired in order to address some of the issues in greater depth. There were also two deviations from the original plan for the MTR. One was that some documents that were to form the basis for parts of the review turned out not to be available. The team and NPA therefore agreed on making some small changes to the ToR accordingly.[1] The other deviation was that, for various reasons, the MTR process was completed in early 2006 rather than by late November 2005, as stipulated in the original schedule.

1.3   Structure of report

Beyond this introduction and a conclusions and recommendations chapter at the end, the report has nine chapters. Chapter 2 introduces NPA and its work in Angola. Chapter 3 assesses the mine action programme of NPA Angola, Chapter 4 the development programme. In Chapter 5 we assess how NPA's partnership approach has been spelled out in Angola, and in Chapter 6 the work on the cross-cutting issues of gender and HIV/AIDS is examined. Chapter 7 looks at the links between mine action and development in the NPA Angola context. Chapter 8 discusses whether NPA Angola should include a new thematic component in the current strategic period, while Chapter 9 considers what role the Angola programme could play in NPA's work within the Southern African region.

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[1] The main change related to the fact that a report on whether 'violence against women' should be included as a new thematic area by NPA Angola was not finished. We therefore agreed that the MTR would assess whether to include a new thematic area in general, instead of assessing whether to include this particular topic as a new area.

2.   Introducing NPA Angola

2.1   Historical background

Norwegian People's Aid was established in 1939 by the trade union movement in Norway. In its early years, NPA had an international engagement with the European continent, but throughout the 1950s and 1960s the organisation focused more exclusively on activities within Norway. In the 1970s, however, NPA started supporting decolonisation struggles in various parts of the world, in particular in Southern Africa. In the 1980s, this solidarity work was followed up by the establishment of NPA offices and the start-up of humanitarian and/or development work in various countries, mainly in Sub-Saharan Africa and Latin America. In the 1990s, NPA expanded its international work and also got involved in Europe again, chiefly in the Balkans.

It was as part of its support for liberation struggles in Southern Africa that NPA took the initiative to start working in Angola. In 1989 NPA signed a cooperation agreement with the Government of Angola, as one of the first international agencies to start such cooperation.

Given the humanitarian emergency situation after nearly three decades of war in Angola, NPA spent its first years in the country mainly providing relief aid. It helped in rehabilitating primary health care services and assisted in the reintegration of returning refugees and of persons who had been internally displaced. The humanitarian effort suffered a setback, however, as civil war broke out again in 1992, only to be brought to a new close in 1994.

It was as this phase of war ended in 1994 that NPA Angola was requested by the United Nations operation in the country to assist in the effort to remove the thousands of explosive devices that had been scattered across the country. NPA Angola heeded the call and established a programme for humanitarian mine action in 1995. In parallel with this work in Angola, NPA also started mine action programmes in a number of other countries, and a Mine Action Unit was established at the organisation's Head Office in Oslo. Today NPA is one of the principal humanitarian mine action NGOs in the world.

Since it started in the mid-1990s, NPA's mine action in Angola has targeted returnees and other vulnerable sections of the population, with a focus has been on demining. Meanwhile, the other work of NPA in the country, in health care and socio-economic assistance to returnees, was reoriented during the second half of the 1990s. Efforts were made to transform this work from a *humanitarian* effort to an engagement with social and economic *development* which could be sustainable in the longer run. In the strategic period from 1998-2002, the focus on health was thus complemented by the more general aim of 'revitalising' Angola's rural areas. NPA also introduced the concept of 'empowerment' during that period, in an effort which was linked to the shift from being an *operator* to being a *facilitator* of local organisations. Now it was no longer be NPA but rather Angolan civil society organisations that were to carry out projects, still with financial and other support from NPA.

2.2   NPA Angola's programme from 2004 to 2007

From 1998-2002, efforts by NPA Angola to undertake mine clearance and to move from a humanitarian to a development focus were hampered by a new period of civil war. The end of this war in 2002 opened up new opportunities for NPA's work in Angola.

In parallel with this, a process was ongoing in Norwegian People's Aid as a whole at the time of discussing the overall directions and values of the organisation. A key result was the new strategy for NPA's international and humanitarian work, adopted in 2003 (NPA 2003). The strategy defines NPA as as a 'rights-based' organisation committed to 'struggle together to secure human

rights for all'. In addition to this rights-based approach, NPA also entrenches its 'partnership' approach in the new strategy. The latter approach was further specified in a document adopted by NPA's board the following year (NPA 2004).

The emergence of a new strategy for the organisation, the completion of the previous strategic period of NPA Angola, and the end of the main war in Angola (another conflict continued in the north of the country) all gave momentum to reflections within NPA Angola on how to move ahead. It was on the basis of these discussions that the strategic document for NPA Angola in the 2004-2007 period was worked out (NPA Angola 2004).

The strategy of NPA Angola has four main parts. The first part of the strategy introduces Angola's political and humanitarian situation and the history of NPA in the country. Donors that have provided support are also listed. The second part incorporates key elements from the new global strategy concerning 'values', 'partnership', 'empowerment', and 'participation'. The third and main part of the strategy presents the planned foci of NPA's work in Angola during the period from 2004 to 2007. The foci or 'thematic areas' are identified as 'land and resources rights' and 'democratic rights and participation'. Notably, the mine action programme of NPA Angola is categorised under the land rights thematic area. This move represents a novelty in NPA programming in Angola, and results from an expressed priority in the strategy to 'develop synergies' between NPA's MA and development programme in Angola (p. 4). Having elaborated on the objectives, target groups, and expected outputs of NPA work within the land/resources and democracy/participation areas, the strategy rounds off with sections on cross-cutting issues and on monitoring and evaluation.

The 2004-2007 strategy does not go into the organisational set-up of NPA Angola, and therefore leaves the impression of a relatively uniform Angola country programme. In practice, however, the country programme has been organised along two tracks: a mine action programme on the one hand, and a development programme on the other. In the following two chapters we examine these two programmes consecutively.

3.   The Mine Action Programme of NPA Angola

In this chapter, we first introduce the situation with regard to landmines and demining in Angola, and outline how NPA has responded to this in its mine action programme. Secondly, we assess how the activities of the MA programme are reported on, what indicators are used, and how impact and output are measured. In the third section, the extent to which the programme has reached its objectives is discussed, and finally we examine future perspectives for the programme, with a focus on strategies for phase-out and capacity building.

3.1   Mine action in Angola and the NPA

3.1.1   The landmine situation in Angola

According to the Landmine Monitor report (ICBL 2005), Angola is heavily affected by landmines and unexploded ordnance (UXO). Information on the extent of landmine contamination in the country is, however, limited and unclear.

Landmines were a major feature of successive armed conflicts in Angola from 1961 to 2002. The fierceness of fighting in some phases as well as the considerable resources available for military hardware both point to the likelihood of a major post-war landmine problem. While not fully documented, indications suggest a high frequency (higher than in, for example, Mozambique or Afghanistan) of 'terror mining'. Mines Advisory Group, another demining NGO, reports that during the war in Angola 'all sides mined water sources, fruit plantations, paths and even shady trees where troops were likely to rest. Mines were also used to depopulate areas by creating fear and instability' (Landmine Action 2005: 21). There have even been some unconfirmed reports of sporadic post-2002 use of anti-personnel and anti-vehicle mines, allegedly by criminal groups. While considerable clearing has taken place since the mid-1990s, it is thus likely that the frequently heard statement that 'Angola is one of the most landmined countries in the world' still holds.

As of 2004 (Government of Angola 2004), Angola's national database had registered 4,200 areas that contain or are suspected to contain mines. Angola's National Inter-Sectoral Commission for Demining and Humanitarian Assistance (CNIDAH) has estimated that it will take five years, that is, until 2010, to complete the humanitarian demining effort. However, the basis for this estimate appears weak since the extent of the mine problem in Angola has not yet been subjected to a standard Landmine Impact Survey (LIS).

In 2002, the Angolan LIS (ALIS) started under the auspices of CNIDAH and the various demining NGOs working in Angola. By 2004, work on the survey had begun in ten of Angola's 18 provinces.[2] While the ALIS was supposed to have been completed in 2005, by the time of our fieldwork in October that year it had only been completed in ten provinces; was near completion in three; and had not yet been completed in five provinces.[3] The main reason for the delay was that funding had run out.

The policy for and organisation of mine action in Angola have been relatively poor. A National Institute for the Removal of Explosive Obstacles, INAROEE, was established in 1999 but experienced several problems. It was replaced in 2003 by the National Institute for Demining, INAD (ICBL 2005). INAD has operational responsibilities, and has planned to establish offices in ten of the country's most mine-affected provinces.

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[2] These were Benguela, Bié, Cunene, Huambo, Huíla, Lunda Norte and Sul, Malanje, Moxico, and Namibe.
[3] The survey was not completed in Cuando Cubango, Cabinda, Bengo, Uíge and Zaire; and was nearly complete in Moxico, Lunda Sul and Namibe. In the remaining ten provinces the LIS was finished.

Apart from INAD, the other significant national landmine agency is the above-mentioned CNIDAH, established in 2001 (ICBL 2005). CNIDAH is Angola's overseer and policy organ within mine action. Its organisation provides for a separation between policy, coordination, and fundraising on the one hand, and the implementation of MA activities on the other. It was established in response to the lack of overall coordination in the mine action sector, and the lack of donor confidence in the existing national mine action institutions.

Donors have in particular called for a national mine action plan. Government sources indicate that the work to set up such a plan has progressed, but observers seem to doubt that the launch of a plan is imminent. On the other hand, there are signs that the authorities are giving high priority to mine action. During our fieldwork, the local press reported that in Angola's 2006 budget demining, due to its significance for economic development, is an area that 'should be favoured above all others'. Demining is listed as budget priority number four after health, education, and the reintegration of ex-combatants and refugees (Fragoso 2005). It is also stated that a new demining commission is to be established at cabinet level (Bengui 2005).

To perform its work as an overseer, CNIDAH is aided by an Information Management System for Mine Action (IMSMA), part of which is a database where all information on mine incidents, suspected areas, and clearance is entered. CNIDAH works in a decentralised way, with the Vice-Governor of each province being the focal point for liaison. Offices have also been set up in some provinces, including Bengo and Malanje.

While emphasising the uncertainty of data, the 2004 landmine monitor (ICBL 2005) estimates that, from 1999 to 2004, approximately 24 million square meters of Angola's territory were cleared of landmines. Most of the clearance was conducted by international NGOs specialised in mine action. Table 1 lists the most important international operators. In addition to these international agencies, two Angolan entities have been involved in humanitarian mine clearance. These are INAD via its *Brigadas Técnicas de Sapadores* (BTS), and the Angolan armed forces (FAA). Considerable demining for commercial purposes is also taking place, e.g. by Cogote, a local industrial security firm.

Table 1. International humanitarian mine action operators in Angola

Name of operator	Acronym	Country of origin	Started MA in Angola	Current area of operation (if known)	No. of employees (if known)
DanChurchAid	DCA	Denmark	2003	-	-
HALO Trust	HALO	UK	1994	Bié, Benguela, Cuando Cubango, Huambo	620 Angolans, five expatriates
InterSOS	-	Italy	1997	Cuando Cubango, Huíla	-
Menschen gegen Minen	MgM	Germany	1996	Bengo, Cunene, Huíla Kwanza Sul	-
Mines Advisory Group	MAG	UK	1992	Cunene, Moxico	386 Angolans, 11 expatriates
Norwegian People's Aid	NPA	Norway	1995	Kwanza Sul, Malanje, Moxico	More than 550 Angolans, five expatriates
Santa Barbara Foundation	SBF	Germany	1996	-	-

According to GICHD (2004), humanitarian mine action includes the following activities:
- Humanitarian demining, i.e. removal of landmines and unexploded ordnance (UXO);
- Surveying, mapping, and marking;
- Mine-risk education, also known as mine awareness;

- Victim assistance, that is, the rehabilitation and reintegration of victims of mine accidents;
- Stockpile destruction; and
- Advocacy against the use of anti-personnel mines.

Mine-risk education (MRE), one of the components of humanitarian mine action, has been provided by a number of local and international NGOs. By 2003, eight Angolan NGOs were involved in this field, while international MRE providers have included Africare, Handicap International, ICRC, MAG, and NPA. UNICEF has also been involved, mainly by supporting local MRE NGOs and by coordinating MRE activities in Angola.

With regard to the number of casualties due to landmines in Angola, reports are conflicting. From 1999 to 2002, when the civil war was still ongoing, at least 2,686 new mine or UXO casualties were reported. In September 2004, the government stated that 700 people had been killed and 2,300 injured in landmine incidents 'over the last six years'. It further estimates that Angola has 80,000 'mine survivors'. In 2004 alone, there were at least 191 new mine/UXO casualties in Angola (ICBL 2005).

As for assistance to the survivors of the mine accidents, limited facilities exist. The physical rehabilitation of civilian victims is mostly provided by international NGOs. CNIDAH has, however, set up a 'Support and Social Reintegration' Sub-Commission, made up of representatives of the Ministries of Health, Labour, Social Affairs, and Education as well as of UN agencies, the ICRC, and international and local NGOs.

There is no centralised record of the funding of mine action in Angola. According to the Landmine Monitor report (ICBL 2003), in 2003, 17 countries and the EC contributed in total some USD 21.3 million to MA in the country. The contribution of the Angolan government appears somewhat unclear, however.[4] To States Parties to the Ottawa Convention,[5] GoA has reported that in 2003 it contributed USD 125,000 for mine action within its own borders, and in 2002 USD 300,000. By contrast, in November 2003, GoA told the UN Security Council that it had allocated approximately USD15 million to MA in 2003. In September 2004, moreover, Angolan media reported that the government said it was investing USD 16 million in mine clearing equipment and the training of nine new demining brigades for INAD. With regard to 2005, although stressing the wide margins of uncertainty, observers have hinted that total funding for MA – donor and local – might reach as much as 55 million USD. This represents a marked increase from the immediate post-war level of 2003. The main contributors have been the EC, as well as the governments of Belgium, Canada, Denmark, Finland, France, Germany, Ireland, Japan, the Netherlands, Norway, Portugal, South Africa, Sweden, Switzerland, the UK, and the US.

3.1.2   The NPA mine action programme

Norwegian People's Aid in Angola established its mine action programme in 1995, in response to a request from the UN to help in demining the country after the war. NPA's first task was to clear the road between Luanda and Malanje of landmines and UXOs. With the return to war at the end of 1998, however, weakening donor support (Bach and Lark 2003) and difficult security conditions held back work. Until 2002, NPA also, according to some sources, had managerial difficulties. Together, these factors seem to be reflected in the reports on square meters cleared by NPA per year

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[4] The following information is drawn from ICBL (2004).

[5] This is the international agreement that bans antipersonnel landmines and regulates mine use, production and trade, victim assistance, mine clearance and stockpile destruction. Angola was one of the governments that first signed the treaty in December 1997 in Ottawa, Canada. GoA ratified it fu rther in July 2002, so that it became Angolan law on 1 January 2003. Each State Party is given a ten-year period after ratification to clear its national territory of landmines, and Angola has thus committed itself to become 'mine free' by 2013. Source: www.icbl.org

from 1999-2001.[6] From 2002, however, with the peace accord in Angola and with the tidying up of administrative problems and the arrival of new key personnel in NPA, the square-metre output was set to rise again. The output level has seen a rapid growth up to 2004 as cost efficiency has improved, and was likely to be maintained for 2005 (NPA Angola 2005a).

NPA's Mine Action programme in Angola concentrates on three types of activity: humanitarian demining; surveys, mapping and marking; and mine-risk education (MRE). The two first are the main foci: NPA has built considerable clearing capacity, as well as cutting-edge expertise in surveying the landmine problem. With regard to MRE, NPA considers this activity to be important but has opted to 'contract it out'. In most cases this is done through working closely with and assisting specialist organisations, ranging from local NGOs to, for example, UNICEF, that do MRE in areas where NPA demining teams are working.

NPA mine action is conducted in a number of Angolan provinces. In 2005 it ran projects and operations in Huíla, Kwanza Norte, Kwanza Sul, Luanda, Malanje, Moxico, and Uíge. Bases are kept in three of these provinces: Kwanza Sul, Malanje, and Moxico. Table 2 provides details about the operational capacities of the three MA bases of NPA Angola.

Table 2. Operational capacity of bases of the MA programme of NPA Angola (2005)

No.	Name	Province	Operational capacity
1	Malanje	Malanje	• 1 mobile survey team • 1 mobile EOD team • 1 Casspir team • 2 manual demining teams • 1 mechanical team (Aardvarks)
2	Luena	Moxico	• 1 mobile survey team • 1 mobile EOD team • 1 Casspir team • 1 manual demining team • 1 mechanical team (Aardvarks)
3	Gabela	Kwanza Sul	• 1 mobile survey team • 1 mobile EOD team • 2 manual demining teams • 1 mechanical team (Hydrema)

The MA programme employs more than 550 persons, of whom the overwhelming majority are Angolan citizens. While five expatriates still have key positions in the organisation, since September 2005, all three bases have been run and managed by Angolans. Notably, nationalisation at this level has run in parallel with a considerable improvement in efficiency.

MA activities demand a wide range of skills. According to a study of competence levels within NPA's MA programme (Devold Kjellsen 2005) the deminers, who constitute the biggest group of personnel, have – along with guards and cleaning staff – the poorest education of the MA staff. Only some 40 percent in this group had done four to six years of schooling, and only three percent the full 12-year cycle of primary and secondary school. Education levels were higher among the mechanics and electricians, machine operators, section leaders and assistants: some 15 percent of them had done the 12 years. Overall, 78 percent of the personnel at production level had six years of schooling or more and 14 percent had 12 years. A majority of the MA staff thus seems to have basic literacy and numerical skills. Further human resource development within the programme is

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[6] The GICHD study (Bach and Lark 2003) ascribes this to the forced localisation to contain costs to a level permitted by shrinking donor support. Others stress personnel problems and unfortunate choice of management.

expected as a result of a new Nationalisation, Education and Welfare Policy of NPA Angola (NPA Angola 2005e).

NPA's mine action programme has, over time, been able to secure funding from quite a high number of different donors, and in recent years the programme has had a budget of roughly 50 million NOK per year. Table 3 lists those institutions that have funded the programme in recent years, and approximately how much each donor contributed.

Table 3. Funding of the MA programme of NPA Angola, 2003-2005 (in million NOK)

Donor	2005 (budgeted)	2004	2003
Norad	18,00	16,39	22,53
US DOS	9,01	7,71	12,30
NL MFA	7,48	7,40	3,63
UD REST	5,21	2,94	-
Norad Investment	0,62	4,38	-
DFID	2,69	2,29	-
Statoil	1,36	2,31	0,59
Sida	7,20	5,21	8,64
Total	51,57	48,63	47,69

Source: Team calculations on the basis of data and budget 2005 from NPA Angola.

Norway's MFA is clearly the biggest funder with around 40 percent of total contributions. Other major donors are the US Department of State, the Dutch MFA, and the Swedish Agency for International Development Cooperation (Sida). From 2003-2005, support from these four made up between 74 and 96 percent of the total. While most donors have contributed on an annual basis, Sida and the Norwegian MFA have funded the MA programme over two- and three-year periods, and the Dutch MFA has from 2004-2007 had a four-year frame agreement with the NPA Head Office, which includes the Angolan Programme.

Although one or two of the existing donors may withdraw over the next few years, the NPA was confident that a programme of roughly the same size, of NOK 50 million, could be financed for the coming few years. When one includes ALIS, the already financed budget for 2006 is NOK 67 million. Even for 2007, finance for over half of the programme is secured.

The donors, by and large, leave the decisions of prioritisation about the use of the support to NPA itself. MA managers are clear that task decisions are those of the NPA. In more than one case, requests from Angolan government authorities have been rejected as the task they asked NPA to do did not have sufficient priority ranking on the basis of NPA's task impact assessment (on which we elaborate below). NPA's decisions in this respect have, so far, been accepted by the authorities. One would, however, expect that when CNIDAH is fully functioning, it may take a greater interest in giving direction to the various MA operators.

The NPA MA programme focuses first and foremost on achieving impact in line with the overall objectives of the NPA country strategy for Angola (NPA Angola 2004). As noted in Chapter 2, these objectives relate to the two thematic areas NPA Angola has chosen to focus on in the current strategic period. The MA programme is to contribute within one of these areas, namely land and resources rights. An overall objective of the MA programme is hence to secure people's rights to land and other resources, in line with a rights-based and partnership approach to development.

As we elaborate on in Chapter 5, the MA programme uses a concept of *partnership* and *partners* which is slightly different from how it is used in the development programme of NPA. A key idea is, however, that the affected populations should play a role in deciding where and how NPA's mine action resources are to be used.

To maximise local influence on decision-making, the sub-projects or 'tasks' implemented by NPA's MA programme in Angola are prioritised in a process that usually involves a survey team, villagers and village leaders, other local authorities, and various development bodies, such as

NGOs and UN organisations. A final decision on which projects to engage in are, however, made by the NPA, on the basis of its strategy and a task impact assessment (TIA). In its decision-making at this detailed level, NPA appears to have a great deal of autonomy vis-à-vis both the GoA and the organisations and communities with which it cooperates.

In 2002, NPA restructured its Angola mine action unit so that each regional base now functions as a fully integrated unit (see Table 2). Since 2002 there has been a strong focus on cost effectiveness, which has achieved results. Technical efficiency measured in number of square metres has increased in all the bases and for each of the mine clearing methods. This development is shown in Figure 1 below.

Figure 1. **Angolan territory cleared of landmines by NPA, 2001-2005 (in square metres)**
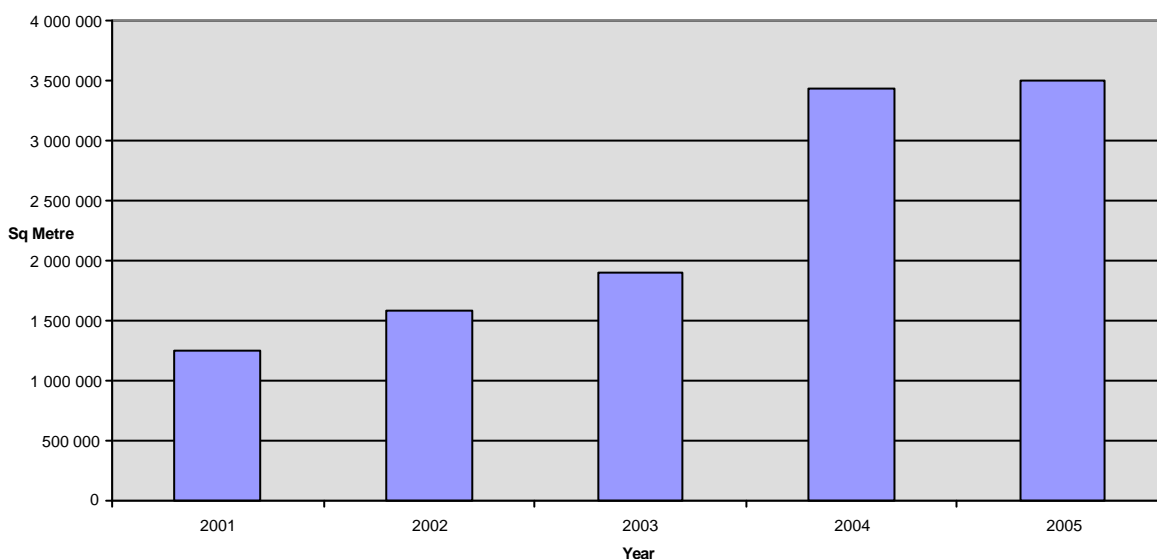
The remarkable jump from 2003 to 2004 relates in a large part to a general change in efficiency for all methods and areas, which is a result of overall managerial improvement. Increased output is also due to a change in the use of the 'Casspir' vehicles, which has brought large gains in square metres of clearing without any considerable cost increase – and therefore a major increase in cost efficiency. Figure 2 below illustrates.

Figure 2. **Cost efficiency of NPA demining in Angola, 2001-2005 (in USD/sqm cleared)**

Cost efficiency USD per sq metre cleared 2001-2005
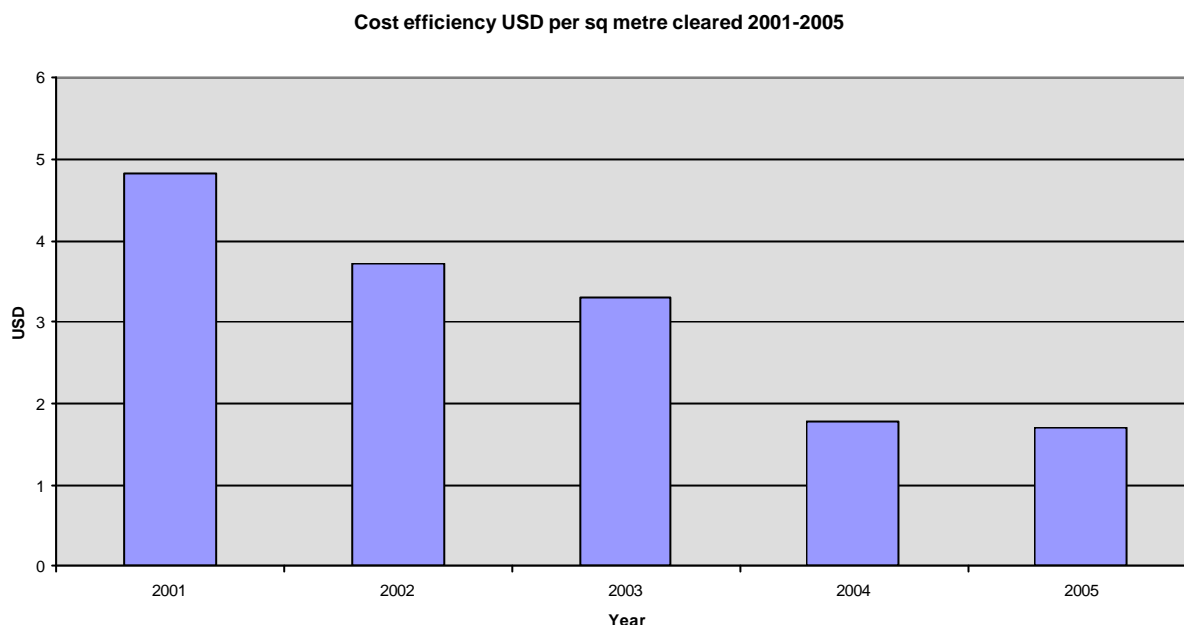
NPA Angola formerly used the Casspir vehicles in conjunction with Remote Explosives Scent Tracing (REST),[7] a method it is now abandoning. Currently, the Casspirs are used to clear roads – a task for which they are excellently suited, and which is highly prioritised by Angolan authorities at present. NPA has also found that where the risk of anti-tank mines is low, the Casspirs may be efficiently used for the slashing of vegetation and for agricultural clearing. The change in the way the Casspirs are used is a key contributing factor to the productivity gains.

According to the NPA management, the drop in cost per square metres cleared from 2001 onwards is not only due to measures for cost reduction. How costs will develop in the future will be affected by many factors, some of which are beyond the control of NPA, the type and density of objects to be removed, for example. Other factors may, however, be influenced by the NPA. These include measures to simplify and standardise operations and to improve routines for planning, reporting, decision-making and communication. All of this has been in focus within NPA Angola in recent years and has helped produce the drop in cost per square metre cleared. Incentives for personnel, such as the introduction of a bonus scheme and increased emphasis on training, education and welfare, have also been important. The work to improve productivity is ongoing and further results are expected.

3.2   Measurements and monitoring within the MA programme

3.2.1   Reporting, monitoring and evaluation

The standard operating procedures (SOP) for NPA's mine action programme stipulate no less than 14 different reports that have to be made by various entities within the programme. Some reports are dependent on the phase of the tasks – start, operation and end; others are to be delivered on a monthly or annual basis, on health and accident information, for example. Most of the reports deal

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[7] Remote Explosives Scent Tracing is a detection concept for odours, in which air from suspect locations is vacuumed through a netting filter. The filters are transferred to dogs trained to signal target odours at extremely low detection thresholds.

with technical and administrative issues. We did not consider these issues, but felt that reports were put to good purpose and were acted upon when necessary.

Recently, the management of the MA programme has set up a new internal base monitoring system. The system includes 41 indicators with 1-5 ratings, which cover most aspects of the activities undertaken at the bases, such as finance, administration, logistics and operations. The indicators will, over time, give the base management concrete messages on performance and will be used for gauging improvement. The system will also help inter-base comparisons and thus introduce a competitive element. This is an inventive way of spurring appropriate and relevant improvement of the MA programme, and the initiative should be commended.

NPA's Head Office also monitors operations. In 2005, for instance, a five-person HO team spent ten days in Angola visiting the three bases, and on that basis produced a report (Børsvik et al. 2005) with recommendations which helped develop the programme in Angola further. External evaluations have also been conducted: in 2003, the entire MA programme of NPA Angola was evaluated by a two-member team from the GICHD (Bach and Lark 2003).

It is a little puzzling, however, that both the HO and external reports, according to their ToRs, were to analyse almost exclusively technical issues and leave aside the crucial matter of whether and how NPA's mine action in Angola contributed to socio-economic development.[8] The recent preoccupation in the international aid community with 'mainstreaming' MA in development (see, for example, (Harpviken and Isaksen 2004)), as well as NPA's own preoccupation with the issue via the use of the task impact assessment, thus did not appear to have an effect on monitoring and evaluation activities at the time.

3.2.2   The task impact assessment

The key technique used by the NPA for focusing mine action on overall objectives is the task impact assessment (TIA). The TIA has been developed by NPA in order to apply impact-oriented thinking to its own MA operations (Goslin 2003). A training module for the method was written in 2001 (Sekkenes 2001), and a new handbook is being published (NPA 2005).

While the TIA method has changed somewhat over time, the version currently used in Angola has three phases.

- The first phase is when a demining task is being considered by NPA. Then the aim of the TIA is to establish a justification for prioritising or not prioritising the demining task being considered.
- The second phase is when a demining task is conducted by NPA. Second-phase TIAs estimate the duration of the task in progress, and check whether findings from the first phase can be reconfirmed.
- The third phase is after the demining task is completed. Third-phase TIAs evaluate the outcome of the task, by going back to the minefield after a 'reasonable time' (often about half a year) and checking whether the object of demining, e.g. a road or a piece of agricultural land, is being used or functions as intended.

The TIA can thus be seen as an analytical and planning process which assesses the needs and capacities of local communities as well as the operational and managerial capacities of the demining teams. The TIA is used by NPA's MA managers to rank projects in terms of importance, to decide which to do and not to do, and which to do first and which to leave for later. Our field interviews

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[8] Even though the ToR of the GICHD report (Bach and Lark 2003) did not focus on socio-economic impact, the report does provide some conclusions in this regard. On the TIA, for instance, it states that 'the TIA would have a far greater impact if it was developed into a practical task management tool, initial prioritisation of tasks, through to selection of methods and logistical requirements. The process should continue to monitor final use and the ability of partners to implement activities post-clearance and all of these would have a bearing on task continuation, but the process would not claim to measure socio-economic impact'.

made it clear that whatever the paper output of the exercise may be, TIA has, over time, developed into a *way of thinking* that guides the decision-making process towards the set objectives – including the objective of linking mine action with post-demining social and economic development.

There is no doubt that TIA is being used, and that the TIA approach takes NPA's mine action a step beyond the methods which focus on square metres cleared. The TIA reports are applied to strengthen and improve operational routines, to report to donors, and to report on the conclusion of tasks serving as input to the national surveillance system (IMSMA).

But to what extent has the TIA been successful in identifying high-impact MA tasks? In other words, to what extent has the TIA helped NPA to do the demining tasks that generate the most significant and positive effects locally?

Our field observations from Malanje and Kwanza Sul provinces indicated that mine clearance had contributed significantly to the welfare of the population. The single most positive effect of the demining was that it had increased people's opportunities to use the land. However, it is hard to say whether there were areas with potentially higher yields in the area, or in the country, that had not yet been demined by NPA or others. Neverhteless, we can be reasonably sure that in the areas where NPA demining teams are working and where survey teams use TIA, the areas which came out with the highest priority according to TIA were demined first.

The question of whether TIA has been successful in identifying high-impact MA tasks depends, however, on how 'success' is defined. The task impact assessment has been inserted into the NPA systems and procedures over time. Other operators, in contrast, do not generally use similar systems for their decision-making, i.e. systems that are based on an assessment of the socio-economic impact of their work. This means that NPA tends to do the job of prioritisation better than other demining operators.

A few other operators do, however, use similar techniques. MAG, for instance, uses so-called Community Liaison Teams (CLT) that work closely with the villages concerned in the demining exercise. The teams communicate with the villagers before, during and after mine clearing. The method is perhaps not as explicitly defined as the TIA and may not leave a 'document trail' of the same character as the TIA method does. On the other hand, it seems to be better in its communication with the communities than the method currently used by the NPA survey teams. There is clearly an opportunity for NPA and MAG to learn from each other by exchanging experiences with the two somewhat similar approaches.

One particular aspect of MAG's approach is that the liaison teams include female staff members. As far as could be ascertained, no NPA survey team includes female staff. NPA MA managers saw a number of disadvantages and difficulties with having gender balanced survey teams, and have currently ruled it out. Although (former) MAG officials who were interviewed did point out some minor risks, the fact that all CLTs in Angola have had women on board for some time, and had found that they were often better communicators than men, should encourage NPA to consider improving the gender balance in its survey teams.

Can the use of TIA in Angola be improved? Two main improvements should be considered.

The first became clear as we attempted to use the information in the TIAs to produce a summary impact measure for NPA's work in Angola. Although most TIA documentation was computerised, the software used was Word and no database was available for the retrieval and analysis of data. An obvious recommendation would be that, data equipment and connectivity permitting, the relevant information be fed into a distributed database to ease the use of data for spot checks, summary information, and so on. The character of data collected and the display of data on the TIA documents may also need to be reconsidered if a database is actively used. The present documents seem to put considerable emphasis on narrative material, but it is clearly possible to turn this into data that may be handled by standard database techniques.

Secondly, the review team examined a number of TIA documentation sets for localities that had been or were being demined, and could thus compare TIAs with the reality on the ground. For all 'tested' areas, we found that TIA documentation was thoroughly prepared. However, in the

descriptions entered in the documents we found a number of indications that the authors did not quite fathom the complexities of village life and perhaps had not mastered interview techniques as well as would be desirable. Our diagnosis was that survey staff did not, despite the training they had undertaken, have enough skills in analytical and interview techniques.

To improve this situation, we recommend that experienced social scientists from Angola be hired to give 'on-the-job training' in appropriate methods. The training could start by having the trainer follow a survey team for a week or so in the field, and observe the procedures followed to prepare the first, second and third TIA form. Based on this experience, a brief course of a week or so would be offered, followed by a similar field 'trial'.

The team had the opportunity to peruse the new draft of the TIA handbook (NPA 2005) and was positively impressed. The thin volume gives a number of handy tips on field matters for the user, and a fair amount of socio-economic research insight. The TIA questionnaires have been changed considerably from the forms presently used in Angola. In terms of setup, they appear to be much better suited to data capture, storage and processing (without loss of flexibility) by electronic means than the present forms. The changes in the questionnaire forms would go a long way towards meeting our concerns about the handling of TIA in Angola.

3.2.3   Indicators and the output formula

Within the MA programme, a certain formula is used to illustrate the connection between mine clearance output, socio-economic impact, cost efficiency, and quality (see NPA Angola 2005a). The strategy for NPA Angola (NPA Angola 2004) outlines the definitions of these four variables, or indicators, as follows:

- *Cost efficiency* is interpreted in terms of improvement on a number of issues, all of which have a bearing on cost per square metre demined.
- *Impact* is interpreted and reported on in terms of the TIA criteria.
- *Quality,* which deals with safe working conditions for NPA employees as well as for the end users of the cleared land and objects, is defined in line with the International Mine Action Standards (IMAS), as well as the local standards upheld by CNIDAH.
- *Output* is interpreted as the mathematical product of these three variables, as follows:

Output = Impact x Cost-efficiency x Quality

In the following, we consider each of these four indicators in greater detail; in particular, how each of them could be further developed to better measure NPA's mine action work.

1: Quality. Further development of the individual indicators is perhaps least fruitful for the concept of quality, since IMAS defines the content of this term fairly accurately.

2: Cost efficiency. In the MA programme, the cost-efficiency concept used in the formula relates to square metres cleared. This is a clear and simple concept, and as we see it the only scope for improvement may be in its application. The cost component appears to include expenditure for a wider set of activities than just the mine clearing, MRE and the use of TIA, for example. The cost-efficiency measure therefore actually deals with *more* than the demining itself. A true reflection of the cost of demining alone will only be given if all such other costs are separated from the demining cost.

While the measurement of 'cost' within NPA Angola may not need much further refinement, we do recommend that the definition of 'cost' be very clear. Expressing clearly the other elements that enter the cost calculation, and perhaps using alternative efficiency measures as well may, if nothing else, enlighten donors and others about the costs of many other important activities that take place in addition to the removal of mines and UXO, narrowly defined.

3: Impact. Measuring how mine action impacts on the communities and societies it concerns is a daunting task. Although NPA probably has done more through the TIAs than any other MA organisation to assess the impact of its mine action work, a number of improvements may still be made to measuring that impact. We provide three suggestions for such improvements.

First, to improve the measurement of impact we see the further development of the TIA method along the lines suggested above as essential. Improving the TIA questionnaires, using more actively simple databases for storage retrieval and analysis of the data, training survey staff in social science skills, and including female staff in the survey teams are all likely to help NPA improve the measurement of the impact of its mine action.

Second, indicators that are simple enough and will reflect a number of aspects of community well-being should be created and included in the measurement of impact. Some such indicators are already included in the draft new TIA manual. Examples of possible indicators are village production/distribution, village population, 'months of hunger', number of schools and health posts, land distribution, and women's participation in village associations.

Finally, once the updated TIA becomes operational with all its indicators, it would be sensible in a few cases to check whether the new indicators give the 'right' impression of impact. To do so, the check could benefit from one of the increasing number of qualitative and quantitative methods in existence to measure the impact of various types of development projects. One possibility would be to compare the outcomes of the TIA indicators to the outcome when using a participatory method, such as the 'Most Significant Change' method.

4: Output. As noted, NPA defines the output of mine clearance as the mathematical product of quality, cost efficiency, and impact. Putting the three indicators together in the above formula seems excellent for pedagogical purposes, which is how the MA management proposes to use it. It may be worthwhile, however, to consider a further development of the concept, although not necessarily in the day-to-day work of NPA Angola. Below, we consider what developments could be undertaken.

3.2.4 Further development of the output formula?

With the use of the formula, NPA Angola's MA programme has produced a visualisation of the cost/impact relationship in mine clearance that goes right to the heart of the present international discourse. Since the output is a product of the three indicators, the formula demonstrates, importantly, that if only one of them is zero or very small the overall output delivered will be low or zero. Furthermore, it indicates that the same level of output may consist of, for example, a low degree of cost efficiency or security (quality) with a high impact, or a low impact with a high degree of efficiency and security. The latter case would indicate that low-impact clearance may be permissible if it can be done inexpensively and safely.

The formula can hardly, however, be applied straightforwardly in a quantitative way. First of all, apart from cost efficiency its components cannot be quantified directly. Indirectly, though, it would be possible to quantify the components by using *indicators* for each of them. For impact, for example, one could use TIA's grading of high, medium or low – giving each grading the values 2, 1 and 0, as suggested by NPA Angola. But even if indicators with quantitative scores were created for each of the three components in the formula, it would still be difficult to determine what weights to apply to each of the components. For instance, some tricky choices could arise as to whether or to what extent it would be permissible to leave out very heavily mined and high impact areas and go for areas less mined, but where it would be easy to achieve high efficiency and high security.

Secondly and importantly, an output indicator has no relevance by itself. For a particular output score to be meaningful, it has to be compared to another output score – in another operation, or in the same operation at another time. The indicator would probably be most relevant for comparison from year to year, and less relevant for comparison between different bases and different organisations, since these bases and organisations would work under different conditions and possibly also use different methods to obtain the output.

The formula thus seems a useful tool for thinking about important issues in mine clearing, and possibly for optimising the use of scarce resources for demining. It also follows a line of 'inventive tradition' within NPA, of which the TIA method is another illustration. A version of a formula along the same lines has also been introduced to an international audience (Sekkenes 2003). The approach which the output formula presents for analyses of key MA management issues may thus well be the embryo of a useful tool, internationally. At the present stage it is a good pedagogical approach and should be used within NPA as such.

As noted, though, for the formula to become more meaningful it will need to be supplemented by indicators for its constituent parts. It is also possible to develop an indicator on the basis of the formula as a whole, in the same way as the UN, for example, has developed indices such as the Human Development Index to measure a complex issue such as development. These indices are simple mathematical expressions of various selected indicators. Their usefulness and indeed importance derive from the fact that they have been produced over a number of years by a trusted institution, and are well published.

Our suggestion would therefore be that NPA do further analysis of the concept, in order to disseminate the principles and ideas of the approach to the international MA community. This should, however, not be a high priority and might perhaps be proposed as a research project for one of the institutions that have an interest in studying various aspects of mine clearing, such as PRIO, GICHD, or ICBL.

It may be thought that the suggestions above on TIA, indicators, and the formula could be costly and take considerable time from key personnel. However, it should be kept in mind that although it is important to constrain costs, the costs of mine clearing are very substantial. The high costs make it necessary to ensure that the most important tasks are selected, and the best methods are used. In this connection, inputs from research and analysis, although they may be costly, are likely to prove to be well worth the resources.

3.3   Will the MA programme reach its objectives?

To what extent is the MA programme 'on track' to reaching the objectives it has set for itself for the current strategic period from 2004-2007? Before we start discussing this, it is worth noting that the programme has been active for a relatively short time. Realising that 'impact', under the wide-ranging objectives of the programme, will inevitably take a long time to materialise, and that it will depend on a number of variables beyond the MA field, it is perhaps optimistic to believe that one may say anything certain about this at all at this stage.

Bearing this limitation in mind, we first identify below the objectives and expected outputs of the MA programme, then assess the extent to which the programme is on track towards realising those objectives and outputs, and finally we examine how the programme fares with regard to promoting opportunities, rights, empowerment, and learning in Angola.

3.3.1   Objectives and outputs

As noted earlier, the 2004-2007 strategy of NPA Angola identifies two thematic areas within which the organisation devotes itself to work: 'land and resources rights', and 'democratic rights and participation'. The strategy places the mine action programme under the 'land and resources rights' area, and explains the background for this as follows:

> 'New to NPA's thinking in this strategy is the inclusion of mine action under the Land and Resource Rights thematic heading as landmines limit people's access and control over land resources, as well as limiting access to basic infrastructures and services. Humanitarian Mine Action is seen as a key element to achieving the goals set in this thematic component' (NPA Angola 2004: 5).

Given that the strategy does not identify any objective at a higher level than within the two thematic areas, the highest goal of the MA programme can therefore be interpreted as being the same as the highest goal of the land and resources rights thematic area. This goal is:

- 'The rural poor, including communities previously affected by landmines, have enhanced their secure and equitable access to land and other productive resources and are practising economically and ecologically sound resource management' (NPA Angola 2004: 5).

While this is identified as the 'long-term' objective, two other objectives are subsequently listed and described as 'immediate' objectives within the land and resources rights area. These are:

- 'Organisations working within the thematic area have strengthened their capacity to mobilise for enhanced land and resources rights and sustainable agriculture practices for rural oppressed people.
- People living in areas affected by landmines can work, live and contribute   without the fear of being affected by landmines' (ibid.).

These are the objectives of the MA programme, as they are given in NPA Angola's strategy. However, in the specification of the two 'immediate' objectives, it is possible to discern that a certain division of labour exists between the mine action programme on the one hand, and the development programme on the other. The MA programme would be expected to contribute primarily to the latter aim, that is, to enabling people in mine-affected areas to work, live, and contribute without the fear of being affected by landmines; while the DP would be in charge of promoting the former objective, related to strengthening Angolan organisations.

This interpretation of the strategy implies that the MA programme of NPA Angola has one immediate and another long-term objective. However, the strategy does not specify exactly what is meant by 'long-term' and 'immediate'. One likely interpretation is that the 'long-term' aim is one that is not expected to be met in the current strategic period – in other words, that the 'long' term is longer than the four years. The NPA should be expected to reach the 'immediate' goal, on the other hand, by the end of 2007.

Before we go into assessing whether the MA programme seems to be on track towards reaching at least the 'immediate' objective, it should be noted that the strategy lists a number of further expectations of what is to be achieved within the land and resources rights thematic area. In line with the Logical Framework Approach method which is apparently used, four 'target groups' and seven expected 'outputs' are listed within this area. Given that the outputs represent specifications of the objectives, we list them here in their entirety:

- Communities in six provinces have been surveyed with regard to the socio-economic impact of landmines.
- Communities in selected areas of operation have received Mine Risk Education (MRE).
- Roads, bridges and arable land [are] cleared for land mines and UXOs in order to improve access and facilitate rural development and rehabilitation of social infrastructure.
- Selected civil society organisations, in partnership with NPA, have developed the capacity to promote participatory organisational processes which lead to a more equitable distribution of land and the availability of resources for land development and access to markets.
- Women and men in rural communities have a better understanding of how land distribution and management affects their lives and have specific strategies to combat discrimination over land and also enhance empowering experiences at the community level.

- Rural communities have a better capacity to link their agricultural capacity with their nutritional and hygienic conditions.
- The existence of an understanding of HIV/AIDS and gender inequality by rural community and evidence of behavioural changes among partner organisations.

Among these points, however, an informal division of labour can be identified between the MA and development programme. Our reading of the two programmes suggests that the MA programme would be expected to be in charge of realising the first three of these bullet-point outputs, while the DP would be responsible for the last four.

Adopting this interpretation, let us have a look at what we may expect the MA programme to achieve by the end of 2007 – namely three particular outputs, and one 'immediate' objective. To what extent is the MA programme on track towards realising these four aims?

Output 1: 'Communities in six provinces have been surveyed with regard to the socio-economic impact of landmines.'

The first output relates to the Angola Landmine Impact Survey. NPA, given the considerable surveying capacity it had built within its MA programme, was given key tasks within the ALIS, most notably to survey one third of Angola's provinces for landmine impact. Funding difficulties for the overall ALIS endeavour in 2004-2005 slowed down NPA's efforts as well, but as the financial situation has now been sorted out, achievement of this output is likely to materialise before the end of the strategic period, i.e. by 2007. NPA is, in other words, well on track to reach this aim.

Output 2: 'Communities in selected areas of operation have received mine-risk education.'

Before we start assessing goal attainment on mine-risk education, it should be noted that the team received conflicting signals from different parts of the MA organisation on the extent to which NPA should do MRE at all. According to some managerial staff, MRE is 'not something NPA is doing'. This also reflected a lack of awareness of the fact that MRE is indeed listed as an expected output in NPA Angola's current strategy. At the other end of the scale, the manager of one of NPA's MA bases in Angola saw MRE as an important activity, one in which the deminers at the base were trained and one which NPA worked with a local NGO to provide. Other MA programme representatives would adopt a position somewhere in between these two extremes, that NPA only engages in MRE in relation to specific tasks and TIAs and not on a general basis, for example. The fact that such a variety of views on this particular aim was held by key stakeholders in the MA programme on MRE clearly reduces chances that the aim in question will be efficiently reached.

The team visited two of the three bases of the programme, and in both MRE activities had been undertaken by a local NGO with which NPA worked. NPA also stated that a similar arrangement is in force at the third base. Unfortunately, we were not in a position to attend an MRE session, or interview villagers who had received this education. We were told, though, that not only speaking, but also dance, theatre, and music had been used to provide the MRE.

Our data hence clearly suggests that communities in selected areas of operation had received MRE. In this narrow interpretation of the output we can thus tentatively conclude that NPA seems to be on track towards reaching this goal. However, a closer look at the way in which the MRE affairs were organised left a few important things to be desired. While NPA does help communities to get MRE, we have two recommendations to make, related to the quality assurance of this education.

1: Formalise cooperation with MRE NGO. Our first recommendation concerns the practical organisation of the cooperation between NPA and the local MRE NGOs in question. While practices would vary across bases, in some cases NPA's cooperation with the MRE NGO was not very formalised. In Kwanza Sul, for instance, the MRE partner had been seleted by UNICEF which,

in turn, has an agreement with NPA Angola which included the financing of the NGO by UNICEF. But problems had arisen, apparently, with the funding from UNICEF and at the time of our fieldwork the organisation had to do the MRE work mostly on a voluntary basis. Moreover, no contract had been signed between NPA and the MRE NGO.

While this may be an exception rather than a rule, incidents such as these lead us to recommend that NPA install certain mechanisms to formalise the cooperation with the MRE NGO it selects. In more concrete terms, NPA should (a) make clear what its basis for selecting the NGO is, and (b) what NPA expects from the NGO, and (c) vice versa, what the MRE organisation can expect from NPA. Expectations should further be developed into plans of activities and an elaboration of the rights and duties of the two parties, all of which should be pinned down in a written agreement between them.

On the basis of such more predictable arrangements, NPA could make sure that the model of 'outsourcing' MRE to a local agency did not jeopardise the aim – that MRE was, in fact, provided to the communities that needed it, on a predictable basis and with high quality. A contract would also enable NPA to clarify what role it should have in cases such as that in Kwanza Sul, when a third party is involved as a funder. If that funding were reduced, for some reason, NPA would have an interest in making sure that MRE still continued. NPA would therefore be well advised to put in place a written agreement as a basis for each case of MRE provision, which specifies the rights and duties of all parties involved, including NPA, including in cases where one of the parties fails to deliver.

This recommendation on measures to formalise the cooperation between NPA and the MRE NGO will also help in realising another important potential in this way of working. NPA's outsourcing of MRE to local NGOs could not only bode well for the provision of MRE, provided that the relevant competence exists in NPA's 'selected areas of operation', which it seems to do. Importantly, NPA's use of this type of local capacity could also help develop that capacity. If NPA invests more resources in creating a constructive relationship with its MRE NGOs, this could help it realise not only the output of giving MRE but also its more general objective of reinforcing civil society organisations in Angola.

2: Improve communication with communities. Our second recommendation concerns communication between the NPA deminers and the local communities in areas where the deminers do their work. In many cases, this communication had been weak, as few meetings had been held to inform the local villagers about the work of NPA. Community members met by the team, even though they knew why the NPA deminers were there, had received little if any information about the nature of the work being done, how long it would take, what codes of conduct should apply for the deminers and the villagers, and so on.

NPA deminers and other staff seem to be well trained, and they undertake a task which requires attention to detail and great discipline. However, given that the task in hand is humanitarian demining, which first and foremost concerns *people*, whose human rights NPA is supposed to promote; it is of utmost importance that the deminers improve their communication with local communities. Mechanisms should be put in place to make sure that the communities concerned, first of all, get the essential information about the demining tasks taking place where they live on a regular basis, and secondly, are able to give their feedback and thus influence the operation. Such feedback and communication mechanisms, we believe, are needed not only to realise the core NPA values of participation and empowerment, but also to get the valuable information that the community members will have on local conditions. NPA is well positioned to do some more work on the communication front since it already has its survey teams doing the first-, second-, and third-phase TIAs – with inputs from the local communities. Our recommendation is, however, that some of the competence accumulated among the survey teams in how to communicate with the local villagers also be transferred to the deminers – and that NPA makes sure that the demining staff have formalised procedures for contact with the community throughout the process of demining.

We raise this point in relation to mine-risk education output because, in order for MRE to be effective, the ground needs to be prepared through regular and formalised contact between NPA and the local community. If the local community has some knowledge of and trust in the demining work taking place, which it will most effectively get by means of improved communication routines, it will get the most out of any education about the risk of mines being provided to them by an NPA-linked organisation.

We therefore recommend that, in order to realise MRE output by the end of 2007, NPA makes greater efforts in 2006 and 2007 to make sure that the communities affected by the demining task, both before, during, and after the task is done, are (a) well informed about the essentials of the work – such as the content, scope, duration, and expected results; and (b) given a realistic and regular chance to provide their input on how the task can be conducted.

Output 3: 'Roads, bridges and arable land [are] cleared for land mines and UXOs in order to improve access and facilitate rural development and rehabilitation of social infrastructure.'

With gains in cost efficiency, NPA Angola is certainly on track towards realising the goal of clearing roads, bridges and land for mines and UXOs. In fact, this is what NPA has done all along in its MA programme.

A more important question than whether the territory is being cleared, however, is how much of it is cleared and at what pace. One advantage of having this output defined in more concrete terms in the strategy is that one might have a basis for indicating what the improvement in cost efficiency would lead to in terms of additional clearance (compared to what was planned at the outset) or a lower cost for the same amount of clearance.

Another way to render this output measure more meaningful is to add more meat to the bone of how demining is supposed to, for instance, 'facilitate rural development'. It is difficult to tell from the way in which this output is formulated whether the MA programme should be seen as being in charge of promoting access, development, and rehabilitation directly – or whether it should simply be expected to do the, literally speaking, ground work to enable other actors to take charge of issues such as development. The output formulation is open, which is a pity, since it alludes to a key question: should the MA programme simply demine, or also be proactive in building a bridge between demining and development?

Immediate objective: 'People living in areas affected by landmines can work, live and contribute without the fear of being affected by landmines'.

The character of this objective brings us back to our initial comment: that the process of realising aims that are as general as this one – of allowing people to 'work, live, and contribute without fear' – cannot realistically be expected to take only two to four years. Nevertheless, our consideration of NPA's performance here is clearly on the positive side. The mine action work conducted within NPA Angola, not least so far in the current strategic period, during which cost efficiency, management, impact assessments, and a number of other factors have clearly improved, undoubtedly seems to help people living in Angola's mine-affected areas to lead better lives. While they do not always get all the information they may want about the demining taking place, and while they do not always get the training, seeds, or tools they may need to grow the cleared land effectively after NPA has left, the fact remains that the mine clearance does enable a substantial number of Angolans to work the land, to live more peacefully, and to contribute more meaningfully than they could before NPA arrived. There is no doubt that, since the start of the period under review, the MA programme has improved its effectiveness tremendously, at the same time as it has – through the use of the TIA system – kept its focus on impact.

We therefore conclude that, in the areas where NPA has chosen to undertake mine action in Angola, it is well on track towards reaching its immediate objective by the end of 2007. However, for NPA to improve the chances that the long-term objective of the MA programme be met, that of

promoting land rights, agricultural and socio-economic development, more effort will need to be made on what we regard as the key issue: to build a bridge between demining and development. We discuss this further in Chapter 7 below.

3.3.2   Opportunities, rights, empowerment, and learning

Beyond the question of whether the MA programme is on track towards reaching the goals spelled out in the 2004-2007 strategy, the track record may also be assessed on the more general NPA aims of strengthening people's opportunities and rights, empowerment, and learning.

Opportunities. To what extent do mine action interventions create better opportunities for women and men in the target groups to secure livelihoods and improve material standards? Answers will depend heavily on the extent to which productive activities have been hindered by the existence, or believed existence, of landmines. It can be argued that when an area is not heavily mined and land is abundant, as it still is in many areas of Angola, demining has little effect because people will just avoid using the mined areas. In addition, if there are other hindrances to efficient use of agricultural potential, demining will have a more limited effect.

Nonetheless, people in all the localities where the team was able to inquire about the effect of mine clearance came out strongly on the positive side. In most of these places, however, it was clear that agricultural input and implements as well as seeds were needed for the productive process to take off. In the case of Zéla in Malanje, we were told that much of the agricultural land that had been cleared had not been put into use. Reasons given included the fact that agricultural support had not been forthcoming, and that deminers had in fact cleared a bigger area than first asked for. In other cases, the situation was the opposite: villagers had initially asked for limited clearing, but later found that they wanted to plant more, often because more IDPs had returned; they then faced difficulties getting NPA to undertake more work in the same area.

These stories illustrate the intricacies of MA decisions, and also remind us that mine action remains only one aspect of the return to normal life in war-torn areas. In order to improve people's opportunities to improve material standards and secure their livelihoods, other input must also be channelled in and other mechanisms must be put in place, so that a 'development effect' is ensured from demining. We return to suggestions for such mechanisms in Chapter 7.

Rights. To what extent do MA interventions strengthen the rights of women and men, and compel authorities to be more responsive to their needs and interests? One observation on this point relates to gender, and the task impact assessment currently used in Angola. Whereas the TIA is focused on the target groups' perception of threats and on the extent to which mine clearing will satisfy the needs of local people, it does not include gender differences in perceived needs and impacts. Moreover, with regard to women's rights, our impression from village interviews is that women's traditional status as the underdog, in terms of utilising new technologies and of taking decisions, for example, still remained after demining. The MA programme still has some way to go, therefore, in helping to realise women's rights, as much as it helps in realising men's rights today. Given the existing gender inequality in Angola, unless the effects of demining are addressed in a gender-sensitive way the MA programme is unlikely to help in contributing significantly in realising the rights of women.

We saw several examples of the fact that gender-conscious development efforts after mine clearing can bear fruit. One example was a Caritas project in Malanje, which had helped start a women's association that was given a deed to newly cleared land. Association members had clearly improved their lot. They were now in the process of learning to take decisions about agricultural production and other matters on which they would have had little influence in the male-dominated family set-up currently found in Angola.

Empowerment and learning. In cases such as the women's association in Malanje it is likely that, if handled right, an MA task conducted in a village could help spark a beneficial cycle of learning and empowerment. Whereas demining a village probably has no direct effect in the sense of compelling authorities to be more responsive to local people's needs and interests, it may have an indirect effect – in that the experience of having satisfied the potentially life-saving need for demining will give a strong incentive to the community to deal with other matters as well, even by demanding action from the authorities. Indeed, once the process has been experienced of, firstly, identifying a collective problem such as mines, and then taking initiatives towards authorities and other parts of the outside world to get the problem solved through demining, that experience can be used in acting together to solve other problems as well. In our view, it is pivotal that such experiences are learned from, either independently by the community or, if necessary, with the help of outside facilitators. If a community learns that acting together to secure their rights in fact bears fruit, it is collectively empowered.

It is clearly possible therefore, that NPA's mine action can be developed into a learning process for women and men. Field visits have indicated, however, that little has been done to realise this potential. Further work is therefore essential in order to create links between MA staff and the development organisations that may be able to use the valuable experience for further development projects.

3.4   Exit strategy and capacity building

3.4.1   General considerations

Assuming that peace lasts in Angola, mine action as it is exercised today will come to an end at some stage, in the near or distant future. Indeed, a key objective for all MA operators is to become superfluous. If the main operators of mine action in a country are foreign, as they are in Angola, the longer-term process of becoming superfluous will also imply that the operators will eventually leave the country where the mine action has been taking place.

An international MA NGO may exit in two ways. It may close down its work and leave with the entire institution, including key managerial staff and funding channels, leaving local employees to fend for themselves. Or, it may help to nationalise the operation, by transforming what began as a foreign-run entity into a locally managed and owned organisation.

Which route NPA in Angola should take on this question of nationalisation depends on several factors, including:

- Signals from the Angolan government and government policy;
- Expected duration of the mine clearing effort; and
- Resources deployed in MA.

GoA signals and policy. According to CNIDAH, Angolan mine action capacity is quite low, particularly at the managerial and technical levels. Nonetheless, there is not yet any official policy for the nationalisation of mine action in Angola. CNIDAH argues that Angolans are not yet technically equipped for the major task ahead, but instead must 'learn from friends'. It is understood, however, that, although technical skills are critical, expatriates are very expensive and the training and employment of Angolans in MA should be given a high priority.

The desirability of developing a national Angolan non-governmental organisation to engage in mine clearing operations was indicated by sources both in and outside government. CNIDAH and INAD still say that they will need the cooperation of the international operators for a long time to come. INAD does not feel that there is a contradiction between its own expansion and the continued presence of foreign operator NGOs. The institution appears to feel that the stronger they are

themselves, the better cooperation with the NGOs they can have. INAD now has 318 employees, but is planning for 600 in 2006 and up to a thousand at a later stage. Estimates by most observers are that this is unlikely, however.

MA duration. With regard to the duration of the present level of MA activity, it is quite widely held, although with some opposition, that the mine action effort will peak soon. Nevertheless, as noted earlier, the extent of the Angolan mine problem remains unknown. Some observers estimate that in a few – say, three to five – years the problem will be 'over'. Others, including INAD and CNIDAH, have a longer perspective. There is overall agreement that it is only when the final results of the Angolan LIS appear that there will be a factual basis for forecasting the extent of the MA effort needed and the time horizon for which this might take place. At the present time, only somewhat informed guesses are possible. Box 1 below illustrates two ways of doing this; both conclude that at least ten more years of mine action will be necessary.

Box 1. Duration of humanitarian mine action by NPA in Angola: Two perspectives

A: Comparison with Mozambique
Compared to Mozambique, Angola's conflicts and consequent landmine problem differ in several respects. Firstly, the period of war in Angola lasted longer than in Mozambique. While both conflicts began as struggles for independence from the colonial power, Portugal, in the 1960s, the war in Mozambique ended in 1992 and the war in Angola only in 2002. Secondly, more resources were available for military hardware in Angola, mainly due to the exploitation of the oil and diamond resources. Thirdly, whereas mining in Mozambique had a fairly clear military purpose and warring parties seemed to be aware that land was the most important asset and would have to be used extensively after the war, in Angola indiscriminate mining, not only of strategic areas but also of densely populated agricultural areas with little military interest, was much more frequent. It is likely therefore that as the period of war came to an end, Angola was more heavily mined than Mozambique. Taking into account the fact that almost 15 years have passed since the war ended in Mozambique, and that high-level MA is only now being phased out there, it seems unlikely that a scenario for Angola will allow the end of high-level demining before 2015, unless efforts are stepped up dramatically.

B: Based on available data
According to an INAROEE report, 660 minefields were cleared in Angola between 1995 and 2001. During the same period, the landmine monitor report estimates that 22 square km were cleared. Combining these figures, we find that each cleared minefield had an average size of 33,333 square metres. Accepting INAROEE's 2002 report and Angola's Article 7 report stating that 4,000-4,200 minefields had been cleared by 2001, this would mean that Angola has some 130-140 square km areas that contain or are suspected to contain mines. Assuming that some 30 square km of these have been dealt with since 2001, the remaining problem would be of a size of more than 100 square km. Thus, even if mine clearance were stepped up to some 10 square km per year it would take more than 10 years until Angola could be 'mine free'.

At present, donors largely take the position that the need for MA will soon be over. They are reluctant to put more funding into MA without the Angolan government showing that it has analysed the situation and has a plan for how to deal with it. However, it is also assumed that, if donors withdrew, Angola would neither financially nor technically be able to continue mine clearing operations at the present level. Withdrawal would thus imply a risk for donors of being blamed for failing to help Angola to fulfil its commitments under the Ottawa treaty. In our analysis, at least two scenarios are possible.

Scenario A. Demining activity declines from its present level, as donors and operators leave the field. The need for mine clearing, however, does not reduce. While MA activity hits a low level,

occasional spurts occur when incidents take place. In this scenario, demining capacity will be needed for at least another ten years.

Scenario B. The GoA comes up with a good strategic plan, which is underwritten by a number of donors, who continue to fund the effort at current levels. In this scenario, the activity rate of the demining stays somewhere near the present level for another 3-5 years, and then tapers off in the following 5-10 years.

In both scenarios, a fairly high demining capacity will be needed until 2015. After that, it is still likely that many MA tasks will need to be undertaken. The expected economic development will entail the need for more roads, agricultural land, infrastructure, electrification and so on – and much of this is likely to require some degree of mine action intervention. Still, the final judgment as to how much more demining Angola needs has not yet been made. The ALIS, which is to be concluded in the not too distant future, will bring more clarity.

3.4.2   Considerations related to NPA

As soon as reasonable clarity is attained on the MA situation in Angola, NPA should take a decision about its exit strategy. This is one of our main recommendations on exiting: to decide at a relatively early stage what to do, and implement the selected strategy accordingly.

One exit strategy is to carry on roughly as at present until the demand for mine clearance dwindles, and then close activities. Another and in our view far better strategy is to continue the process that has in fact been started within NPA of building up a national MA operator in Angola. At present, NPA's attitude is clearly to opt for the latter route of nationalisation – in order to ensure that the insight and organisational structure that has been built up over the years is not lost, given that there is a clear need for it.

Nevertheless, a decision in principle ought to be taken as soon as possible after clarity has been achieved. The processes of nationalisation should start as soon as possible thereafter.

A realistic nationalisation process will take three to four years. The history of development assistance is full of examples of 'crash nationalisations' which have not worked. NPA Angola has, however, already gone some of the way towards its goal. Most notably, the number of expatriate staff members has been reduced from 55 to five in the course of half a decade. In fact, the GICHD evaluation (Bach and Lark 2003) warned that NPA was going too fast on nationalisation, and feared that speed could lead to a loss of quality. As is now known, however, efficiency, quality, and safety have been excellent over the last few years.

Capacity building should still be a top priority after the decision on nationalisation is taken. Capacity building is important for several reasons. One is that should, against all odds, the demand for mine action drop soon, certain concerns will prevail for the NPA staff. For employees with a lower skill level, if demining within or outside NPA were to end, their expertise in mine clearance could not be easily converted to something that other employers could use. For the higher managerial level staff, the concern is not difficulties in getting other jobs, but rather the opposite. The labour market in Angola is such that NPA fears losing the best of its staff to the private sector and UN organisations that can offer higher salaries.

Looking at the period up to about 2015, the attrition rate among the present demining staff, of whom many have worked for a number of years and are quite old, will be high. Yet NPA's Nationalisation, Education, and Welfare policy (NPA Angola 2005e) is likely to soften the blow that some of them may otherwise be dealt at the end of their career as a deminer.

Mine action in Angola has now left the humanitarian phase, and reached what one might call the development phase. Over the next 10-15 years, it will most likely have changed to a phase where most of the work will consist of commercial demining. It is likely, however, that small pockets of humanitarian or development needs for mine action will remain, in peripheral and perhaps very poor areas. On this basis, a scenario can be outlined with various phases of nationalisation and capacity building, as illustrated in Figure 3 below.

Figure 3. Nationalisation of the mine action programme of NPA Angola: A scenario

Nationalisation - a Scenario
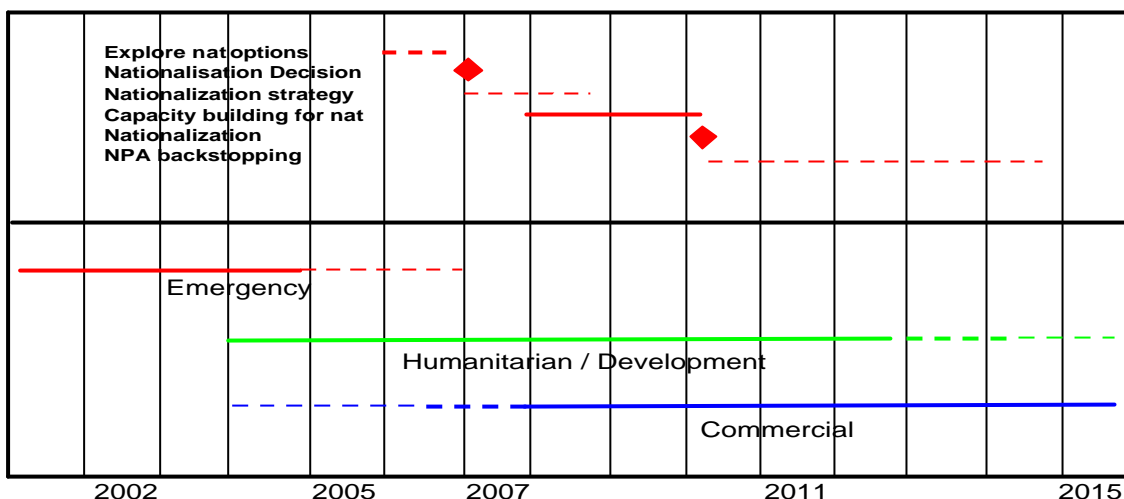
The lower section of the figure shows that demining is likely to change over the years – from being initially emergency oriented, via including a major component of development demining, to finally including commercial demining, perhaps while development-type demining is phased out.

The upper part illustrates stages of a suggested nationalisation process for NPA Angola.

Stage 1: Exploration of nationalisation options. Before a strategic decision on nationalisation is taken, different options with regard to nationalisation could be explored. This would entail finding out how government might view nationalisation, and the position of donors and of the other NGO operators. It may also involve discussions with key national NPA staff on how they see the nationalisation issue.

Stage 2: Decision on nationalisation strategy, and post-decision capacity building. It is thought that the possible finalisation of ALIS in early 2007 would be the time when a strategic decision will be taken. This would represent the starting point for more focused planning for nationalisation and, after some time, the launching of a capacity-building programme geared towards the form of nationalisation chosen.

Stage 3: Nationalisation, and post-nationalisation backstopping. The end point of final nationalisation might be around 2010, after which NPA takes the role of backstopping the new organisation, mostly through short-term missions.

The capacity-building effort would proceed roughly as follows:
-   In an early phase, emphasis would have to be put on finding and nurturing talent for management and training the managers that would take over the present expatriate positions. It is important to avoid a system of counterparts, where national employees are appointed long in advance with a minimum of competition for the job.
-   Training could take place both locally and by sending people abroad to well-reputed institutions which deal with mine action, within the UN system or in mine-affected

countries. Others may have a greater need for formal education. It would be important to provide incentives to ensure that trainees returned to Angola.
- When the nationalisation process is complete and the new operator has been set up – as an Angolan NGO, a company or a government organisation – NPA would run a programme of technical-assistance missions which could do problem shooting and perhaps further in-house training. This programme would use managers that have had experience in Angola and in some cases other personnel from the NPA MA unit.

What type of organisation would the new nationalised NPA operator be? There are a number of alternatives, all having their advantages and disadvantages. A nationalised NPA could be:
- Alternative 1: An independent, local Angolan NGO.
- Alternative 2: A national organisation along the lines suggested by government representatives, i.e. an autonomous organisation which would still be subject to some government oversight over particular tasks, in training and technological development, for example.
- Alternative 3: Part of INAD, which plans to increase its number of staff members to around one thousand in a few years' time.
- Alternative 4: Part of a consortium with the other international MA NGOs, which could join forces to build a new organisation. This agency could draw on the best staff and the best practices of all the organisations, and pool the subsequent short-term technical assistance that might be required for the new organisation.

It is hard to be sure which of these alternatives NPA ought to focus on. The decision-making process will have to entail consultations with local staff, stakeholders, and donors. Our comments are, however, the following. The solution inside government (A3) appears unattractive, because one would then have to comply with government regulations and perhaps lose the advantage of setting salaries for top staff that would compete well in the labour market. A similar situation might arise in the case of the so-called national NGO (A2). One would have to guard the autonomy of such an organisation but, depending on its relation to the GoA, the degree of autonomy deemed necessary might prove unacceptable to government. Cooperation with other big demining NGOs (A4) would be exciting, and ensure a controlled national scaling down of expatriate demining. It would, however, mean putting all one's eggs in the one basket, implying that the failure of the scheme would cause damage to the entire MA sector. Perhaps, therefore, a national NGO rooted in Angolan civil society, with support from Norway as long as such aid were needed, might be the best option (A1).

4.   The Development Programme of NPA Angola

This chapter starts with a brief presentation of the development programme of Norwegian People's Aid in Angola. Secondly, we take a closer look at programme activities, and in the third part assess the degree to which the programme is on track towards reaching its objectives. Fourthly, we examine indicators, monitoring and evaluation systems, and, finally, perspectives are given on the value added by the development programme of NPA in Angola.

4.1   The DP at a Glance

The development programme of NPA Angola has two thematic areas: land and resource rights, and democratic rights and participation. Its budget also covers activities within the so-called 'cross-cutting' issues of NPA Angola, which are gender and HIV/AIDS (assessed in Chapter 6). A final component of the programme is capacity building. DP activities are currently conducted in the provinces of Bengo, Kwanza Sul, and Luanda.

As of October 2005, the development programme had four staff members, all based at the NPA office in Luanda: a programme manager, a project coordinator of the activities within each of the two thematic areas, and a programme assistant. The programme is further assisted by the common administration and management of the NPA office, which includes a resident representative, a finance manager, administrative staff and housekeeping staff.

The relatively small number of employees in the DP relates to the fact that the programme works in cooperation with partner organisations (the partnership approach is examined in Chapter 5). At the time of our fieldwork, the development programme had active partnership relations with eight Angolan civil society organisations, namely:[9]

- AAEA, the Angolan Association for Adult Education;
- ADRA, Action for Rural Development and Environment;
- ASBC, the Samuel B. Coles Association,
- CHOFA, the Amboim Fruit and Vegetable Cooperative;
- FOJASSIDA, the Youth Forum for Health Support and AIDS Prevention;
- GLIF, the Feminine Leadership Group;
- KISSOKO, the Association of Residents and Friends of Kwanza Sul Province; and
- Rede Terra, the Land Network.

The annual DP budget is approximately seven million NOK. Most of the funding comes from the Norwegian Agency for Development Cooperation (Norad), from whom the programme gets a multi-annual disbursement throughout the current strategic period.

4.2   A Closer Look at the DP

In the following sections, we outline the main NPA activities in each of the three areas where the DP works: land and resource rights, democratic rights and participation, and capacity building.

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[9] For the full names of these organisations in the original language, Portuguese, see the list of abbreviations.

4.2.1 Land and resource rights

Within this thematic area, which in 2005 was set to absorb approximately half of the DP budget, activities in 2004-2005 have been of three types: (a) the land study; (b) advocacy on the land law by Rede Terra; and (c) agricultural support by ASBC and CHOFA.[10]

4.2.1.1 The land study

NPA has considerable experience from working in Angola's rural areas. Humanitarian programmes in rural Angola in the 1990s and efforts to revitalise rural areas from 1998-2002 have well positioned NPA to contribute within the thematic area of land and resource rights. However, even if NPA has gained experience from agricultural and socio-economic development work in Angola's rural areas, it has not focused on the issue of *rights* to natural resources, which was introduced in NPA's global strategy in 2003 (NPA 2003). NPA Angola had by that time started developing a partnership approach in its work and had thus started the shift from being operator to facilitator. But it also saw that a shift had to be made from a focus on people's needs, with regard to land use, for example, to the new focus on people's rights.

This was why the idea arose of getting some research done on how to integrate the rights aspect into NPA's work in the agricultural field. Two other considerations also triggered the decision to have a land study done. One was the new land law in Angola. The law, which was presented in 2004 and is to be put into force as soon as regulations are approved (i.e. probably in 2006), outlines the rules for how Angolans can secure their access and rights to land. Given the law's importance for the land and resource rights area, NPA wished to get inputs on how land rights should best be promoted under the new legal framework, and suggested that the study integrate this concern. The second consideration was NPA's wish to contribute towards strengthening the position of women, including in the area of land and other natural resources. Given that NPA had little experience in the area of securing women's land rights, the study was to have a focus on women's situation in the rural areas and in relation to land use.

A seminar in Gabela, Kwanza Sul province, in October 2004 brought together stakeholders to discuss the content of the study. Terms of reference were then worked out; a main author and report team identified; and the study was undertaken between February and October 2005. At a seminar in Angola in November 2005, it was presented and follow-up interventions discussed. The review team did not attend that seminar, but obtained a draft version of the study (Filipe 2005) and interviewed the main author, an Angolan development economist.

The study, entitled 'The right to land and a livelihood', focuses on land conditions in three municipalities in Kwanza Sul province – Conda, Amboim, and Sumbe. It is based on the following information collected by the study team: quantitative information from approximately 300 households, 27 focus-group discussions in six locations, and individual interviews with six informants – community leaders, teachers, and women – in each of these locations. The study first maps livelihood systems in the three municipalities. It elaborates on what kind of products people grow, how much they produce for subsistence and how much for the market, what income sources other than agriculture they have, and other aspects of household economics. In a second section, rules and practices for land access are examined, and this is related to how land is owned and inherited and what titles people have to the land. The roles of women, traditional leaders, and of commercial farmers are assessed, including in the light of the concept of land tenure. A final section examines the new land law, and analyses evidence on attitudes to land registration. At the

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[10] NPA itself categorises the activities in this area into two rather than three 'projects', namely (1) 'land rights', which includes (a) and (b) above, i.e. the land study and work by Rede Terra; and (2) the 'Sumbe rural development project', which includes support to ASBC and CHOFA. We choose this three-fold presentation instead because our impression from fieldwork and strategic documents is that all the work within this thematic area is supposed to promote land rights (1), directly or indirectly, including work by ASBC and CHOFA.

conclusion, recommendations are given on issues such as advocacy, land tenure systems, and women's land rights.

The land study is the single biggest budget category in the DP's budget for 2005. It absorbed more than half of the resources given to the land and resource rights thematic area – some 1.25 million NOK or 167,000 USD.

4.2.1.2 Advocacy on the new land law by Rede Terra

A new land law was approved by Angola's National Assembly in August 2004, and in October 2005 the regulations that specify how it will be put into practice appeared. Hearing rounds on the regulations were to take place, and upon adoption of the regulations the law would come into force. The new rules on how the Angolan people, including women, can secure their access to the land they use are surely of interest for an organisation such as NPA, which seeks to promote land rights and mainstream gender issues.

It is with this background that NPA chose to support the work done by Rede Terra, a network of local and international NGOs in Angola working on land rights. The network, of which NPA is also a member, was set up in late 2002 and is based in Luanda. The thrust of its work so far has been to spread information about the new land law, and to lobby government authorities for improvements in the law and the regulations before they are adopted and put into force. Rede Terra will also seek to monitor the implementation of the law.

By late 2005, Rede Terra had received NPA support for community theatre shows on the new land law, the setting up of a website for the network, and part of a journey to a conference in Brazil. According to NPA, support for Rede Terra is not restricted to advocacy on the land law but will also be used to promote research on the law as well as work on other land issues.

4.2.1.3 Agricultural support provided by ASBC and CHOFA

The final component within the land and resource rights area of the development programme is the one that has the clearest links with the past activities of NPA Angola. This is the work by local Angolan partner organisations among peasants in Kwanza Sul province.

Of the two partners with which NPA currently works in this area, ASBC is the organisation with which NPA has had its longest relationship. Cooperation between ASBC and NPA started in 2000 in an initiative called the 'Sumbe rural development project' (named after the Sumbe municipality along the coast, which also hosts the provincial capital). This project is ongoing, and has also included partner organisations other than ASBC: ASSONAK and KISSOKO previously, now CHOFA.

Initially, the Sumbe project focused on persons who had been displaced towards the coastal areas of Kwanza Sul because of the war. In the current post-war period, however, ASBC has also been able to start working with village communities further into the interior of the province, work for which it currently receives NPA support. The work consists of providing seeds, tools, farm animals, and other agricultural inputs to village communities, and training them on how to use these inputs to maximise output. ASBC also facilitates the creation of associations in villages, which in some cases have helped community members to experiment with new plants, generate a surplus, organise transport to the markets, and increase the productivity of labour. ASBC officials have also received training with NPA support.

CHOFA is a peasant cooperative, and has been a partner of NPA since 2004. It is also based in Kwanza Sul province, but unlike ASBC – which is a national organisation with a local branch – CHOFA is a local initiative, in Amboim municipality. It was created to assist peasants to grow fruit and vegetables, get their produce to the market, and create a surplus.

NPA support to CHOFA has been used, so far, to hold a first general assembly of the organisation and to train officials in various skills, including financial management. Before the

general assembly, CHOFA also received training on gender issues to promote the participation of women. As a result, of the 118 participants at the assembly 47 were women.

4.2.2   Democratic rights and participation

In 2005, the thematic area identified as 'democratic rights and participation' was set to absorb roughly one third of the budget of NPA Angola's development programme. In 2004 and 2005, activities in this area were spread across four components: (a) civic education initiatives, (b) human rights education of police and communities in Bengo province, (c) preparations for Angola's coming elections, and (d) an assessment of whether to include violence against women as a new thematic area within NPA Angola. This assessment had not been completed by the time of our fieldwork, and will therefore not be elaborated on in the following.

4.2.2.1   Civic education

The civic education initiatives supported within the development programme have, in the period in question, focused on the topics of gender and HIV/AIDS, which are also cross-cutting issues within NPA's Angola programme. Civic education involves various kinds of information activity conducted by partner organisations of NPA.

The two local organisations that have received the bulk of support under this post are GLIF, the Feminine Leadership Group, and FOJASSIDA, an NGO working on HIV/AIDS. NPA has also invested civic education resources in so-called 'Women Can Do It!' (WCDI) workshops, convened in cooperation with the Norwegian Labour Party. During our fieldwork, for instance, two NLP instructors gave a course on 'Women and Elections'.

GLIF is based in Sumbe, Kwanza Sul province and was established in 2003 by women who had attended a WCDI course. Its civic education work includes seminars, workshops and courses targeting women, with the aim of promoting female leadership, empowerment, and participation in decision-making processes. There have been GLIF events at a number of occasions in Kwanza Sul province, and the demand for their services seems to be on the rise.

FOJASSIDA, the Youth Forum for Health Support and HIV/AIDS Prevention, is a local organisation based in the populous Cazenga suburb just outside Luanda. It informs people about HIV/AIDS and about how the disease can be prevented and treated. As the name indicates, FOJASSIDA is staffed by a number of young volunteers. Its information activities include a stand in a huge market in Cazenga as well as house, school and church visits. It also has office hours for people who want to consult in private. There seems to be a clear need for the kind of work provided by FOJASSIDA, given a widespread shortage of knowledge about HIV/AIDS, and the marginalisation of those who 'live positively'. NPA has supported the NGO by training the volunteers and funding a number of its activities.

In 2005, more than half of the democracy and participation funding went to civic education.

4.2.2.2   Human rights training of the Bengo police

Before 2004, NPA sponsored civic education activities conducted by ADRA, the Action for Rural Development and Environment NGO, in Bengo province. Partly as a result of these activities, ADRA was requested by the provincial police force to provide them with training on human rights. The request was quite exceptional, since it came from the highest level of the Angolan police force in Luanda. The Bengo police had apparently brought their request to their superiors and got top-level support for their initiative.

The background was that the police in Bengo had been exposed to ADRA's civic education activities related to the issue of citizenship. The citizenship programme sought to sensitise Angolans about what it means to be a citizen, what rights and duties citizens have, and what one can expect from authorities as a citizen. ADRA had also worked with the local authorities, including the police,

by trying to engage them in a dialogue with people in the area. It was as a result of this dialogue that the police realised that their behaviour was not always amenable to good relations with people at large, and that they needed training to transform themselves from the conflict mode to which they had been accustomed during the war years to more of a cooperation mode conducive to a post-war reconciliation effort.

Given that ADRA had run into some organisational difficulties in the province at the time and since other organisations were more experienced in providing the human rights training requested, the project was followed up in a triangular partnership between NPA, ADRA, and another Angolan NGO. At first the human rights organisation Mãos Livres was identified, but after some time differences in methodological approach led Mãos Livres to withdraw. It was replaced by the Angolan Association of Adult Education (AAEA), which has offices in Luanda and Kwanza Sul. ADRA had the provincial expertise and AAEA the training expertise, while NPA provided funding and coordination.

The project was somewhat delayed due to the partner changes, as well as some difficulties in the process of distributing tasks between ADRA and AAEA. At the time of our fieldwork, however, several components were in place. A local dialogue forum in the capital of Bengo province, composed of representatives of various community organisations as well as the police, had its third meeting at the time of our visit. A number of policemen and -women in the province (we were not in a position to establish the exact number) had been trained in human rights and community relations. Leading police officers commended the initiative strongly, and called for it to be expanded to other parts of the province and the country. The aim of the project is to reduce police violence, improve relations between the police and local communities, and strengthen awareness of citizenship and human rights.

In 2005, the project absorbed roughly 30 percent of the democracy and participation budget. NPA support has gone to, among other things, salaries, the purchase of a car, sponsorship of a visit to Brazil to learn from a similar community-police project there, and training material.

4.2.2.3 Preparing for Angola's forthcoming elections

The election programme of NPA Angola aims at supporting the process of preparing for and carrying out the next presidential and parliamentary elections in the country, which have beene scheduled to take place in 2006.[11] More specific aims of the programme are:
- to promote dialogue between civil society and political parties,
- to disseminate information about the elections,
- to ensure at least 30 percent women's representation in parties, in nomination lists, during the campaign, and in the National Assembly and Cabinet to be elected, and
- to promote reconciliation (NPA Angola 2005b).

Currently, the programme is relatively large, and by the end of 2005, NPA had secured two thirds of the funding required. Some activities had already been undertaken, others were being planned, and the realisation of some of those thus depended on funding being obtained.

The programme started in 2004, and by the time of our fieldwork five types of activity had been supported: (a) the sending of two Angolan observers to the 2004 elections in Mozambique; (b) a mapping of civil society actors in Angola dealing with the elections; (c) production of information material on the elections by ADRA; (d) EISA's and PEPSA's electoral programmes; and (e) a 'Women Can Do It!' workshop on women and elections.

ADRA's manuals and posters outline the essentials of the election process in ways that are adapted to the level of understanding of the majority of Angolans. NPA has supported the

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[11] By early January 2006, Angolan authorities had still not specified the date for the elections, but observers have suggested that September 2006 is a likely timing.

production of these, and ADRA planned to spend additional NPA support to disseminate the material and hold seminars to explain what it means, as well as to produce more copies.

EISA and PEPSA, the Electoral Institute of Southern Africa and the Pre-conditions for Elections Programme in Southern Africa respectively, have election programmes of their own in Angola, and NPA supports parts of those in Kwanza Sul province. One of the components of EISA's programme, for instance, is to train and deploy long- and short-term electoral observers from Angolan CSOs, and in Kwanza Sul province two of the five long-term observers have been recruited from partner organisations of NPA, ASBC and GLIF. The training they receive is also likely to generate positive spin-off effects with regard to further information dissemination about the elections through NPA partner organisations.

The final activity relates to gender and the aim of ensuring a 30-percent female representation. The Women Can Do It! workshop of October 2005 noted above was the first NPA activity to reach this aim; others are currently being planned. The workshop involved leading women from political parties and civil society and received good coverage in the local press, not least because it resulted in a declaration of commitment by the participants to do their utmost to reach the 30-percent threshold. Today, only some ten percent of Angolan MPs are women.

The reconciliation component of the programme was still being planned at the time of our fieldwork, with the possible involvement of 'Healing Memories', a South African NGO which focuses on trauma counselling. The idea of including 'reconciliation' in the elections programme is to equip the civic education personnel with the capacity to respond adequately if their activities give rise to reactions that relate to war-time conflicts and the traumas people experienced then. The two main political parties, MPLA and UNITA, are also those that fought one another for decades of war – and Angola's last elections, in 1992, in fact helped trigger a new phase of that war. Many Angolans are therefore uncertain about what the coming elections will bring. The campaign has already included violent episodes, and civil society therefore gives priority to telling people about the need to respect the various parties involved and to adhere to the principles of freedom of expression and non-violence.

The election programme absorbed roughly 25 percent of the 2005 democracy and participation budget.

4.2.3 Capacity building

In addition to the areas of land and resource rights and democratic rights and participation, capacity building is a final area of work within the development programme of NPA Angola. Activities here relate closely to NPA's partnership approach (to which we return in Chapter 5). Since NPA seeks not to implement the work itself but rather to support local organisations and their activities, it gives high priority to building the capacity of those organisations – or rather, to building *on* the capacity the organisations have and *developing* that capacity to the level needed for them to operate, at the end of the day, independently.

NPA Angola started its competence-building programme in 2001. The programme has included various activities according to the needs and interests of partners; and in 2004 and 2005 two main methods were used: training, and exchange visits. Apart from training on the cross-cutting issues on gender and HIV/AIDS, which we examine in Chapter 6, in 2004-2005 NPA trained delegates from all eight DP partner organisations on poverty-related issues, the rights-based approach, and development paradigms. Efforts have also been made to develop capacity for monitoring and evaluation. A staff member was trained for one year on M&E but subsequently left the NPA.

A number of 'exchange visits'[12] have also been made during the period, e.g.:

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[12] Even though visits by NPA staff members or partners to another country or institution were not always followed up by return visits to NPA or partners from these countries or institutions, the visits can be

- The DP team visited Mozambique and Zimbabwe and learned how NPA and other actors operate, in building partnership relations, for example;
- Representatives of the Kwanza Sul-based organisations CHOFA and ASBC visited the projects of CLUSA, an American agricultural organisation, in Bengo province. This helped ASBC to start working on farmers associations; and
- As noted earlier, a team of AAEA and ADRA delegates went to Brazil to learn about working with police, as did Rede Terra, to attend a land conference.

In addition to this, NPA hired a person to act as a part-time consultant on capacity-building matters vis-à-vis DP partner organisations in 2005. A three-day workshop for all DP partner organisations was held in June 2005, providing training on organisational development (Figueiredos 2005). In July, another workshop was held in South Africa to plan the CB programme. The CB consultant, the DP manager, and regional CB specialists participated. A core idea of the CB programme as it stood in late 2005 was thus to develop capacity from the inside out, that is, to start with NPA and its partners, and next help build capacity in Angolan civil society as a whole (NPA Angola 2005c). Other priorities were to strengthen partnerships and continue organisational development work.

NPA is also part of a capacity-building platform which has enabled INGOs working on CB to come together and share information about initiatives and methods since 2004. Groups that have attended include NPA, SNV, Oikos, IBIS, World Learning, Oxfam, and Trócaire.

Competence building is in the DP's 2004 budget listed as a separate initiative while in 2005 it is listed in the same post as the cross-cutting issues of gender and HIV/AIDS. In 2005, a little less than ten percent of the DP budget was set aside for competence building.

4.3   Will the DP reach its objectives?

4.3.1   DP objectives: An introductory note

The objectives of the development programme are outlined in two documents: the strategic document of NPA Angola for the period from 2004 to 2007 (NPA Angola 2004) and the multi-annual plan submitted to Norad in 2003, which forms the basis of the multi-annual Norad disbursement (NPA Angola 2003).

From these documents it is, however, not entirely a straightforward matter to discern what the objectives of the development programme are. The reason is that the documents do not specify the role of the DP, but instead talk of a general 'country programme' in Angola, with two thematic areas. They do say that a mine action programme exists within the country programme, however, and relate it to the land and resources thematic area. If the MA programme is responsible for contributing to realising the aims of one of the two areas, a likely interpretation is therefore that the development programme would be expected to do the rest – i.e. to forward the remaining and common aims on land and resources, and all the aims on democracy and participation. The fact that the DP has organised two sub-programmes, on land and resources and democracy and participation respectively, suggests that this is how it too sees its own role. While the existence of one overall country programme is difficult to see in the day-to-day activities of NPA Angola, it is the DP which has incorporated the biggest share of elements of the country programme into its own plans and activities.

We therefore read the objectives of the DP as consisting of all those listed in the two documents as objectives of NPA Angola's 'country programme' as a whole, minus the objectives that relate directly to mine action.

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characterised as exchanges inasmuch as an exchange of experiences would take place during the visit between the NPA or partner personnel and the persons and organisations visited.

4.3.2   Is the DP on track towards achieving its objectives?

Before we examine the 'whether-on-track' question in relation to the development programme of NPA Angola, the concept of being 'on track' deserves some clarification. To be 'on track' towards a goal means to move in a direction that is likely to bring you to that goal. However, even if you are on track you may not be on the track that gets you to the goal the fastest. In addition, even if you're on the shortest track available to reach the goal, you may be moving quite slowly on the track you're on. Three interesting questions thus emerge:

    (1)   Is the DP on track towards its objectives?
    (2)   Is the track DP has chosen the best one to reach the objectives?
    (3)   How quickly is DP moving on the track?

Our second note concerns what it is, exactly, that the DP should be 'on track' towards achieving. While the task in hand is to gauge performance against objectives, the NPA Angola strategy and multi-annual plan indicate not only 'objectives' but also 'outputs' and 'results'. Objectives, outputs, and results may have a different status in line with the methodology used (the Logical Framework Approach, for example); but given that objectives, outputs, and results all represent what NPA Angola seeks to achieve, we choose in this report not to restrict our analysis to the 'objectives' only but also include the 'outputs' and 'results' in the discussion.

4.3.2.1   What the DP seeks to achieve

I.   In the land and resource rights area

In the land and resource rights thematic area, NPA Angola has one long-term objective:

> -   The rural poor, including communities previously affected by landmines, have enhanced their secure and equitable access to land and other productive resources, and are practising economically and ecologically sound resource management (NPA Angola 2004: 5).

Two 'immediate objectives' are also identified:

> -   Organisations working within the thematic area have strengthened their capacity to mobilise for enhanced land and resources rights and for sustainable agriculture practices for rural oppressed people.
> -   People living in areas affected by landmines can work, live and contribute without the fear of being affected by landmines (ibid.).

NPA Angola's strategy for 2004-2007, where the objectives are identified, also specifies a number of expected 'outputs' within this thematic area. In Chapter 3, we argued that of the seven specified outputs, three relate to mine action. The four remaining outputs, which it is thus reasonable to expect the development programme to help realise, are the following:

> -   Selected civil society organisations, in partnership with NPA, have developed the capacity to promote participatory organisational processes which lead to a more equitable distribution of land, the availability of resources for land development, and access to markets.
> -   Women and men in rural communities have a better understanding of how land distribution and management affect their lives, and have specific strategies to combat discrimination over land and also enhance empowering experiences at the community level.

- Rural communities have a better capacity to link their agricultural capacity with their nutritional and hygienic conditions.
- There is an understanding of HIV/AIDS and gender inequality by the rural community, and evidence of behavioural changes among partner organisations.

Finally, the multi-annual plan identifies three 'expected results' of NPA's work on land and resources, namely:

- Land rights on land tenure are obtained.
- New techniques for land development are spread out.
- NPA partner organisations have achieved better organisational development.

II.   In the democratic rights and participation area

Within the other thematic area of the development programme, democratic rights and participation, NPA Angola also has one long-term objective. This is:

- Oppressed people are active participants in the decision-making processes affecting their lives, in a way that also secures the needs of future generations.

An 'immediate' objective of the democracy and participation work is further provided:

- Rights-based organisations are working to enhance oppressed groups' participation in public life. Civil society organisations have strengthened their ability and capacity to mobilise the population, and to increase their knowledge about rights and obligations as citizens in order to influence the authorities in the societies in which they work.

Beyond the objectives, the strategy of NPA Angola lists five expected outputs in this area:

- Selected communities are organised to jointly work with the police, to lessen police-based violence and increase citizens' safety in their own community.
- Civil society organisations, acting as part of the electoral monitoring board, gain legitimacy and increased confidence as actors in Angola's post-conflict society.
- Communities have learned from their experiences and are strengthened by the healing processes of their reconciliation initiatives. Documentation supporting peace and reconciliation initiatives is published.
- NPA and its partners have incorporated both HIV/AIDS and gender equality within their practice and structures. A better capacity to lobby and advocate on both of these issues also exists.
- Partner organisations exhibit policies and practices that are inclusive of management, staff, and the community organisations they are involved with in their programmes. Moreover, they exhibit sound developmental practices as key principles in their work.

Finally, the multi-annual plan specifies four results that NPA expects will emerge from the work on democracy and participation. These are:

- Partner organisations are enabled to carry out activities that are geared towards promoting democracy, the right to participate, and the right to freedom of expression for both women and men.
- There is increased participation of communities in the next elections and in political activities.

- Women have better possibilities to identify their opportunities to actively participate in public debates on HR and civil society topics including political activities.
- Communities in the target area have improved their capacity to influence decisions at the policy level which promotes peaceful reconciliation and a democratic practice.

4.3.2.2 Is DP on track towards achieving its aims?

A closer look at the goals reveals a number of similarities between objectives in the two thematic areas. Commonalities concern the aims of strengthening civil society, including the partnership and rights-based approaches, and of promoting the cross-cutting issues of gender and HIV/AIDS. Because partnership, RBA and cross-cutting issues concern both the DP and the MA programme, we will examine only the attainment of goals that are specific to the two thematic areas in this section. Chapter 5 will assess NPA Angola's track record in relation to its aims on civil society, partnership and RBA, while Chapter 6 does the same on cross-cutting issues.

   I.   Land and resource rights

The aims that concern land and resources relate to four issues: agricultural development, land rights, community-level understanding and self-organisation, and landmines.

   i.   Agricultural development

Aims include:
- The rural poor are managing their resources in an economically and ecologically sound way.
- New techniques for land development are disseminated.
- Rural communities have a better capacity to link their agricultural capacity with their nutritional and hygienic conditions.

Here, NPA's track record is predominantly positive. The rural poor with whom NPA works have clearly improved their ability to manage the land resource to make the most out of it, as a result of inputs by NPA partners – mainly ASBC.

   The review team had the occasion to visit a number of villages in Kwanza Sul province where ASBC has worked. In Atango, for instance, ASBC had completed its work and results were impressive. The villagers had received seeds, ploughs, some animals and a water pipe, as well as training on agricultural methods and techniques. The village, which was relatively small and located close to a central road in the province, was now self-sufficient in seeds, and residents grew a number of crops and experimented with new plants. The community seems to have been able to adapt the plant variety not only to meet their own nutritional needs, but also to create and increase a surplus. As a result, the villagers were able to sell more of their produce to the market, and had also acquired various electrical devices.

   In Nova Esperança and Munguanda, villages in Conda municipaility where ASBC currently works, we also saw examples of economically sound resource management. In Munguanda storage facilities were fairly well developed, as were communal land use and the organisation of transport to the market. Draught animals received from ASBC, including cattle and goats, had multiplied and thus helped increase productivity as well as production. In both villages, the average number of annual 'months of hunger' was reported to have gone down from six to two, in recent years. This is a clear indication that production has increased at a rate higher than the rate of population growth in the area, and that, in parallel, agricultural production has been managed in a way that has led to fairly good food distribution across the community.

With regard to CHOFA, two areas of work, financed not by NPA but by the American NGO CLUSA, are worth noting, since they illustrate how NPA support can help peasants in the area in the future. The first activity is the Service Centre CHOFA runs in Gabela, a good example of economically sound resource management. The centre stores a number of agricultural inputs that CHOFA members can access at an affordable price. Secondly, CHOFA has enabled peasants to obtain small loans. The micro-credit scheme has been set up in cooperation with the provincial bank *Banco Keve*, and loans are made available to groups of peasants. This in turn stimulates their self-organisation. Peasants in Zâmbia village had been part of this arrangement for some years, and had greatly benefited from it. Given that CHOFA has been able to run such activities, even from a modest organisational base, NPA's support in building the organisation further clearly has positive potential.

NPA is thus on track towards reaching its goals as related to agricultural development. This conclusion may perhaps not be that surprising, given that this is the area in which NPA has the most experience. The conclusion is drawn, however, with a few reservations.

One is that we have very little evidence, and thus a basis to assess, whether NPA-supported interventions have contributed to a more *ecologically* sound form of resource management. The water pipe in Atango was one example of environmentally friendly use of the water resource, yet our evidence on this score remains anecdotal.

Our second reservation is of a more general kind, and relates to the concept of 'resources' as such. Even if the thematic area in question is coined 'land and resources', NPA documents and debates hardly mention natural resources other than land. The focus is exclusively on land. In that sense, it would be an exaggeration to claim that NPA is on track to helping rural Angolans manage their resources, more broadly defined, in a sound way: what NPA is on track towards is enabling sound management of agricultural land. Fish, forests, or other resources are not systematically integrated into the work on land and resource rights in Angola as it stands today. This may be entirely justifiable; but given that 'natural resources' is a very broad category, which also includes resources for which Angola may be better known, namely oil and diamonds, a justification of the exclusive focus on land would be useful.

Our final reservation is about the target group of NPA's agricultural development work, namely the 'rural poor'. While most of the people living in rural areas can be considered to be poor, our impression is that the beneficiaries of NPA and partners' work in rural areas were the relatively better-off members of the rural poor. Women, who are less privileged than men, did not, as far as we could observe, benefit as much as the men did from NPA work. Secondly, some of the peasants who gained from NPA-backed projects were able to employ other people. They were thus probably quite well positioned at the outset. Thirdly, no abject poverty was seen in Kwanza Sul province, where the DP agricultural support work is undertaken. The majority of the inhabitants can surely not be considered to be 'rich', but they did not seem to be suffering from material want either. This may not be that surprising, as Kwanza Sul does not rank among Angola's poorest provinces and also gets some spin-off effects of the economic development taking place in Luanda, which is at a relatively short distance from the province.

NPA is reaching some of the rural poor in Angola. The question is simply whether it may want to think more carefully about whom among them it wants to reach. The question is one of gender, class, and geography. In terms of socio-economic development, there may be good arguments in favour of targeting both the poorer and more affluent sections of the rural population. Yet it seems that the fact that NPA is reaching the better-off among the rural poor does not result from a deliberate strategy. We therefore recommend that NPA has a strategic discussion on what sections of the rural poor it wants to reach, and devises projects and approaches that are suitable for reaching the particular target group(s) chosen.

ii.   Land rights

Aims include:
- The rural poor have enhanced their secure and equitable access to land and other productive resources.
- Land rights on land tenure are obtained.

To achieve these aims, NPA supported Rede Terra and financed a land study in 2004 and 2005. The box below summarises the findings from the study and from the group work during the November 2005 seminar, when the study was presented.

Box 2. Land study and seminar: Main findings

1. Land is the main source of livelihood in rural areas. There is increasing pressure on land. Land tenure systems are vulnerable and land rights are insecure, in particular for women, migrants, IDPs, and farm workers. There is a lot of insecurity for both farmers (owners) and peasants (users) on 'unused' land on commercial farms worked by community members and/or previous farm workers. Private registration is expensive, but communal registration is free. Nevertheless, there is much (potential) tension with regard to the demarcation of land and formalisation of ownership. One recommendation is that commercial and communal farms co-exist through sustainable redistribution, i.e. that 'unused' commercial farmland is expropriated and transferred into communal property.

2. Women's land rights. Women are secondary rights holders; they only have access to land through their relations with men as fathers, brothers, husbands, and/or in-laws. Women's land rights are one of the main challenges. A recommendation was joint titles. In addition to the law, a responsibility also rests on the sobas and traditional authorities to reinforce mechanisms to secure women's rights.

3. The new land law and its regulations have to a large degree been developed by foreign consultants, and do not seem to have the rights of the rural poor in focus. The land law is difficult to access and understand. There is a lot of confusion and insecurity, which allows land grabbing. Relevant information dissemination is urgent.

Source: Hanssen (2005).

The study and seminar seem to have provided very useful inputs to NPA and partners' efforts to plan relevant interventions to promote land rights. The study therefore seems to have been worth the resources put into it. The challenge now is to use it fully, and to invest the DP resources that are required in order to carry through land-rights projects.

In hindsight, however, some lessons can be learned from the process of the land study. A somewhat unfortunate effect of the study process was that a certain 'waiting effect' seemed to emerge: hardly any land rights projects were implemented in 2004 or 2005. The exception is the work by Rede Terra, funded by NPA, the scope of which was quite minor (community theatre shows, a website and a trip to Brazil). By the time half of NPA's current strategic period had passed, the situation was, therefore, that hardly any projects to promote land rights in Angola had started on the ground. This situation is not very promising, in view of the ambitious goals NPA wants to reach by the end of 2007: to enhance rural poor people's secure and equitable access to land and to enable them to obtain rights to land tenure.

NPA sources argue that one reason for the relatively exclusive focus on the land study during the first half of the strategic period was a view that the process of conducting the study itself would contribute towards reaching some of the land rights aims. It was argued that the study 'was used as an awareness tool around the land law … [stakeholders] have had the chance to talk about the land law and to be made aware of it'. While the final seminar in November 2005 surely helped raise awareness of the law, which in turn is important in reaching the goals of securing land rights and tenure, it is more doubtful whether the process of producing the study had a similar effect.

According to the main author, the study team did ask people about the new land law but they did not inform them about the content of it. The awareness-raising effect on the law that the the study process generated should hence not be overestimated.

In spite of the value of the land study and the seminar where it was presented for purposes of informed planning, the fact that NPA started hardly any practical projects for promoting land rights in the first half of the strategic period does make it unlikely that it will reach the aim of securing land rights by the end of 2007, except for a few communities in some areas. Our scepticism derives from the complexity of the task: to achieve this aim, NPA and partners will have to inform people about the law and the regulations, about how to apply and what to apply for (e.g. titles), facilitate discussions within communities and organisations on what to do in each case, bring local authorities on board in these discussions, assist collective and individual applicants, facilitate the (possibly conflictual) process of demarcating land, to mention but a few key priorities (more are suggested in the study). The task is, in other words, daunting, especially in light of the fact that Angolan people at large know so little about the law, that not even local authorities are informed about its content, and that NPA in Angola had not previously worked much on land rights.

Still, the fact that NPA has not moved far down the track of practical projects to support land rights may very well be outweighed by the efficiency of the tool that the land study could represent for land project planning and implementation in the longer term. Even though NPA is likely to achieve its land rights aims in only a limited way by the end of 2007, the quality of its land rights interventions and therefore also their effectiveness is likely to be higher as a result of the study. Lasting and positive effects, including beyond 2007, are therefore in sight if the study and the process generated by it are used appropriately.

A lesson for the future is, nevertheless, not to put all one's eggs in the one basket – both because the basket may fall, i.e. it is uncertain how useful the study will be, and because it takes time to achieve land rights aims. In future strategic processes, NPA may therefore want to follow parallel tracks more systematically to reach its goals, by starting to implement some land rights projects even before a study is completed, for instance. By doing so, it would ensure that goal attainment would not hinge as exclusively as it has, in this case, on one product. The work towards it could start in a small way, even while waiting for the expected 'big push'.

With regard to whether NPA is on track towards helping to secure Angolan people's rights to 'other productive resources' than land, we repeat our point above: NPA has barely worked on other natural resources and therefore is not on track towards reaching such a goal.

iii.   Understanding and self-organisation at community level

Aims include:
-    Women and men in rural communities have (1) better understanding of how land distribution and management affects their lives, and (2) specific strategies to (a) combat discrimination over land, and (b) enhance empowering experiences.

In the communities we visited and where NPA partners had worked for these goals awareness levels did seem to have risen – notably in Munguanda and Atango. In Munguanda, women and men had organised themselves into associations that had several purposes: to make people work harder, to generate an agricultural surplus, to organise storage facilities, and to experiment with new crops. It is likely that it was partly because these people had acquired some understanding of how the distribution and management of land affects them that they set up these groups. Moreover, it clearly seems that the running of the associations enhanced their understanding further – and, at least in one case, it led them to devise strategies to combat discrimination.

Women in Munguanda, for instance, had in their group discussions found that it was the men in the community who benefited from virtually all of the inputs from ASBC. The women had therefore raised their demand to have a greater share of the goods with the men, and, as a result,

acquired six goats that ASBC provided. The women agreed on how to use and manage the animals, and some time later the size of their goat stock had increased to eleven.

While this 'sunshine story' does provide evidence of better understanding, anti-discrimination strategies, and empowering experiences, it remains only one story and can easily be contrasted with more gloomy evidence. In Nova Esperança, for instance, the experience of the women had apparently not been one of empowerment. According to both women and men in the village, the women had not been allowed to participate in the community association which was set up as a result of ASBC's intervention. The association was, in practice, for men only, an arrangement which was defended by some of the men and complained about by the women, who said that they wanted to be part of it. But when asked whether they had asked to become part of it, they in fact said no.

The level of consciousness among women in this village thus seemed remarkably lower than in its neighbour Munguanda, in spite of the fact that their contact with ASBC had been of a similar nature. The contrast may suggest that NPA's partner organisation in this case had not grasped very well the challenges to be found in each village, which are likely to have been quite different at the outset, and that so far it had failed to develop a strategy adapted to the levels of understanding and to the particular internal relations in each village.

The effect of interventions such as that of ASBC should not, however, be overestimated. Our visit to a village where NPA had not worked, Ngangula, suggests that women and men in rural communities can have a remarkably high level of understanding and have developed sophisticated organisational models, even without NPA-backed intervention.

We conclude that for NPA to reach the goal of promoting understanding and self-organisation within rural communities, it may need to develop its methods further. NPA is on track, but it would be well advised to reconsider whether the track is the one that leads it most quickly to its goal. We therefore recommend that NPA and partners consider more carefully how to adapt their approach to each rural community, and to women versus men in each, in line with the particular situation and conditions in that community. NPA may also want to assist its partner organisations in mapping and monitoring more thoroughly the conditions in each target community before and throughout the process of intervention. To summarise, the focus should be on developing methods on how to tailor each intervention to the needs and conditions in each community, and on strengthening partners' capacity for research and monitoring in the intervention processes, to ensure that the methods work as intended.

iv.   Landmines

Aims include:
- Communities previously affected by landmines (a) have enhanced a secure and equitable access to land and other productive resources, and (b) are practising economically and ecologically sound resource management.
- People living in areas affected by landmines can work, live and contribute without the fear of being affected by landmines.

It can be argued that within NPA Angola the mine action programme should be solely responsible for following up issues such as these, which clearly relate to landmines. On the other hand, both of the aims are general targets within the land and resource rights area of NPA Angola, which both the DP and MA programmes are supposed to help meet.

Returning to the discussion of the link between the MA and development programmes in Chapter 7, we note already at this point that the aims that relate to the link between landmine affectedness and land use post-demining are relatively poorly followed up within NPA Angola. It is true that, as a result of NPA's work in removing landmines, people living in the areas that NPA has demined will no longer have reason to fear the mines. Whether the people in the demined areas are

also enabled to secure their access to the land and to other productive resources, and to manage the resources in an economically and ecologically sound manner, is quite a different matter, however.

We have argued that NPA is on track towards helping rural Angolans cultivate their land in a way which makes good economic sense, but that it has fallen short in the work of securing people's land rights. Only in exceptional cases has the NPA DP performed its work in promoting agricultural development and land rights in communities demined by the NPA MA programme – or, for that matter, by any other demining NGO. The only case we came across was Zâmbia in Kwanza Sul province, which had been demined by NPA and where the DP was engaged via its partnership with CHOFA. In other villages where DP partners had worked, landmines were generally not considered, in fact, to be a major problem and neither NPA nor any other MA NGO had apparently been involved in demining. On the other hand, in villages where the NPA had undertaken demining, relatively little had been done by NPA or others to help the communities secure their rights to the land, and/or to assist them in getting the skills, tools, seeds, and other inputs needed to grow the land effectively.

There is thus clearly a gap between NPA's demining and development work. How this gap can be bridged will be dealt with in Chapter 7. At this stage, we conclude that NPA Angola still has a long way to go to reach the goal of ensuring agricultural development and land rights in previously mine-affected communities.

II.   Democratic rights and participation

The aims that relate to the other thematic area of the development programme, 'democratic rights and participation', concern the general issue of participation on the one hand, and sub-themes such as community-police relations, elections, and reconciliation on the other.

i.   Participation

Aims include:
- Oppressed people are active participants in the decision-making processes affecting their lives, in a way that also secures the needs of future generations.
- Communities have an increased participation in the next elections and in political activities.
- Communities in the target area have improved their capacity for influencing decisions at the policy level, which promotes peaceful reconciliation and a democratic practice.
- Women are better able to identify their opportunities to participate actively in public debates on human rights, in civil society, and in political activities.

Is the development programme on track towards reaching these objectives? The aims range from being quite specific to very broad. Let us start with the more specific ones.

Whether communities will show 'increased participation' in the forthcoming presidential and parliamentary elections in Angola is an objective against which is hard to gauge performance, mainly because it is not clear from what level the participation should be 'increased'. A likely interpretation is that participation should be higher than it was the last time Angola went to the polls, which was in September 1992. In the elections then, it is reported that 90 percent of the electorate was registered to vote (Ciment 1997) and that on election day, 'Angolans voted massively and enthusiastically' (Messiant 1998). To get a higher share of Angolans to vote in 2006 than in 1992 may therefore be quite a tall order.

However, if we simply interpret this goal as communities having a 'high' level of participation in the next elections, it becomes more meaningful to assess whether NPA Angola is on track. Inasmuch as it has an elections programme and has conducted some activities already within it, NPA is on track in its work to promote participation in the elections. Nonetheless, it seems to have fallen relatively short on this track. Even though some activities were undertaken in 2004, i.e. electoral observation in Mozambique and a useful mapping of civil society initiatives on elections

in Angola, a first draft of the current elections programme is dated August 2005 (NPA Angola 2005b) and by late 2005 only two thirds of the funding for it had been obtained. This was almost half-way into the current strategic period, and only a year before the date currently set for the elections, which is problematic, not only in view of reaching NPA's own strategic objectives in time, i.e. by the end of 2007, but also in the light of Angola's post-war setting. Here it is important to start early if one wants to push for high levels of participation, because, as noted, the last time Angolans went to the polls they voted for peace but got a new, devastating war. This time around they may therefore hesitate about voting. In order to allay the fears that people may have in relation to participating now, it is thus pivotal that efforts to work on people's attitudes last for quite a long pre-electoral period.

It is true that it is difficult to design a programme for an election for which a date has not yet been set. However, other civil society initiatives in Angola show that this uncertainty is not an impediment to planning and fundraising, and that some activities can begin, even if the poll date is unknown. We thus recommend that NPA Angola carefully designs its interventions in the electoral process, balancing the need for the different interventions against one another in light of the overall need to concentrate activities, and work systematically to reach the goal of contributing to a high level of participation during the time that remains before the polls. The fact that NPA has chosen to focus on Kwanza Sul province, and to work via a major initiative such as that of EISA, bears witness to a commendable awareness within NPA of its own and its partners' human resource limitations on this topic – and of an equally laudable wish to join a well-coordinated civil society process for electoral support.

The elections programme is also likely to help NPA reach its goal of increasing communities' participation in 'political activities' in general. The concept of 'community participation in political processes' is so broad, however, that it is hard to ascertain what it is, exactly, that NPA seeks to achieve. In our view, a general weakness of the focus on 'participation' is that there is little, if any, discussion of the concept of 'participation' as such in NPA Angola documents. It would be useful to clarify what kind of participation is seen as desirable.[13]

While it is not entirely clear what types of participation NPA seeks to support, it is clear what the aim of the participation should be. NPA wants to enable people to participate in order to influence the making of decisions on issues that affect them, including policy-level decisions. Is NPA on track towards reaching this aim?

The activities within the DP project portfolio which most clearly contribute in this way are those related to gender – more specifically, the 'Women Can Do It!' courses and the training provided by GLIF. These activities do seem to help participants to take the initiative to engage themselves in relevant decision-making processes at family level, community level, in civil society and in political parties. However, our impression is nothing but that – an impression. We did not have the occasion to hear the views of participants in these courses on how useful the courses were felt to be. While our take on the issue of whether women have become more able to participate as a result of NPA work is thus in the affirmative, we cannot conclude on this due to insufficient evidence. We can say, however, that NPA Angola seems to be on track towards reaching the goal of a higher level of participation of women in political processes.

On the question of whether 'communities' are getting more involved in relevant decision-making processes, on the other hand, the picture is less encouraging. In general, communities in the target area of DP work – that is the communities with whom NPA's partners work in Kwanza Sul, Bengo, and Luanda provinces – have little information about and influence over decisions made by government authorities. They even seem to be poorly informed about and involved in the decisions

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[13] The strategies for NPA's international work and for NPA Angola both define participation as 'a process whereby people's active involvement – individually or collectively – is facilitated in order for them to participate in shaping decisions which affect them'. Whereas the aim of the activity is clear, namely to 'shape decisions that affect them', the means used to reach the end – i.e. 'active involvement, individually or collectively' – does not specify what kind of 'active involvement' is desired.

made by the municipal authorities that are closest to them. The exception to this rule of a weak community-policy connection in NPA-supported communities is the police project in Bengo province, which centres on the development of a dialogue between the local communities and the police force. Indeed, such a dialogue between the communities and the authorities is missing in most other NPA activities. For the aim of greater influence on decision-making to be achieved, more such dialogues with government-level agencies and between those agencies and communities are urgently needed.

ii.   Community-police relations, elections, and reconciliation

Aims include:
- Selected communities are organised to work jointly with the police, to lessen police-based violence and increase citizens' safety in their own community.
- Civil society organisations act as part of the electoral monitoring board.
- Communities are strengthened by the healing processes of their reconciliation initiatives.
- Documentation supporting peace and reconciliation initiatives is published.

NPA is clearly on track towards achieving the first aim. As a result of the activities of ADRA and AAEA in Bengo province, the police have made significant changes in their behaviour towards the population. As an example, a leading police officer is reported to have said that while he earlier felt that the population saw him as their enemy, now they asked for his assistance whenever they were in trouble – to his own relief and satisfaction.

It was also our impression when visiting Bengo, attending the meeting in the community-police forum and the lunch that followed where community members and policewomen and -men shared food and drinks, that relations were very relaxed and friendly. People were still fully aware of the challenges related to the task of creating a dialogue which was meaningful and could bear fruit for both sides. One debate, for instance, concerned the issue of violence by the police against women trading on the black market. From a police point of view, these women are doing something illegal and consequences should therefore be faced; but from a community point of view, the problem is the law, which makes it illegal for poor people to trade without an authorisation, which can be hard to obtain. The fact that dialogues between the community and the police on issues such as these are combined with training of the police in human rights is, nevertheless, very promising. As a result of the training, the police will have received a triple message: that all human beings, including those who break the law, have inviolable rights; that the police represent the state, the institution which is ultimately responsible for upholding people's rights; and that the police therefore should see the people as citizens that they should protect, rather than threats that they should contain.

While we were not in a position to get statistics on the extent to which police-based violence has been reduced so far as a result of the project, it is our clear impression that NPA Angola is on track towards achieving the aims it has set for itself on the community-police project.

With regard to the aim related to the elections, we have not been able to ascertain whether civil society organisations in Angola are participating in a board for electoral monitoring. If the aim is interpreted more broadly, however, to mean that civil society should contribute towards electoral monitoring as such, NPA is clearly on track towards achieving this aim. NPA is already helping in the exercise to train and deploy national long-term and short-term observers of the electoral process, through its support to EISA. NPA also has representatives of some of its own partner organisations serving as long-term observers. Given the fact that these are central persons in their respective organisations, there is clearly the potential for the electoral monitoring exercise not only to build individual capacities, but also to help in strengthening organisational capacities within Angola's civil society.

Attainment is less advanced on the reconciliation aims given in NPA Angola's strategic goal. By the time of our fieldwork, it was still not clear which organisations would contribute, or

how. The aim here is both ambitious and ambiguous, namely, to help communities 'be strengthened by the healing processes of their own reconciliation initiatives'. Whether this will happen is an open question since it is unclear what reconciliation initiatives NPA will support, and whether the selected initiatives will help in 'healing the wounds'. Other reconciliation processes and efforts tell us that, if designed inappropriately, it is, in fact, possible that initiatives that seek to 'heal wounds' only will 'open' and not necessarily 'heal' them. Moreover, it may be that people actually do not want to talk about or deal with the painful experiences of the past, at least not at this stage. NPA may thus face difficulties finding 'reconciliation initiatives' that are rooted in the communities. One such 'reconciliation initiative' may simply be silence: knowing what to talk about and what not to talk about, and leaving the painful issues in peace. However, 'reconciliation initiatives' of this silent type do not really require outside support.

We conclude, therefore, that NPA has, at best, only taken a few steps along the track towards reaching its two reconciliation objectives (the other being to help produce documentation on reconciliation: by the time of our fieldwork no such documentation had been published by NPA or its eight partners). We still recommend that NPA make haste slowly in this regard. The production of documentation, the mapping of the terrain of what is already going on in this field, and considerations of joining existing activities are paths that may be well worth following up. This will, however, have to be combined with the need to focus and concentrate DP activities in general, to which we return later. The bottom line of initiatives to promote reconciliation, a line which NPA has adopted but that it should be particularly conscious of here, is to listen to, learn from, and respect the ideas and wishes of the communities themselves about what reconciliation means for them. For reconciliation to work it must be the communities, and not NPA and partners, who have the last word on what kind of reconciliation support is to be provided from the outside – and on whether to provide it at all.

4.4 Monitoring and evaluation within the DP

In this section, we analyse how performance is monitored and evaluated within the DP, and look at the indicators that exist and could be recommended in the programme.

4.4.1 Reporting, monitoring and evaluation mechanisms

I.   Presentation of framework and activities

The development programme of NPA Angola has four staff members, the fourth of whom joined in October 2005. During most of the period under review, the DP has thus only had three persons to undertake a number of tasks, among them the follow-up, monitoring and evaluation of the projects being supported. There has also been a high turnover of staff. By the time of our fieldwork, the two programme coordinators had been employed for only one year, and in late 2005 one of them left and had to be replaced.

Given the high number and the qualitatively quite different types of DP-supported initiatives, monitoring project implementation and following up partners is a considerable task – a task which the DP team itself admitted it was not entirely equipped to undertake. It was, in fact, reported by the staff that 'no system of monitoring existed' in the development programme.

A closer look revealed, however, that a number of initiatives were in place. With the land and resource rights partners, the 'Action Learning Cycle' method had been used to develop capacity for self-monitoring. Within both thematic areas monitoring was said to be performed on a monthly

basis, reviews every three months, and evaluation on an annual basis. In 2003, NPA and its partners had undertaken the evaluation together; in 2004, the partners performed a self-evaluation. [14]

DP staff members still felt strongly that the partner organisations needed more training on M&E, including on information collection and report writing. Unfortunately, one person who was trained for this in NPA subsequently left the organisation. From 2004, however, NPA has benefitted from a M&E programme undertaken cooperatively between Norwegian NGOs in Angola and the Norwegian Development Network (NDN), which runs until 2006. Staff members of the Norwegian NGOs and their partners are trained on M&E once a year, follow-up activities take place between the seminars, and as a result, the local partner organisations are expected to establish an Angolan M&E network.

With regard to external monitoring or evaluation of DP activities, two independent reviews have been completed, both in 2003. One was of the health programme which ended that year, the other of ADRA activities in Bengo province. During the current strategic period, no M&E by consultants independent of NPA or its partners had been undertaken, therefore. To our knowledge, this mid-term review is also the first comprehensive review of the development programme in Angola, and of the country programme as a whole.

II.   Assessment

The frequency of activity reports within the DP reflects high ambitions. Monthly, quarterly, and annual reports from all DP activities can, if these reports are well written and also acted upon, form a strong basis for NPA staff and partners to plan and adjust interventions throughout. However, the fact that partner organisations have received relatively little training on M&E, and that NPA Angola has few staff members to assist them to do this kind of work, does suggest that the numerous reports may not necessarily be as useful as they could be. Perhaps a less ambitious and slightly different model would be more suitable to the current needs and capacities for monitoring and evaluation within the development programme.

The NDN programme of 2004-2006 has the clear potential for improving the M&E system within the DP. Nevertheless, it is not likely in and by itself to change the self-monitoring approach that NPA has opted for until now. In our view, self-M&E has some clear limitations. A potential strength is that it can build the partners' capacity to report, provided that they get not only the training but also the follow-up, skills and equipment to do so properly. But a clear weakness of self-M&E is that it essentially 'lets the buck guard the wheat'. When writing their reports, partners will have an interest in highlighting the positive achievements they have made, and in putting less emphasis on the problems, in order to ensure continued good relations with NPA as well as a continued financial flow. Another weakness is that if the reports are to be submitted very frequently, reporting may take too much of the scarce time and resources that partner organisations have away from their project work on the ground.

These are some of the reasons NPA may want to consider balancing the self-monitoring approach with more independent monitoring and evaluation of its DP activities. While this MTR does represent a laudable initiative in this respect, even this review, given our broad mandate and short time in the field, will have to be biased in some respects. For instance, the team got very little time to speak with some important stakeholders, including the 'target group' of beneficiaries of services provided by partners such as FOJASSIDA, GLIF, and CHOFA. We have therefore had to rely on the accounts of those who have the clearest interest in presenting the record in a favourable light. For a clearer perception of the challenges and gains of single activities within the DP, more independent reviewing will therefore be necessary.

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[14] Unfortunately, the review team did not get around to requesting NPA for samples of these reports – nor did NPA take the initiative to provide such reports during our fieldwork.

III.   Recommendations

We recommend that DP staff and partners rethink their M&E approach on the basis of a careful assessment of both the needs and capacities for M&E in both NPA and each partner organisation. With regard to NPA, the combination of a small staff and a high turnover makes the development programme very vulnerable. The need NPA may have for M&E must therefore be balanced against its relatively limited and sometimes uncertain capacity to monitor and evaluate activities, and to help its partners to do this. Alternatively, this capacity must be strengthened by hiring new staff. With regard to the partners, our previous argument also applies here: each partner is different, and has different capacities and needs, including with regard to M&E. The model chosen for monitoring and evaluation should take this into account. On the basis of these considerations, decisions should be made on the three questions:

- Frequency of M&E reports: how often should they be submitted – from the different partners; and on different kinds of project?
- Authors of the reports: should they be written by partners only, NPA only, partners and NPA combined, and/or independent consultants?
- Format of the reports: what should each type contain, in what order of importance?

The decisions should be made keeping in mind the three main functions the reports should have, for both NPA and partners: (1) to learn from past mistakes and achievements; (2) to plan and adjust future interventions; and (3) to build capacity in research, assessment and review.

We also have one recommendation related to the need for independent reviews of the DP. Self-monitoring can help in fulfilling functions (1) and (3) above, but in order to learn more lessons (1) and to plan and adjust future interventions (2), the self-reflective approach should be combined with more external inputs. NPA and its partners are certainly the 'experts' on their own projects, yet people from the outside, although not aware of all the details, are likely more easily to identify the troublespots as well as the strengths, due, in large part, to their lack of a personal role in the projects undertaken. Independent consultants may be Angolan or foreign, and may be hired to look at single projects, larger parts of the programme and/or the programme as a whole. Whatever the type and scope, in our view more independent monitoring and evaluation, given the low level of such M&E today, is needed to help the DP quality assure its performance. In addition, bigger budget categories in future funding applications for M&E purposes are not likely to deter donors; on the contrary, if NPA shows that it gives priority to monitoring its work, this bears witness to its being a serious and committed actor.

4.4.2 Indicators

I.   Presentation

In the multi-annual plan that NPA Angola submitted to Norad in 2003 (NPA Angola 2003), a number of indicators were identified in connection with each of the expected results. According to the DP staff, however, these indicators have not been used so far in the strategic period. Nor have any benchmarks been formulated, or put into use.

II.   Assessment

NPA Angola has formulated a number of objectives, outputs, and results, but as far as the DP is concerned it has no system, in the strict sense of the word, to measure whether the aims are being achieved. Indicators are meant to be just that: they measure the extent to which activities promote

the specified goals. While reporting mechanisms exist within the DP, the reports do not use the indicators. As a result, even though the reports account for activities, it does not seem that the accounts systematically assess whether, how, and to what extent the activities have promoted the particular aims that were specified in the strategy. Since the indicators are not used, the reports seem to represent a missed opportunity for systematic self-assessment of whether NPA and its partners are on track towards their own goals. NPA will get an idea from the reports of where activities are heading, including in relation to the goals, but the use of indicators – if these indicators are well defined, possible to measure, and combined with narrative reports – is far more likely to enable NPA to know how far it has come towards each goal.

Another reason why NPA has an interest in developing systems that are better suited to capturing whether achievements are being made is that NPA Angola, the DP in particular, wishes to achieve a great deal. One thus gets the impression of a mismatch between their high level of ambition and their weak system for systematically gauging their performance.

From the NPA side, the argument has been made that indicators may not be suitable, since they often fail to capture what one is trying to achieve. We agree that the formulation of indicators that do capture aims, at the same time being measurable and concrete, is no easy task. In addition, it is true that no one indicator can formulate a relatively broad objective. Nevertheless, it is certainly possible to formulate a set of indicators that, if used together, give an approximate reflection of aims. In addition, the more specific the aim is the easier it is to work out one indicator related to it. Moreover, and even more importantly, the indicators are not supposed to stand alone: they are *necessary, but not sufficient* to understand how the work is progressing. Indicators should thus be applied alongside and in addition to the narrative reports. If then, for instance, one indicator fails to reflect what has been achieved within the project; reasons why this happened will emerge from the narrative report. Moreover, other indicators used to measure performance in the same project may show that, although one aim was not promoted as much as expected, the record was more positive in other respects.

III.   Recommendations

We recommend that before each project starts, NPA and its partners decide on what indicators to adopt and what system of monitoring and evaluation should apply to the project. The M&E system, including indicators and benchmarks, should be included in writing in the contract or other type of agreement that NPA and its partners prepare prior to the project.

IV.   Exemplification

Let us finally illustrate how indicators and benchmarks can work. Indicators should provide a scale along which performance can be measured. Indicators should also be specified for both sides, including NPA – so that NPA also can be 'monitored' by the partner organisation, and, importantly, be held to account by the partner or others if it does not fulfil its duties. Indicators can be complemented with benchmarks to make monitoring and evaluation more transparent and straightforward. Benchmarks can also be used as minimum requirements for the partnership to continue, or for support from NPA for the particular project to continue.

The table below provides an example of how indicators and benchmarks could work in an 'imagined' project. The project we invent is one carried out in a partnership between NPA and ASBC, and would deal with land titles in a municipality in Kwanza Sul province.

Table 4. Indicators and benchmarks: Example of an imagined land title project

	Indicator	*Benchmark*
General	The targeted communities have applied for land titles by the time that the project is completed.	Applications for one or several land titles have been submitted to the relevant authorities by at least two thirds of targeted communities.
For ASBC	ASBC has informed communities about the new land law, about the possibility of getting a title to secure their right to the land, and about how to apply for titles; and has encouraged and assisted communities in their efforts to apply for titles.	ASBC has had at least two meetings per year in each community where they gave information about the land law and title rules, and has helped communities overcome barriers such as illiteracy, transport, and lack of information to submit an application.
For NPA	NPA has provided ASBC with the required training and material support to enable ASBC to assist communities in their efforts to obtain land titles.	NPA has trained ASBC at least three times on the new land law, has provided it with a copy of the law and the regulations, and informed it of developments in the law at least twice a year.

This is just an example. What is crucial is that NPA Angola and its partners work out ways to check their own performance which can work for both sides. The methods must be feasible, adapted to the needs and capacities of both sides, but also suited to measuring performance.

4.5   Value added of the development programme

Why is there a need for the development programme of NPA Angola? What difference does the DP make? What value does the DP add to Angolan society?

In our analysis, the main value added of the DP lies in its *partnership approach*, which we assess in the next chapter. It is crucial that civil society is strengthened in a post-war, slowly democratising society such as contemporary Angola. The partnership approach of NPA is not matched by many others in Angola: other INGOs work along similar lines, but NPA has come a long way in its thinking on what partnership entails. While the DP may appear multifaceted, the one common thread across its activities is also the one which is the DP's greatest strength: the focus on building organisations that represent Angolan citizens and their aspirations.

Another potential added value is the *rights-based approach* of NPA Angola (also assessed in Chapter 5). NPA still has some way to go towards realising such an approach, but doing so will add greatly to the fabric of civil society initiatives in Angola. The current relative openness of the Angolan authorities towards civil society and human rights concerns is an opportunity which NPA should make the most of. Conditions are conducive for adopting an RBA with increasing awareness of human rights in both civil society and government. NPA is thus well positioned to obtain a second comparative advantage as well.

The main challenge for NPA in order for it to realise and benefit more from its comparative advantages is, however, to *focus*. NPA Angola and the DP in particular have a very large number of goals. The large number obviously makes it difficult for them to achieve all these goals. The strategy of NPA Angola reveals an awareness of this challenge, as it states that: 'A goal for the coming period is to concentrate our activities in order to achieve synergies, reduce logistical constraints and avoid duplication of development efforts' (p. 4). One of our key recommendations, to which we return in the final chapter, is therefore that NPA concentrates on certain activities. Since, in our view, the partnership and the rights-based approaches are the most important contributions of the DP to Angolan society, the choice of what to focus on should not omit these two, but rather put them centre stage.

5. NPA's partnership and rights-based approaches in Angola

In Chapters 3 and 4 we accounted for objectives, outputs and results within the two thematic areas of land/resources and democracy/participation as they appear in NPA Angola's strategy (NPA Angola 2004) and multi-annual plan (NPA Angola 2003). We noted, however, that many of the aims cut across the two areas as they relate to the issues of partnership, civil society and the rights-based approach, and to gender and HIV/AIDS. Moreover, these issues are not supposed to be confined to the development programme: in principle, they should apply to the whole country programme, including the MA programme.

We therefore assess goal attainment on these topics as follows: cross-cutting issues are addressed in Chapter 6 and partnership, civil society and the rights-based approach in this chapter, which has three parts. Firstly, we identify concepts that are applied differently within different parts of NPA, namely: 'partner', 'partner organisation', and 'partnership' and 'strategic' versus 'project' partners. Secondly, we assess the extent to which NPA Angola is on track towards reaching its partnership, civil society and RBA goals, and finally we comment on how the two approaches of partnership and rights-based development can best be combined.

5.1 Concepts whose application differs within NPA

5.1.1 Partner, partner organisation, and partnership

Quoting NPA's overall strategy for international work (NPA 2003: 2), the strategy of NPA Angola for 2004-2007 defines 'partnership' as follows:

> 'A two-way cooperation relationship, sharing complementary resources of different partners – funds, skills, technology, information, knowledge of particular realities, and, then, power – to fulfil their mission related to oppressed social groups' (NPA Angola 2004: 3).

The Angola strategy further states what it is that NPA will 'give priority to … in developing partnerships in Angola' during the period from 2004 to 2007. This is:

- 'Transferring competence/contributing to national coordination of mine action through CNIDAH,
- Strengthening of civil society organisations and social movements,
- Establishing a network of development practitioners, and
- Strengthening the relationship between communities and local governments'.

A closer look at these priorities suggests that diverging usages exist within NPA for the terms 'partner' or 'partner organisation'. The 'partner' term was used in quite different ways in the development and the mine action programme of NPA Angola. MA staff used 'partner' to refer to at least three types of agency, namely:

- Government agencies, such as CNIDAH,
- Donors, and
- Development organisations:
    o Inter-governmental ones, e.g. UN agencies; and
    o NGOs, both local (e.g. those doing mine-risk education) and international.

One difference between MA and DP in the use of concepts was that DP staff would not use the word 'partner' to refer to their donors, while MA staff would.

The most important difference between the MA's and DP's use of the partner term, however, concerns whether government institutions should be partnered. For the MA the answer was clearly 'yes'. For instance, MA managerial staff called CNIDAH, which is a government agency, 'the most important partner' of the MA programme. As noted above, this is also in line with NPA Angola's current strategy. In the overall strategy for NPA's international work (NPA 2003: 3), moreover, it is acknowledged that within mine action, government cooperation will be needed to transfer MA competence and build national expertise. However, the general NPA strategy states clearly that 'partnership with civil society forms the basis', i.e. that it should form the basis within MA as well; and the word 'partner' is avoided in relation to state agencies. Nevertheless, it is commonly used by NPA MA staff when referring to government bodies.

DP staff, on the other hand, would answer 'no' to the question as to whether government bodies could be identified as 'partners' of NPA. In line with the NPA partnership policy (NPA 2004), DP staff members, in Angola and at Head Office, argued that partnerships should not be established with state agencies (although they were in favour of facilitating dialogue between government and civil society and/or communities).[15]

The understanding of the words 'partner' and 'partner organisation' hence differs between the mine action and the development programme in NPA Angola. This difference should, however, be understood in light of the fundamentally different types of operation and methodological approach of the two programmes. The DP started to shift from being an operator to being a facilitator of activities in the late 1990s. The MA programme, on the other hand, because of the character of mine action, is still an operator. This means that the MA programme does the entire work by itself, by employing a large number of people and deploying them in various parts of the country. The DP, on the other hand, no longer implements its work directly, as it did during most of the 1990s, but instead supports the work undertaken by local organisations. If we define a partnership approach as an approach whereby one works with partners instead of implementing the work oneself, it seems that only the DP has a partnership approach, strictly speaking. Even though the MA programme works with partners, it is the NPA personnel who do the work for which the programme gets funding, not any other organisations, as in the case of the DP.

There is no 'right' or 'wrong' approach here. Rather, it seems that the nature of the tasks to be conducted in the MA programme and DP respectively (to be compared in Chapter 7) have led each programme to adopt different working methods, which both seem well suited to the tasks at hand. As a result, different ways of using the partner concept have come to co-exist in the MA and development programme in Angola. This is understandable and not necessarily problematic. But it becomes problematic when these differences are not fully acknowledged within the NPA, and in NPA Angola documents. The differences have not been taken fully into account in the strategy documents and plans for the Angola programme, for example. As a result, even though NPA's partnership policy stresses that CSOs should be the main 'partners' of NPA, a government agency is

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[15] Even though it highlights civil society as the prime partner, NPA's partnership policy (NPA 2004: 1) states that 'NPA also cooperates with governmental institutions. However, such cooperation is based on specific decisions at HO'. It is not clear to the team whether the initial decision to work with CNIDAH in Angola was made at HO or country level, but fieldwork impressions suggest that the decision to cooperate with government agencies was very much 'owned' by the MA programme in Angola.

ranked first in the NPA Angola strategy's list of the groups with whom 'partnership development' should take place. The result is that it remains unclear what NPA as a whole means when it talks of 'partners' and 'partner organisations'.

If different understandings co-exist within a country programme about the terms used to define central aims, and the differences are not mutually understood and respected, this is likely to hamper goal attainment. We therefore recommend that NPA Angola brings the issue of the significance of 'partner', 'partner organisation' and 'partnership approach' into a forum for discussion between MA and DP staff in Angola. A clarification of what the terms mean in the two programmes, and what they should mean for NPA Angola as a whole, will be useful in the process of planning the next strategy from 2008 onwards. And since the 'doublespeak' does not help NPA to project a clear profile of itself, dialogue and clarification should begin as soon as possible.

5.1.2   Strategic vs. project partners

While not mentioned in NPA Angola's strategy, the partnership policy of NPA makes a distinction between so-called 'strategic' and 'project' partners. The relationship with project partners is 'limited to practical cooperation on projects', while the relationship with strategic partners 'also includes a close affinity beyond the project cooperation … [including] ongoing consultations and dialogue on policies and strategies' (NPA 2004: 5f). Strategic partners are, therefore, groups with which NPA has wider cooperation than the implementation of projects. This includes the important issues of policy and strategy.

However, this definition does not in itself make it easy to decide which organisations among NPA's partners in Angola should be categorised as 'strategic' as opposed to 'project' partners. From the NPA side, it was suggested that the eight partner organisations of the development programme in Angola should be seen as the 'project' partners, while organisations such as CLUSA and the Africa Groups of Sweden should be among the 'strategic' partners. However, this categorisation does not fit the definition very well. If the eight DP partners are defined as 'project' partners, this implies that NPA's relationship with them only includes 'practical cooperation on projects' and no consultation on, for example, policy and strategy. In practice, though, it seems that NPA and these organisations do cooperate on more than project implementation, including policies and strategies. Thus they might as well be called 'strategic' partners in line with the definition. In addition, while organisations such as CLUSA and the Africa Groups of Sweden were seen as 'strategic' partners, NPA Angola did not, as far as we are aware, work with these organisations on the implementation of projects – which, according to the definition, should be the basis on which 'strategic' partnerships are built.

During our fieldwork in Angola neither NPA itself nor its partners emphasised the distinction between strategic and project partnership. The distinction did not in fact seem to be much in use. At Head Office level, moreover, differing understandings of the conceptual pair seemed to co-exist. There is a need to distinguish between the different types of partner that NPA works with, but given the present lack of clarity on the meaning of the two types of partner that have been defined, we recommend that this issue is brought into forums for strategic discussion within NPA.

5.2   Goal attainment on partnership, civil society and RBA

Our reading of NPA Angola's strategy suggests that it seeks to do four things in relation to partnership during the current strategic period (NPA Angola 2004), namely:
-   Strengthen government agencies working on mine action, such as CNIDAH;
-   Strengthen local civil society;
-   Strengthen relationships between local communities and authorities; and
-   Establish a network of groups working on socio-economic development.

For an assessment of the first aim on CNIDAH and other mine action government bodies, we refer to our analysis in Chapter 3.

With regard to the final aim of networking on development, NPA is currently part of several networks dealing with development issues, for example, land (Rede Terra), capacity building (the CB platform), and gender (with SNV and the Africa Groups of Sweden, see Chapter 6). NPA is also a member of CONGA, the network of development INGOs in Angola. Even though our evidence on these networks is scant, on the aim of establishing a network of development practitioners NPA does seem to be on track, given that several such networks currently exist of which NPA Angola is part.

In the rest of this chapter we assess the second and third aims above: on civil society strengthening and the community-government relationship. Both aims are rather broad, and since NPA Angola's strategy specifies them further in relation to each thematic area we will use those specifications as our point of departure. Specifications concern two issues: partnership; and civil society as well as the rights-based approach.

5.2.1   Aims related to partnership and partner organisations

The strategy and multi-annual plan of NPA Angola specify a number of objectives, outputs and results that apply to the partner organisations. We interpret these aims as applying to the eight Angolan civil society organisations with which the development programme works.[16] Aims relate to, on the one hand, partner organisations' internal structures and processes, and on the other their capacity to run activities.

With regard to the internal structures and processes, aims include:
- NPA's partner organisations exhibit policies and practices that are inclusive of management, staff, and the community organisations they are involved with.
- Partners exhibit sound developmental practices as key principles in their work.
- Partners have achieved a better organisational development.

With regard to the capacity to run activities, aims include:
- Partners are enabled to carry out activities that are geared towards promoting democracy, participation, and freedom of expression for both women and men.
- Partners have strengthened their capacity to mobilise for enhanced land and resource rights, and for sustainable agriculture practices.
- Partners have developed their capacity to promote participatory organisational processes, which lead to a more equitable distribution of land, the availability of resources for land development, and access to markets.

The two sets of objectives concern organisational development and capacity development. NPA seeks, on the one hand, to develop the organisational structures and processes within its partner organisations, and on the other, to enhance the capacity of partners to contribute in their respective fields. To develop organisations and to develop the organisations' capacity are, however, two sides of the same coin. To what extent is NPA Angola – more specifically, its development programme – on track towards having a set of capacity-built and well-developed partner organisations by the end of 2007?

As noted in section 4.2.3, NPA has given quite a lot of training to partner representatives – on gender (three one-week modules over the period of one year), organisational development (a three-day course in June 2005), and financial management, for example. The training was perceived as useful; no negative feedback on its content was heard from partners. There were frequent

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[16] An alternative interpretation could have led to the inclusion here of the CSOs with which the MA programme works to provide mine-risk education. We refer, however, to Chapter 3, section 3.3.1 for our assessment of how NPA's partnership with the MRE organisations can be developed further.

comments, however, that more training was needed on certain issues, such as financial management. In addition, it was felt that while there were many training events, more systematic follow-up of trained individuals within their organisations was required in order to assist them in translating the received knowledge into practice to be shared by the entire organisation.

In the same way that partner organisations may need to adapt their approach to communities on the basis of a proper understanding of each community, NPA needs to design CB and OD 'packages' that are based on a good understanding of the particular challenges, histories, and situations of each of its partner organisations. The partners of NPA Angola range from ADRA, one of Angola's biggest, most experienced and acknowledged NGOs, with offices and projects in a number of provinces, to FOJASSIDA, GLIF, and CHOFA, which are small initiatives based in one locality, drawing on volunteers and depending to a large extent on NPA funding for their activities to continue. Given this broad variety of groups within the partner portfolio, it is crucial that NPA's work in developing the organisations and their intervention capacities is well adapted to the needs and experience of each organisation.

We therefore recommend that NPA follows a two-pronged strategy:

- Apply some general guidelines and adopt some overall principles that should apply to all its OD and CB work in relation to the partner organisations; and
- Combine this general approach with measures and activities that are tailor-made to fit the needs and situations of each of the partner organisations.

NPA's work in developing the organisational structures of partners and building their capacity also feeds into the process of developing NPA's partnership approach. In this process of developing the organisations and their capacity, however, it is important that the link is made explicit: that the OD and CB initiatives are framed within the broader discussion of what it means to be an NPA partner. For even if NPA and partners have some common aims, questions persist about the partnership relationship between the two sides. When we asked partners and NPA itself what the partnership meant to them, we got a variety of answers. Although the question may have been raised in NPA meetings with partners earlier, at NPA's yearly partner gathering, for example, there is clearly still a need for it to be addressed regularly and openly – and for the organisational development and capacity building work to bear fruit.

One key issue, which is barely addressed in NPA Angola documents, is what roles the two sides of a partner relationship should have.[17] In our analysis, in the relationships between the DP of NPA Angola and its partners the two sides had the following principal roles, as outlined in Table 5.

Table 5. Partnership within the DP of NPA Angola: Roles of the two sides (2005)

NPA Angola	NPA Angola's partner organisations
Funding	Management of received funding
Identification of projects	Contributions to project identification
Training	Implementation of projects
Follow-up, monitoring and evaluation of projects	Reporting on project implementation
Contact with donors	Contact with target groups

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[17] It is addressed, though, in NPA's commendably elaborate partnership policy (NPA 2004), which specifies what NPA's 'contribution' to the partnership should be (pp. 6-7). This is: funding, political commitment, knowledge of the geographical area where it intervenes, clear policies and priorities, accompaniment, and the development of systems and working methods. What the roles of the 'other side' – i.e. the partner organisations – should be in relation to NPA is not as clearly specified, however, even though NPA's criteria for selecting and assessing partner CSOs are outlined in detail.

Is this role distribution ideal? This is one central question that should be raised in future meetings between NPA and its partners. NPA may also want to structure the discussions around the questions on the '3 Rs' of a partnership: the roles, the rules, and the rights:[18]
- What are the roles of each side, and what should they be?
- What rules apply to each side, and what rules should apply?
- What rights and duties do NPA and the Angolan partners have, and what rights and duties should they have?

The forums where NPA and its partners meet are important for a number of reasons. Firstly, they deepen and democratise the understanding of partnership, and in that way strengthen the basis for NPA's work on organisational and capacity development among partners. Secondly, they facilitate the creation of a more accountable, transparent, and equal relationship between NPA and its partners. When NPA enables its partners to meet one another, the partners get a chance to exchange experiences about being NPA partners, and to discuss among themselves what to expect from NPA and even how to hold NPA to account if NPA does not fulfil its duties vis-à-vis its partners. We therefore applaud NPA's work in organising frequent meeting forums, and recommend that this work continues and even incorporates further issues, such as the ones suggested here, for discussion.

A final benefit of meetings between NPA and its partners is that they generate a shared understanding of the programme of NPA Angola, and of the DP in particular. Partner organisations seemed to have a very weak, if any, conception of what NPA Angola as a whole or the DP in particular stand for and do. Rather, each partner related to NPA mainly as a source of funding with which it had to maintain good relations in order to keep the finance flowing to realise its projects. Ownership of the development programme of NPA Angola thus almost entirely resides with the DP staff in Luanda, and not with its partners. In our view, this is problematic because it is the partners that are the most important agencies of this programme. They should hence also feel ownership of it. Even though the partners first and foremost represent their own CSO and may not necessarily be strongly interested in details related to NPA, it is a matter of principle that the partners, which are at the core of the DP, should also 'own' and even be given a chance to influence this DP. Since NPA has the power to influence partner organisations, should not partners also have the power to influence NPA?

NPA Angola may already be doing some such 'power-sharing', given the open and accommodating attitude it signals towards partners by having frequent consultations. One suggestion for making sure that partners do get a chance to influence the DP and also feel more ownership of it is to use the annual partner meetings to let partner delegates elect one of two representatives, who could sit in a DP management committee. The committee could include the four DP staff members as well as the partner representative(s), and meet quarterly or more often if needed. To avoid bias, the representative(s) of the partners would be on board for a maximum of one year, and be replaced through a new election at the next annual meeting. Such partner representation at DP management level would have a number of advantages. It would (a) train partner organisations in democratic practice, (b) democratise the management of the DP, (c) be a practical expression of equality in the partner relationship, (d) enable NPA to set an example of a participatory organisational process, and (e) enable NPA to benefit from updated inputs directly from the partner organisations it seeks to strengthen.

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[18] The partnership policy document of NPA is certainly also a key point of departure for such discussions. The '3-Rs' approach may, however, be a useful supplement, since it suggests that a certain equality exists for the two sides, or a 'unity in diversity': in spite of the differences between NPA and its partners, in the partner relationship both have roles, both have rights, and rules apply to both; yet the roles, rights, and rules may differ. But to what extent should they – and do they? Our recommendation here is that these issues be discussed more in depth.

NPA has already taken significant steps towards building mutually beneficial partnerships with civil society organisations. NPA Angola has taken steps towards achieving the aims within the partner relationship that relate to the organisational development and capacity building of partners. In order to deliver these aims more rapidly, we recommend that NPA Angola relate its OD and CB initiatives more systematically to its broader strategy for developing its partnership relations. The work in assisting partner organisations to strengthen is more likely to succeed if NPA addresses more consistently not only how the 'others', i.e. the partners, should develop but also how 'we' and our relationship should develop. By making greater efforts to be transparent and accountable vis-à-vis its partner organisations, for instance by inviting inputs on how the partner relationship could change (e.g. by including an elected partner official in a DP management committee), NPA would also set the standard of being inclusive and thus inspire partners to establish inclusive policies and practices, too.

5.2.2   Aims related to civil society and the rights-based approach

NPA Angola's aims relating to civil society and the rights-based approach include:
- Rights-based organisations are working to enhance oppressed groups' participation in public life.
- Civil society organisations have strengthened their ability and capacity to mobilise the population, and increased their knowledge of rights and obligations as citizens, in order to influence the authorities in the societies in which they work.
- Civil society gains legitimacy and increased confidence as actors in Angola's post-conflict society.

I.   Civil society aims

The aims are very broad, and their attainment depends on a number of factors that are beyond the control of NPA Angola. To assess them, we will look at the work NPA Angola is doing to strengthen the CSOs with which it has partnership relationships.

NPA Angola does seem to be on track towards helping its partners, and thus indirectly Angolan civil society, to gain legitimacy and confidence, and to mobilise people and enable them to participate. One way in which NPA has contributed to enhancing the legitimacy and confidence of partner CSOs is by enabling them to work as intermediaries between local communities and government authorities. In Bengo province, for instance, ADRA and AAEA seem to have a high standing in the eyes of both community members and the police force due to the work they have been doing to bring the two sides together, in order to teach them about citizenship and human rights and foster a dialogue. This work has enabled the police to play a more meaningful role towards citizens and has also made citizens' lives more secure and enabled them to know what rights they have. Because both sides have found that the work the CSOs have done has contributed to improving their daily lives, they see the CSOs as legitimate and have confidence in them.

The example shows that even though the work NPA partners do among local communities can also contribute towards building the legitimacy and confidence of civil society, the strengthening of the dialogue between these communities and government representatives is particularly promising in this regard. It is also in line with NPA's partnership policy, which states that:

> 'We will not pursue a state-minimalist approach … We would rather explore ways of enhancing the competence and capacity of the state to respond to the needs of the population' (NPA 2004: 5).

This recognition of the role of the state, which is not only supposed to respond to the *needs* of the population but also to secure their *rights*, closely relates to the aims of NPA Angola that concern the so-called 'rights-based' approach.

II.   Aims concerning the rights-based approach

i.   Background and assessment

NPA adopted the rights-based approach as a principle for its international work in 2003 (NPA 2003). Since then it has taken various steps to implement it, including the commissioning of a study to map how other INGOs have adopted the approach (Luttrell and Piron 2005; Luttrell et al. 2005). Nevertheless, the shift towards thinking about NPA work in terms of human rights has taken time and remains a challenge for the organisation. To quote the above-mentioned study, 'since its official adoption of a RBA a major challenge for NPA has been *how* to put its policy statement into practice' (Luttrell et al. 2005: 5).

The operationalisation of a rights-based approach also remains a challenge for the country programme in Angola. Our impression was that confusion and some frustration prevailed on how human rights should become a guiding principle for all of NPA Angola's work, and how it should combine with all the other aims. While both the MA programme and the DP found this difficult, it is perhaps indicative that the MA side raised the question of 'whether' the MA programme should have an RBA, not of how it should carry it out. The signals should be kept in mind in the work in the time to come to find out what a rights-based approach should mean in the NPA Angola context.

NPA Angola's current strategy does not spell out what the rights-based approach should imply. Even though the two thematic areas are conceptualised in terms of 'rights', exactly what kind of 'land and resource rights' and 'democratic rights' it is that NPA want to promote, and how it should do so, remain vague.

The aims in the strategy for NPA Angola that relate to an RBA include contributing to the emergence of 'rights-based organisations', and enabling CSOs to spread knowledge of HR to citizens so that they in turn can hold government authorities to account.

NPA Angola still has some way to go to reach these aims. It is on track, but has only taken a few steps – and some of these steps seem hesitant. While it has clearly contributed towards increasing HR awareness through certain projects, such as the one in Bengo, the record so far is relatively poor with regard to NPA's work on mainstreaming human rights awareness into its own partners, and even into its own organisation in Angola.

The Bengo experience is instructive, however. The groundwork was laid by ADRA, since its work on citizenship was what triggered the police request to receive human rights training. Indeed, the concept of citizenship may be easier for most Angolans to understand than the concept of rights, since they can relate more directly to the reality of being a citizen and what that means, than to the more elusive reality of 'rights' and what human rights mean.

ii.   Recommendations

In our view, before NPA Angola can expect to contribute towards building a civil society which is knowledgeable on HR it should make a more systematic effort to find out what human rights and an approach based on human rights should imply for NPA itself, both the DP and the MA, and for NPA's partners. The methodology concerning what kinds of agency to address, and what to do to secure different types of right, needs to be further developed. In more concrete terms, we have two main recommendations to make.

Firstly, we propose that discussions are held among NPA Angola staff and partners on the rights-based approach, at several levels: among DP staff, among MA staff, between DP and MA staff, and between DP staff and partners. Questions for debate should include:

- How do we understand the rights-based approach?
- How do we understand 'rights' and 'human rights'?
- How does NPA officially understand the RBA?
- Why has it been difficult so far to implement the RBA?
- What do we need to start integrating this approach into our work?

Secondly, we suggest that resource persons are drawn into the discussions, not only to shed light on the above questions but also to take the discussions further, to address questions such as:

- How can the RBA be implemented by NPA Angola?
- What can we learn from others who work along RBA lines – in Angola, for example, or in other NPA country programmes?
- In what ways do should we change our approach to bring it in line with a RBA?

Although our most important recommendation, therefore, is to get a dialogue on RBA going at various levels within NPA Angola, we also have more concrete suggestions to make on how human rights can be better integrated into NPA's daily work. It may be that NPA Angola's discussions result in conclusions other than the method outlined below; the following should thus merely be understood as ideas on how an RBA can be implemented and ideas that may also serve as a basis for future NPA discussions.

Within an RBA each project and partner should be analysed in a human rights perspective. Human rights can be considered a public good which one party is supposed to have, normally the citizens of a state (the 'right-holders'), and which another party, normally the government authorities of that state (the 'duty-bearer'), is supposed to guarantee. Three key questions in relation to NPA projects or partners that can help to adopt an RBA will therefore be:

- What type of human right(s) does this project/partner promote?
- Who are the main right-holders and duty-bearers in this project/for this partner?
- How does this project/partner strengthen (a) the duty-bearers' capacity to secure people's rights, and/or (b) the right-holders' capacity to secure their rights?

We can exemplify this with reference to NPA mine action. Demining can be seen as a 'project' which promotes the right to life and/or to land, for example. The main right-holders are the individuals in the mine-affected communities, and the duty-bearer is NPA, working on behalf of the Angolan government authorities. A key question in a HR perspective will then be: how does/can the demining strengthen the mine-affected people's capacity to secure their rights to life and to land, and/or strengthen the government's capacity to secure those people's rights to life and to land?

To operationalise the RBA, we therefore recommend that NPA Angola analyses each project and partner in terms of human rights every time a new project or partnership is initiated. The expected HR outputs or results of the project/partnership should be specified, including in the agreement covering NPA disbursements of funding. Prior to project implementation, indicators should also be specified that measure progress within the project/for the partner towards strengthening the particular rights in focus. Finally, NPA and its partner should agree on how the project should be monitored and evaluated to enhance the likelihood that the intended human rights effects are realised.

5.3   The partnership approach vs. the rights-based approach

Contradictions are possible between the partnership and rights-based approaches. The RBA motivates NPA to select so-called 'rights-based' organisations to serve as its partner organisations, but the partnership approach implies that NPA should support civil society in general. Yet in Angola many civil society organisations have not adopted human rights as a 'credo' for their work.

If NPA wants to support the development of civil society on its own terms, how can it at the same time say that it only wants to work with 'rights-based' civil society organisations?

This is a dilemma for NPA, and one that the ODI has already helped NPA to address (Luttrell et al. 2005: 3, 27ff). We recommend that NPA Angola, too, makes use of these recommendations, which seem useful in the Angolan context. One is to build the RBA into the current work and base it on existing partners, instead of seeking new rights-based partners only, since this 'recognises the value of historical relationships'. At the same time, though, we suggest phasing in 'new projects, experiences and competencies' (p. 3) with an explicit HR focus. For NPA Angola, this may imply that it should not necessarily demand that old and new partners be rights-based at the outset, but instead engage partners in a dialogue on rights and what HR mean at organisational and project level; and also provide more training on various HR issues. The dialogue should also make space for the partners' own conceptualisations of rights since this, as Luttrell and Piron argue, 'can pre-empt possible culture and value-based tensions'. As noted above, it may be that in the Angolan setting the concept of citizenship is more meaningful for most people. Citizenship may be a useful starting point for the debate and project formulation with regard to human rights.

Finally, we recommend that the challenge of balancing the partnership against the rights-based approach is brought into the internal NPA discussion forum in Angola. By addressing the various trade-offs involved between the RBA and partnership approaches and how each trade-off should be resolved, such discussion will provide NPA staff with clearer guidelines on how projects and partners should be selected and worked with in a way that is consistent with both approaches.

6.   Cross-cutting issues

In this chapter we assess the activities of NPA Angola in relation to the issues identified as 'cross-cutting', namely, gender and HIV/AIDS. Firstly, we discuss how the cross-cutting issues are conceptualised; secondly, we outline what NPA Angola has done so far in the period with regard to the two issues; and finally, we assess whether NPA Angola is on track towards reaching the various objectives it has set for itself on gender and HIV/AIDS.

6.1   Introducing NPA's cross-cutting issues

The definition of 'cross-cutting issues' in NPA's global strategy (NPA 2003) is also reproduced in NPA Angola's current strategy (NPA Angola 2004). It reads:

> 'Cross-cutting issues are understood as issues that are used to assess and appraise all partners and projects for their status on the awareness and activities related to the cross-cutting issues.'

The global strategy specifies three such issues: gender, HIV/AIDS, and the environment.

NPA in Angola has, however, opted not to adopt the environment as a cross-cutting issue. The country strategy states that 'as a principle, all activities of NPA should relate to the cross-cutting issues of gender, HIV/AIDS and the environment', but the environment is not mentioned thereafter. While the non-adoption of the environment as a cross-cutting issue is therefore not justified, it can be argued that NPA Angola is addressing environment-related issues in the current period through its work in the land and resource rights area. However, there is clearly no effort to 'mainstream' the environment issue into NPA Angola's activities and partners similar to what is being done with regard to gender and HIV/AIDS.

On these two issues, NPA Angola makes its position clear in the strategic document: 'NPA strongly believes that to work with the issue of gender inequality and HIV/AIDS, it should start by tackling inequalities and power relations within the NPA itself.' The strategy then lists two activities to be undertaken in relation to this during the period 2004-2007:
-    'NPA in Angola will launch an internal education and response programme to address these issues, supported by the framework of the Internal Work Place Policy on HIV/AIDS; and'
-    'NPA Angola wishes to develop a dialogue process with partners [on] gender inequality and HIV/AIDS-related problems'.

The strategy thus emphasises that the challenges related to gender and HIV/AIDS should be dealt with first within internal NPA structures. The approach is to go 'from the inside out', to deal with the two issues firstly with NPA's staff and in the next round with NPA's partners.

6.2   Activities on cross-cutting issues of NPA Angola

In order to address the two cross-cutting issues, NPA Angola has launched two initiatives: a HIV/AIDS and gender project, and a gender action plan. The former follows up the plan expressed in the strategy to launch an 'internal education and response programme', and it has also been accompanied by the setting up of a HIV/AIDS workplace policy. The latter is a list of planned activities to address gender and other issues, both within NPA and among partners. We will now introduce these two initiatives and subsequently account for other activities in relation to the two cross-cutting issues, before we assess NPA goal attainment in this area.

6.2.1   The HIV/AIDS and gender project

The main difference between this project and the 'internal programme' alluded to in the strategy is that the project has targeted not only NPA staff members but also members of NPA's partner organisations, i.e. those in the development programme. The project has thus been more ambitious than the strategy. The aim of the project has been to raise awareness among NPA staff and partners on issues related to HIV/AIDS and gender, and the two main components have been training and the establishment of an internal workplace policy on HIV/AIDS.

6.2.1.1   Training

The main achievement of the project is that 560 staff members of NPA Angola, that is virtually all of NPA's staff in the country, have been trained on issues related to HIV/AIDS and gender.

Most NPA Angola employees work for the MA programme, and the large majority of them are men. Much of the training was therefore particularly designed for a male audience, so-called 'gender-for-men' training. An important reason why the training was not only about HIV/AIDS but also gender is that NPA Angola sees the HIV/AIDS issue as being closely linked to gender. It is thus argued that HIV/AIDS training must also include awareness-raising on issues such as power inequality between the sexes and how this affects behaviour.

Another and more elaborate form of training has also been offered. This training module was targeted at individuals who were selected by NPA to become facilitators of activities related to the cross-cutting issues. Persons selected for facilitator training have come from NPA Angola itself, its partner organisations, and HIV/AIDS-oriented organisations.

Finally, training on HIV/AIDS and gender has also been provided to some partner organisations of the DP, including members of GLIF, FOJASSIDA, and KISSOKO.

6.2.1.2   Workplace policy on HIV/AIDS

As noted earlier, within NPA Angola the training on HIV/AIDS and gender has been accompanied by the introduction of a workplace policy on HIV/AIDS (NPA Angola 2005d). According to the policy document (p.1),

> 'The purpose of the policy is to ensure that a consistent and equitable approach is adopted in the prevention and the management of the consequences of HIV/AIDS including the treatment and support of employees living with HIV/AIDS. The policy has been developed and will be implemented in consultation with employees at all levels'.

A number of guidelines to be adhered to and activities to be undertaken by NPA Angola in relation to HIV/AIDS are further listed, including:
-   Protection of those individuals among NPA staff members who 'live positively' with the disease against discrimination at the workplace;
-   Rejection of HIV/AIDS testing as a prerequisite for recruitment, access to training, or promotion, but facilitation of access to voluntary confidential testing with counselling;
-   Creating a workplace environment which is conducive for HIV-positive employees to remain on duty as long as it is possible and defensible;
-   Continued awareness-raising and education as well as counselling services for employees; and
-   Involvement of staff in designing and carrying out the training and counselling.

The policy document was completed around mid-2005 (the version obtained by the team is dated 30 August). It remains to be seen how the workplace policy will be implemented.

6.2.2   The Gender Action Plan

The gender action plan of NPA Angola concerns not only gender. The latest version obtained by the team, which covers 2005-2006 (NPA Angola 2005f), has four main components:
- A gender 'audit',
- HIV/AIDS and gender work,
- Civil society capacity building, and
- Work related to the issue of 'post-war violence' (including violence against women).

Gender audit. The only component of the plan that covers gender exclusively is the gender audit. The plan states that NPA will undertake such an audit 'of the entire organisation to better understand the challenges of genderising the organisation and provide substantial guidelines to policy development'. However, NPA eventually decided not to undertake this audit after all, since it was seen as being too costly and time-consuming.

HIV/AIDS work. The actions listed in the plan in relation to HIV/AIDS are very much in line with the HIV/AIDS and gender project outlined above. Identified actions to be conducted relate to (a) training of NPA management and paramedics in counselling skills, (b) further training of male and female NPA staff, and (c) dissemination of the workplace policy. Counselling training and general training were given between February and September 2005, and the policy dissemination process was still ongoing in late 2005.

Civil society capacity building. This third component has a fairly general objective, namely, to 'build partner organisations' capacity … to promote the empowerment of marginalised groups, women, poor, landless … to ensure their rights to access development resources'. Actions identified to achieve this include (a) gender training of partner organisations; and (b) the introduction of a training programme on 'men and masculinity' in two settings, namely (i) in the Bengo province project on human rights training of the police, and (ii) among persons trained as part of the HIV/AIDS and gender project. By October 2005, the 'men and masculinities' training was still to be carried out, but the gender training of partners had been completed. From 2004-2005, three individuals from different partner organisations were trained on gender in three week-long modules spread across a one-year period.

Post-war violence. On this final component the least progress had been made. Of the two actions listed, the assessment of the issue of 'violence against women' had not yet been completed, while the 'group therapy' or trauma counselling work intended to be part of the elections programme was still at the planning stage.

6.2.3   Other activities

For better and for worse, the issues of gender and HIV/AIDS do indeed 'cut across' various activities of NPA Angola. For worse, since it is not always clear whether the activity in question is to be classified as 'cross-cutting', 'democracy and participation' versus 'land and resources rights' versus 'competence building', or as a DP versus MA activity. For better, since the basic idea is that the issues be mainstreamed into all the activities of NPA Angola.

While we will return to the discussion of mainstreaming below, we raise this point here to shed light on the fact that activities supported under, for instance, the democracy and participation area of the development programme of NPA Angola also promote the cross-cutting issues. Such activities include, for example, the work done by GLIF to train women on gender and HIV/AIDS; by FOJASSIDA to raise awareness among various constituencies on the HIV/AIDS issue; and the Women Can Do It! courses. In the 2005 DP budget, however, these three activities are listed under 'democracy and participation'. The violence against women assessment, which is identified as part

of the gender action plan, is also listed under the democracy and participation post. In fact, in this 2005 budget no post or budget line is specified as a cross-cutting issue. Instead 'gender' and 'HIV/AIDS' are budget lines under the 'competence building' post. This stands in contrast to the corresponding budget for 2004, where 'cross-cutting issues' constituted a separate budget post with budget lines under it. Hence, in NPA-supported activities that are classified as being outside the cross-cutting issues, important work on gender and HIV/AIDS is being conducted.

One final cross-cutting issue activity is the work NPA Angola has done with two other INGOs, SNV and the Africa Groups of Sweden, to coordinate and share information on gender capacity building. The cooperation is based on an agreement between the three groups and has resulted in the creation of a 'gender reference group', which is coordinated by representatives of the three entities, but is also open to other organisations. Several meetings have been held for the exchange of information and experiences. The purpose of the cooperation is to build capacity on gender issues within civil society in Angola in general and, in particular, to 'genderise' the work of each of the three INGOs and their partners.

6.3   Will the goals on the cross-cutting issues be achieved?

6.3.1   Goals related to the cross-cutting issues

What does NPA Angola want to achieve through its work on the cross-cutting issues? Three levels of objective can be identified.

The overall objective stems directly from the definition of cross-cutting issue: namely, that gender and HIV/AIDS should 'mark' the work of NPA Angola at all levels. Since all NPA partners and projects should be 'assessed and appraised … for their status on the awareness and activities' related to gender and HIV/AIDS, the aim is that all NPA work should be sensitive to the two issues and/or have integrated gender and HIV/AIDS components. This is also a reasonable way of understanding the concept of mainstreaming. The ToR for the present review mandates the team to assess the mainstreaming of HIV/AIDS and gender 'in NPA Angola and partners, programme structure, and interventions'. We thus interpret this as being to assess the extent to which NPA Angola, its partners, programme structure, and interventions are characterised by 'awareness and activities' related to gender and HIV/AIDS.

At a second and slightly less ambitious level, the strategy of NPA Angola specifies 'outputs' that link up to gender and HIV/AIDS and that also express what NPA wants to achieve in this regard during the current period. Two of the identified outputs are of relevance, namely:

-    'The existence of an understanding of the impact of HIV/AIDS and gender inequality by rural community and evidence of behavioural changes among the partner organisations'; and
-    'NPA and its partners have incorporated both HIV/AIDS and gender equality within their practice and structures. A better capacity to lobby and advocate on these issues also exists'.

The aims thus relate to three types of agency – NPA itself, NPA's partner organisations, and the rural communities that NPA and some of its partners work with. Different objectives apply to the different entities, with the most modest level of ambition set for the rural community and higher expectations vested in the partners of NPA and in NPA itself.

A third level of objective is found in NPA documents other than the strategy for the Angola programme. One is provided in the above-mentioned gender action plan; it is presented as the general objective of the plan, and squarely relates to NPA Angola. It reads:

'By the end of 2006 NPA Angola has a gender policy in place, which provides guidelines for mainstreaming gender within all NPA Angola policies, development initiatives and in the partners' practice in such a manner that it promotes a rights-based approach.'

A final and similarly quite concrete objective or expectation can be read out of the ToR for this mid-term review, as the review team is asked to consider: 'To which extent is it likely that the design of the HIV/AIDS and gender project will contribute to reducing the spread and vulnerability of HIV/AIDS?' The question suggests the following objective:

- To contribute to reducing the spread of and people's vulnerability to HIV/AIDS.

These are a number of aims at various levels of specificity and related to a variety of agencies. The following table categorises the goals according to what type of agency they apply to, and which of the two issues they relate to.

Table 6. Goals of NPA Angola's work on the cross-cutting issues

	NPA Angola	*NPA Angola's partner organisations*	*Rural communities that NPA Angola and partners work with*
Both cross-cutting issues	Mainstreaming of awareness and activities on the issues		
	Issues are incorporated into practice and structures Better capacity to lobby and advocate on the issues		
	Awareness and activities on the issues within NPA Angola's - Organisation - Programme structure - Interventions	Awareness and activities on the issues Behavioural changes related to the issues	Understanding of the impact of the issues
Gender	Gender policy by end of 2006		
HIV/AIDS	Reducing the spread of the disease Reducing people's vulnerability to the disease		

6.3.2 Is NPA Angola on track towards reaching the goals?

In this section we assess NPA's goal attainment on each cross-cutting issue one by one, and with regard to the three levels of NPA itself, NPA's partners, and the rural communities they work with. Having dealt with each issue separately, we will finally examine goal attainment with regard to concerns that apply to both issues, predominantly the structures for organising the work on the cross-cutting issues within NPA Angola.

6.3.2.1 Goal attainment on gender

I.   Within NPA Angola

Aims include:
- Higher awareness of gender issues within NPA
- Incorporation of gender issues into the practice and interventions of NPA
- Stronger NPA capacity to lobby and advocate on gender issues
- Having a NPA Angola gender policy in place by the end of 2006.

i.   Awareness

As a result of the training of 560 NPA Angola staff on both gender and HIV/AIDS, the level of awareness is surely likely to have risen. The team does not, however, have a strong basis on which to reach a conclusion since we did not systematically collect views on gender among NPA staff. Our evidence on gender awareness within NPA is thus mostly anecdotal.

Some of this evidence suggests that the situation is not so rosy. Within the MA programme, for instance, scepticism prevailed over whether women should be part of the survey teams. This suggests that awareness on gender issues may not have been all that improved, in spite of the training efforts. On the other hand, senior managers of the MA programme emphasised that they did face a challenge with regard to gender and were seeking ways to deal with the challenge. It should also be noted that from a level of hardly any female deminers some years ago, the MA programme now employs some 30-40 women in total. This still represents a small share however: less than ten percent of NPA's staff members are women.

Within the DP, on the other hand, gender awareness is more advanced. By October 2005, two of the four DP staff members were women, including the programme manager. As of October 2005 she remained, however, the only woman in a managerial position within NPA Angola.

NPA Angola is thus on track towards reaching the goal of a higher gender awareness within the organisation. But given the major challenges still facing the country programme, the MA part in particular, only a few steps have been taken on the track – which seems a long one.

ii.   Practice and interventions

Gender issues have not yet been incorporated into NPA's practice in all spheres, particularly in the MA programme. In the work on land and resource rights, which is the common MA-DP thematic area, it also remains to be seen whether gender aspects are incorporated into NPA practice. It is expected that the follow-up of the land study will help in mainstreaming gender into the work on land rights and agricultural development. However, a thorough 'incorporation of gender issues' into this part of NPA practice by the end of 2007 seems unlikely. NPA Angola is on track towards reaching the aim of incorporating gender into its practice and interventions, but it is not likely to get there in the current period.

With regard to NPA practice and interventions in the democracy and participation area, the mainstreaming of gender issues has come further. Gender aspects have been integrated into civic education, HR training of police, and the elections programme. Some of these aspects are the more specialised gender partners and projects such as the work of GLIF and the Women Can Do It! courses. But it seems that the gender dimension is also visible in initiatives that have another main focus, i.e. in the work of FOJASSIDA in Cazenga and of AAEA and ADRA among police and communities in Bengo province.

NPA's record with regard to incorporating gender into practice and interventions is therefore mixed. The greatest challenges remain in work in the land and resources thematic area. For the mainstreaming aim to be achieved more quickly and effectively in both areas, NPA Angola may want to consider adopting a more systematic approach. The definition of cross-cutting issues says that all projects should be appraised and assessed for their status on the issue of gender. We are not aware of any fixed mechanism within NPA Angola to undertake such appraisals or assessments in a similar way for all projects and partners. We therefore recommend that NPA works out a system (or improves the system it has) to make sure that the gender aspect is incorporated into the planning, implementation, and follow-up stages. This could simply be to ask questions at all three stages such as:
-     How will/does this project/partner promote gender equality?
-     How do we measure and monitor how this project/partner promotes gender equality?
-     How can the gender lessons from this project be learned, by both NPA and its partner?

To make sure that the gender lessons are learned, we repeat our recommendation from the indicator discussion in Chapter 4, that a few indicators should be formulated to enable the measuring of gender progress in the project. In line with the monitoring and evaluation strategy chosen, these quantifiable indicators should then be combined with narrative reports on gender progress. The need for indicators and M&E systems to monitor gender progress should also, of course, be balanced against the existing capacities and resources of NPA and its partners, so that the system chosen is realistic and possible to carry out.

iii.   Lobbying and advocacy

NPA Angola's capacity to lobby and advocate on gender issues seems to be increasing. The work done within the DP in cooperation with SNV and the Africa Groups of Sweden has been one vehicle for improving this capacity. However, our evidence is limited. We spoke to few informants outside NPA to get secondary opinions; hence we do not have a strong basis on which to make conclusions regarding NPA's advocacy capacity on gender. What is clear, however, is that to the extent that there is such a capacity, it resides squarely within the development programme, and among only a handful of individuals. Given that the DP only has four staff members, this capacity is thus very vulnerable. NPA's walk on the road towards greater gender lobbying capacity may have started, but there is still quite some way to go.

iv.   Gender policy

NPA Angola's most specific gender aim may also be the easiest to reach. Putting a gender policy in place by the end of 2006 will not be a major problem if time and resources are put aside for this purpose during the year that remains, which is clearly possible. For the policy to be useful and feasible, however, it is crucial that the process of developing it is participatory, and in particular that it enables MA staff to contribute sufficiently actively that they too will feel ownership of the subsequent policy. This is important, since it is within the MA programme that the challenges remain largest with regard to mainstreaming gender within NPA Angola.

II.   Among partner organisations

Aims include:
- Higher awareness of gender issues within partner organisations
- Incorporation of gender issues into the practice of partner organisations
- Incorporation of gender issues into the structures of partner organisations
- Stronger capacity to lobby and advocate on gender issues among partner organisations
- Behavioural changes related to gender within partner organisations

In the light of the discussions in Chapter 5, we assess the extent to which NPA is on track towards reaching these goals with regard to the eight partner organisations of the DP only, which are:

(a) ASBC, CHOFA, and *Rede Terra* within the land and resources area; and
(b) GLIF, FOJASSIDA, KISSOKO, AAEA, and ADRA within the democracy and participation thematic area.

The team's evidence is rather weak for gauging gender goal attainment on the part of any of these organisations. It is restricted to an interview with one or several persons from each group, documents from the organisation and/or NPA about the organisation's work, and statements by

NPA staff members.[19] We were, for instance, not able to (a) speak with different types of member of the organisations, women versus men separately, for example; or (b) raise the issue of gender systematically among the different staff of each organisation. Documentation of gender issues is also weak with regard to some of the organisations. Given these limitations, our observations are as follows.

GLIF is an organisation in point since it was established by women for the purposes of promoting issues such as gender equality and the participation of women in political and civil society processes. In this group, therefore, not surprisingly, virtually all the aims with regard to the gender cross-cutting issue seem to have been reached or are within close reach.

For the remaining organisations, though, the jury is still out. Members of some of them have received gender training from NPA. However, even if one or some individuals within one organisation have been trained, this does not mean that this person will change his or her behaviour with regard to gender in the long run – it does not even necessarily mean that a higher awareness will remain rooted in the individual trained. Moreover, the team is not aware of the extent to which the training received has been spread within the organisations, and the extent to which it has led to higher awareness and behavioural changes among other members.

An indicator of the extent to which gender issues are being incorporated into the partner organisations is the proportion of female staff members in general and at leadership level within each organisation. In all of the DP's partner organisations that were not specialised on gender (i.e. all except GLIF), men had the top positions. Women did, however, occupy central positions in some of the organisations (e.g. CHOFA, FOJASSIDA, and AAEA). FOJASSIDA is a case in point, given the majority of women among its volunteers. Indeed, both in this organisation and in other settings where female representatives were met, the women were very articulate – often more so than the men. It remains symptomatic, however, that when the team met with all the partner organisations at once (during the final workshop), all the representatives were men – except for the two women from GLIF.

These indications suggest that NPA still has a long way to go before it sees clear behavioural changes in relation to gender among its partner organisations. Simply put, two tracks can be identified for the gender work among partner organisations: the work through the women, and the work through the men. While the training of male staff on gender issues is very important, those whom an issue affects most negatively are also those who will have the strongest interest in pushing change on the issue. Hence, working through women and getting more women onto the staff of partner organisations is likely to be the most effective method of mainstreaming gender among partner organisations. The 'male track' also has the potential of leading to the goal, but that track is likely to be longer and more tortuous.

Finally, reaching the goal of achieving a stronger capacity amongst partner organisations for gender advocacy depends, in our view, on other goals first being achieved. To simplify matters, the following sequence of what is likely to come first and last may function as a rule of thumb:

1. Incorporation of issue into the structure of the organisation.
2. Higher awareness of the issue.
3. Incorporation of issue into the practice.
4. Behavioural changes related to the issue.
5. Stronger capacity to lobby and advocate on the issue.

In our view, it will therefore be most rewarding to start by incorporating gender issues into the organisational structures of the partners. This is done primarily by recruiting more women, but also by ensuring that the organisational processes are gender sensitive. At an early stage awareness-

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[19] We spoke with representatives of all organisations but one, KISSOKO. This organisation we also heard very little of from NPA staff and also have little documentation about. The following analysis therefore does not include any assessment of this organisation.

raising on gender should also be the focus. Having in this way prepared the ground within the partner organisation and among its members and structures, NPA could move on to try and assist its partner to incorporate gender into the projects it runs. This incorporation into the practice is also, in turn, likely to stimulate behavioural changes on gender among the organisation's members. It is only when both the thinking and the practice on gender begins to change within the partner organisation that the organisation can credibly begin to lobby for changes to be made on gender outside its own structure.

The team saw hardly any evidence of capacity to advocate on gender issues among the non-gender partner organisations of the DP. Our fieldwork impression suggests that none of the partners (except GLIF) had built a capacity, for instance, to run a workshop on gender or initiate efficient advocacy work on the issue with government authorities. It seems, therefore, that NPA Angola is not really on track towards achieving the goal of seeing a stronger gender lobbying capacity among partners within the current strategic period. However this may not be so worrying after all, because in the same way that NPA has adopted a 'from the inside out' approach with regard to the cross-cutting issues as such, it should also go 'from the inside out' of the partner organisations when assisting them to mainstream an issue such as gender. Advocacy skills, which concern the 'outer' part, will then come last and may thus have to wait until, for instance, the next strategic period of NPA Angola.

To conclude, NPA is on track towards reaching the goal of raising awareness on gender among partner organisations, but it has progressed only a fairly short distance along this track. Likewise, only small steps have been made towards achieving the objectives of incorporating gender issues into the structures and practices of partner organisations, and of seeing behavioural changes among partners.

While much remains to be achieved, therefore, it will be important for NPA to consider carefully the various tracks available to reach the goals. We recommend that NPA looks more closely at what parts of the gender work it finds reasonable to do first and last, both within NPA and within partner organisations. The five-step 'rule of thumb' outlined above could function as a point of departure for these considerations.

Finally, NPA may also want to keep in mind that in the cultural context of Angola, the aim of 'gender equality' is very ambitious. The fact that 'traditional' gender roles remain quite strong in Angola and that these role sets relegate women to a secondary position of course explains why the work on gender is very important, but it should also be taken into account when planning gender mainstreaming, so that one arrives at a suitable level of ambition.

III.   In the rural communities

The only aim stated explicitly for this organisational level on the gender issue is:

- Understanding of the impact of gender inequality in the rural communities.

The level of understanding of gender issues in rural villages where NPA partners worked varied greatly. In two neighbouring communities where ASBC ran activities, Nova Esperança and Munguanda, widely different gender perceptions prevailed. And in another village where NPA had not worked, Ngangula, villagers nevertheless had a good understanding of gender issues.

This supports our argument that NPA has come relatively short on the track towards having partner organisations that contribute towards strengthening gender awareness in rural communities, mainly because that awareness remains fairly weak within the partner organisations themselves. To the extent to which gender awareness exists in these communities, it does not seem to stem primarily from contact with NPA partners.

The goal of forging an understanding of the impact of gender in rural communities therefore remains very much at the level of an objective. We have little convincing evidence that NPA is on

track towards reaching this goal. It seems that more work will first have to be done within NPA itself, and with NPA's partners, for this goal to come within reach in the future.

6.3.2.2 Goal attainment on HIV/AIDS

In this section we assess the extent to which NPA Angola is on track towards reaching its goals related to HIV/AIDS, within NPA and among DP partner organisations. With regard to rural communities and the goal of enhancing the understanding of HIV/AIDS issues there, we are not in a position to assess this, since the HIV/AIDS issue was not raised during our visits to the rural communities in question and our evidence is therefore insufficient.

I.   Within NPA Angola

Aims include:
- Higher awareness of HIV/AIDS issues within NPA Angola
- Incorporation of HIV/AIDS issues into NPA practice and interventions
- Stronger NPA capacity to lobby and advocate on HIV/AIDS issues
- Reduced spread of and vulnerability to HIV/AIDS within NPA Angola.

The HIV/AIDS and gender project has contributed towards increasing awareness within NPA Angola of concerns related to HIV/AIDS. The fact that virtually all staff members have been trained on HIV/AIDS issues will have left a mark. We were not in a position to interview staff members on how they found the training and what attitudes they now had concerning HIV/AIDS. However, we can with reasonable certainty conclude that merely on the basis of this single major training effort, NPA Angola has come quite some way towards achieving the goal of strengthening the awareness of HIV/AIDS issues within its own organisation. If the policy on HIV/AIDS is disseminated widely throughout the organisation and steps are taken to implement it in 2006 and 2007, this will go a long way towards reaching the awareness objective.

  The workplace policy is also a key means for NPA to incorporate HIV/AIDS issues into its practice and interventions. The policy rests on the principle of non-discrimination against those who 'live positively' and aims to provide counselling and continued training to NPA staff. It is true that it will not be relevant to incorporate an HIV/AIDS aspect into all the 'practice and interventions' of NPA – tasks such as demining and civic education on land rights, for instance, have little to do with HIV/AIDS. Yet, since training and the new policy both contribute towards strengthening the understanding of HIV/AIDS among NPA staff members, it is likely that, in the areas of NPA's work where including HIV/AIDS issues is relevant, they will be included. To make this likelihood a reality, however, awareness-raising given via the policy, counselling and training should be accompanied by new plans for integrating HIV/AIDS components at relevant levels of the practice and interventions.

  The capacity to advocate on HIV/AIDS issues is still not very strong within NPA Angola. However, it seems that more efforts have been made to build a lobbying capacity on this issue than on gender, as facilitators have been trained on HIV/AIDS issues, some of whom are from among NPA's own staff. If the training was successful the facilitators will have obtained skills to train others, which means that they will also be able to advocate on HIV/AIDS issues.

  Finally, does NPA contribute through its work to reducing the spread of HIV/AIDS as well as people's vulnerability to it in Angola? NPA's work on the HIV/AIDS issue so far does seem to have been well designed with a view to reaching these objectives. Since staff members have been trained and since a reasonable policy is now to be carried through, it is likely that at least the people working for NPA will know how to protect themselves against the disease and to use this knowledge. As a result, they will be less vulnerable and the spread of the disease will be reduced among the more than five hundred NPA staff. Within its own organisation therefore, NPA is on track towards reaching the objective of reduced spread and vulnerability.

II.   Within partner organisations

Aims include:
- Higher awareness of HIV/AIDS issues within partner organisations
- Incorporation of HIV/AIDS issues into partner organisations' practice and structures
- Behavioural changes related to HIV/AIDS within partner organisations
- Stronger capacity to lobby and advocate on gender issues among partner organisations

As GLIF does in relation to gender, FOJASSIDA plays the role of 'HIV/AIDS alibi' for NPA Angola, to put it bluntly. This organisation is the one which focuses squarely on HIV/AIDS issues, and therefore it is surely on track towards reaching the goals NPA has set for this cross-cutting issue among partner organisations.

As for the other DP partner organisations, however, we received very little information about any awareness of or activities on HIV/AIDS-related issues. The exception is GLIF, which has provided training to its target group of women in Kwanza Sul province, which has also dealt with this disease. The project in Bengo province that ADRA and AAEA is running does not have an HIV/AIDS factor built into it; nor does the work of ASBC and CHOFA on agricultural development in Kwanza Sul province. Rede Terra also has a different focus for its work, and we are not aware of any HIV/AIDS activities conducted under its auspices.

Some individuals from the partners have, however, been trained by NPA on HIV/AIDS issues: namely, people from GLIF, FOJASSIDA, and KISSOKO. GLIF and FOJASSIDA are alone among the DP partners in that they do seem to have an HIV/AIDS awareness and activity portfolio. Hence, for HIV/AIDS issues to be mainstreamed into the minds of partner representatives and the activities of their organisations, more training of the partners will probably be required.

More training is also needed to build capacity among partners to lobby on issues related to HIV/AIDS. Today, only the specialised organisation FOJASSIDA has this capacity.

We have no evidence on whether HIV/AIDS issues are built into the structures of partner organisations, by integrating people who live positively with the predicament as members or staff members, for example. Nor do we know whether there are signs of behavioural changes among individuals in the partner organisations when it comes to HIV/AIDS issues. We cannot therefore draw any conclusions as to whether NPA is on track towards reaching these goals. However, the fact that little evidence has been provided to the team on any HIV/AIDS-related activities by partners, except those carried out by GLIF and FOJASSIDA, does suggest that NPA is not yet on track towards reaching its goals related to the mainstreaming of HIV/AIDS issues – or that it has, at best, hit the road but not yet got into driving gear.

6.3.2.3 Goal attainment regarding both issues

The final aim against which we will gauge NPA performance in relation to both cross-cutting issues is the following:
- Incorporation of gender and HIV/AIDS issues into NPA Angola's structures, including its programme structure.

In order for the cross-cutting issues to be incorporated into the structures of NPA Angola, the way in which the work on the issues is organised within NPA is crucial. The team has been asked to consider (in addition to what is not said in the ToR) how the resources for the work on the issues should be allocated within the NPA Angola. A key question in this regard is: what incentives can be created so that all parts of the organisation feel ownership of the cross-cutting issues, and have a greater interest in promoting them?

The budget for NPA's activities for promoting gender and HIV/AIDS issues in Angola has so far been integrated into the budget of one of the two programmes, the DP. This is in spite of the

fact that the activities NPA has run in relation to the cross-cutting issues benefit the organisation as a whole. It is also the DP part of NPA Angola that has been most active in promoting the issues and in raising funds to work on them. And, within NPA Angola it is the MA side which is lagging behind on the issues, in particular with regard to gender.

It is the view of the team that the current way of organising the work on the cross-cutting issues in NPA Angola is not the most efficient one. The main problem is the gap between the MA programme and the DP on various aspects related to the issues. The gap concerns a number of things: ownership of, capacity on and knowledge of the two issues; perceptions of their importance; and willingness to cover costs, to promote the issues among partner organisations, and to include them in applications for donor support.

Even though the MA programme has, to our knowledge, not so far contributed towards covering the costs of activities on the two issues, there is evidence that the gap between the two sides has narrowed in recent years. This has happened largely as a result of the HIV/AIDS and gender project, which was an opportunity for the two sides to cooperate. The DP covered the costs, designed the programme, found the trainers and implemented the training; but it all happened in close cooperation with MA staff members, who were also the main target group of the training.

The work on the cross-cutting issues thus contributes in a very concrete way towards bridging the gap between the two sides. The time is therefore ripe for suggesting some organisational changes to render the work on the cross-cutting issues more effective for NPA Angola as a whole. We make three such recommendations for structural changes.

Our first recommendation is that the DP and MA share the costs of the activities on the cross-cutting issues. Sharing the costs is not only the most reasonable thing to do to make the issues truly cross-cutting; it also has the potential of creating greater ownership in the side of the organisation which so far has contributed least to the two issues, namely the MA Programme. If the MA programme invests in activities to mainstream gender and HIV/AIDS into its work it will also have an interest in ensuring good returns on its investment.

The cost-sharing formula can be worked out in different ways. The most modest and perhaps recommendable formula would be one of sharing the costs equally. Another alternative could be that each programme contributes in line with its proportion of the total budget of NPA Angola, i.e. roughly 85 percent from the MA programme and 15 percent from the DP.

The adjustments that will have be made to implement the cost-sharing, most importantly the setting up and operation of a separate budget for the cross-cutting issues, should certainly be done in close cooperation with the finance manager of NPA Angola.

Our second recommendation is that the DP and MA programme share the management of the work on the cross-cutting issues. If the two programmes manage the work on gender and HIV/AIDS together, mainstreaming the issues will be far more efficient. It will also ensure that information and experience is exchanged regularly between the two programmes.

In practical terms, we recommend that a Cross-cutting Issues Management Committee (CIMC) be set up. The CIMC should include the manager of each programme and their deputies (or a project coordinator in the case of the DP, where there is no deputy manager), as well as the resident representative of NPA Angola. It will be important that the number of CIMC members from the two programmes is equal, and two from each is ideal to enable relatively frequent meetings and good communication. The CIMC would meet approximately once a month, or more often during periods of high activity on the cross-cutting issues. During meetings, cross-cutting issue activities would be planned, responsibilities distributed, and lessons from previous activities discussed. In this way, needs and capacities with regard to the two issues of the MA programme and the DP would be clarified, and solutions found to possible problems encountered in mainstreaming the two issues.

Our final recommendation may not have to be implemented during the current period. We mention it, since it can serve as a guideline for the current work of designing an organisational arrangement conducive to achieving cross-cutting issues aims. This recommendation is to create a separate programme for the cross-cutting issues. The Cross-cutting Issues Programme (CIP) would

have its own budget and be run by the CIMC, and thus draw on human and financial resources from both sides of the current organisational structure.

We propose that the two steps above are taken first, and that time is allowed to experiment with more collective ways of organising the work on the cross-cutting issues. The decision on whether to create a CIP will also have to be made in the light of the exit strategy opted by the MA programme. If the MA programme chooses to downscale its work significantly during the next strategic period, for instance, it may not be worthwhile to create a CIP to be jointly run by staff of the two programmes. If the MA programme, on the other hand, is in for the longer haul – until at least the end of the next strategic period (i.e. 2011) – then the case for creating a CIP is stronger. With time, NPA may also want to consider whether to employ additional staff to work within the CIP only, a CIP Manager or Secretary, for example.

To sum up, we recommend that cost and management sharing of the work on the cross-cutting issues begin as soon as possible within NPA Angola. By the end of the current strategic period, i.e. in 2007, lessons from shared costs and managerial arrangements should be raised for internal discussion, which will also include the resident representative and the financial manager. On this basis, the option of setting up a Cross-cutting Issues Programme could be considered, and a decision made with regard to the way in which the work on the issues should be organised in the next strategic period.

7.   Linking mine action and development

The strategy of NPA Angola states that 'an important priority is to develop synergies between the mine action programme and the development programme'. In this chapter we describe the differences and similarities between the two programmes, assess the ways in which the two connect with one another today, and finally discuss how the links could be improved, not only between the two programmes, but also between demining and development in general.

7.1   The MA programme and DP of NPA Angola

7.1.1   MA-DP differences

The two programmes of NPA Angola differ in a number of ways.

Firstly, the MA programme is far bigger than the DP in budgetary terms. In 2005 the MA programme had a budget of more than 50 million NOK while the DP budget was less than seven million. The MA programme hence absorbed some 85 percent and the DP roughly 15 percent of the budget of NPA Angola.

Secondly, the nature of the tasks conducted within the two programmes differs considerably. Demining is a very concrete task which requires much discipline, well-developed security measures, impeccable equipment and coordination, and much attention to detail. Socio-economic and socio-political development, on the other hand, is a relatively abstract and sometimes elusive concept and involves a number of both tasks and processes.

As a result of the different nature of the activities of MA and development, the two programmes of NPA Angola also have a different orientation: the MA programme is task-oriented, the DP more process-oriented. And while the results of a task such as demining are relatively easy to measure, development is quite vague and therefore trickier to assess in terms of inputs and outputs.

A fourth difference concerns the partnership orientation of the two programmes. The MA programme employs individuals, while the DP works with partner organisations. While the MA programme of NPA Angola has more than 500 staff members, the DP has only a handful.

Fifthly, the geographical focus of two programmes differs. Both work in Kwanza Sul but elsewhere the MA programme operates in Malanje and Moxico; the DP in Bengo and Luanda.

Sixthly, the two programmes have different degrees of donor reliance. While the DP relies entirely on Norad, which provides more than 90 percent of its finance, the MA programme is funded by a number of different sources and is thus more independent of single donors.

A final difference concerns the two programme's future perspectives. While the MA programme is set to be phased out from Angola some time within a ten-year period from now; the DP has potential for expansion. The MA programme is likely to scale down, while the DP may very well scale up.

7.1.2   MA-DP similarities

Given all these differences, what do the two programmes still have in common in Angola?

Firstly, it may be argued that the distinction between demining and development is a false one. As we have seen, in NPA's view an overall aim of mine action is to promote socio-economic

development, in particular to enable Angola's rural poor to cultivate the land and make a living out of the resources freed by the demining exercise.

Secondly, the MA programme and DP are part of the same NPA organisation in Angola. They share a common administration, management and office; and in terms of methodological approach and thematic focus they also share the rights-based approach, the aim of promoting Angolan people's land rights, and of promoting gender and HIV/AIDS awareness.

A final similarity is the one that is our prime concern here: the fact that both programmes share a priority to create a stronger link between demining and development. Let us have a look at the links that already exist between the two programmes on this score. To what extent is NPA Angola on track towards 'building a bridge' between mine action and development?

7.2   DP-MA programme links within NPA Angola

What seems to have contributed the strongest towards bringing together the two programmes in recent years has been the work on the cross-cutting issues. All of the staff members of NPA Angola, including the MA staff, have been trained on these issues; and given that the training was coordinated by the DP it involved much DP-MA cooperation. This seems to have helped to improve relations between the two programmes. And the gender action plan, the HIV/AIDS workplace policy, and a new gender policy will all be vehicles for a stronger rapprochement.

Outside NPA Angola's internal capacity-building initiatives, however, little MA-DP cooperation has taken place. Even if the MA programme is framed within the thematic area of land and resource rights, the two programmes have only cooperated on one project in this area, namely the land study. Yet even this cooperation was modest. The MA programme provided some inputs into the ToR for the study, and one MA employee participated in the November 2005 seminar at which the study was presented. Chances are that the study may provide the basis for closer MA-DP cooperation in the future, but so far the process of the study has largely been a DP affair. The MA programme did not seem to feel strong ownership of the land study, which was financed in its entirety from the DP budget.

Given that the two programmes have implemented few, if any, activities together, we are tempted to conclude that NPA Angola has fallen very short on the path towards achieving the 'synergy' objective. However, given the number of differences between the two programmes, and the sometimes difficult relations that have existed between them in the past, the fact that some cooperation has now been established on cross-cutting issues and that plans are being made for common activities based on the land study does represent signs of progress. The challenge will be to build on the achievements made so far, and to make sure that an internal dialogue is maintained on what level cooperation between the two sides is relevant and realistic in the short, medium, and long term. In the following we share some of our perspectives on these questions.

7.3   Linking mine action and development: roads ahead

We start by raising some questions we see as pertinent in relation to the MA-DP link:
-     What should be the profile of the NPA Angola country programme?
-     In what ways is cooperation between the MA and development programme relevant?
-     What can the DP learn from the MA programme?
-     What can the MA programme learn from the DP?
-     How can a development effect from MA be ensured?
-     To what extent should the MA programme use the DP to realise a development effect?

Our first recommendation is that a discussion is started and continued within NPA Angola on these questions. This recommendation resonates with previous recommendations we have made on other issues that are common for the MA and the development programmes of NPA Angola, and we will

therefore at this point take the recommendation one step further and suggest the following. Given the number of commonalities between the MA programme and the DP of NPA Angola, and the fact that mechanisms for smooth communication between the two programmes do not currently seem to be in place, it is the team's view that NPA Angola should urgently establish a common MA-DP discussion forum. We suggest that the Resident Representative takes charge of convening the forum, and that it meets regularly, say once a month. This forum would serve as a 'clearing house' where the various views and perceptions, hopes and frustrations of NPA Angola managerial staff in the two programmes can be expressed, and where the barrier is low for providing inputs, feedback and suggestions for how things can be changed and improved.

Among the issues we have identified should be raised in this NPA Angola Forum, as it could be called, are:

- The partnership and rights-based approaches,
- The cross-cutting issues, and
- The link between mine action and development, including how to ensure that NPA's mine action contributes to promoting land rights and socio-economic development.

In the remaining part of this section we provide some of our perspective on this final question, namely how to ensure a development effect from demining. To create such an effect, the initiative will largely reside with the MA programme, which can choose to cooperate more closely with the DP, or with other agencies, to spur the development effect.

How mine clearance can be better linked to development has been discussed in MA circles quite intensively in recent years (see e.g. Harviken and Isaksen 2004). The answer has been clearly in the affirmative from the development side, but not so clear from the demining side. This is often thought to be caused by the focus on explicit guidelines and cost efficiency from the demining side, which does not match well with the often 'messy' affair of rural development.

As for NPA Angola, the fact that the organisation already has a development programme alongside the MA programme may be considered an advantage inasmuch as NPA can use its own resources to build the bridge between demining and development. However, it is not self-evident that the use of DP resources will in all cases be the most efficient way to enhance the development effect of NPA demining. For one thing, the two programmes work in different provinces. If the NPA finds that in Moxico, for instance, where the DP is not present, there is a need to follow up demining with socio-economic action, there would be little point in drawing only on the DP for this, when there are other NGOs in Moxico that could do the job.

The MA programme's attempts to link with development-oriented groups must be built on the clear understanding that once a mine-clearing exercise has been completed – and indeed throughout the whole process of clearing – a better link with development expertise may contribute tremendously to increasing the impact of having the land or roads demined. It is clear that contact already exists between development-oriented groups and the MA management at the bases, for instance on the provision of mine-risk education. Our impression from talking to villagers and representatives of the demining personnel is, however, that the link could be greatly strengthened if MA teams placed more emphasis on the use of socio-economic expertise, thereby increasing understanding of the importance of the mine action-development link.

We propose that from the MA side the principle for creating such a link should not include an attempt to change demining experts into development experts, but rather – using the image of building a bridge – to prepare and use a 'bridgehead' on the demining side which is good enough to enable MA operators to take appropriate initiatives for development follow-up. Mechanisms must be put in place to make sure that activities that may be needed for socio-economic development in the demined areas get rolling once NPA deminers have left.

A number of ways of doing this have already been discussed. Our recommendations would be for the NPA MA programme to:

- Continue to use and improve the TIA methodology as a basic socio-economic assessment to serve as a baseline for planning, monitoring and post-project assessment;

- Continue, improve and be active in the coordination of all relevant actors, and share information. Ensure good communication with local communities and their representatives in every project and respond to local needs and concerns, such as requests for addressing minor landmine problems that have a significant impact;

- When possible, follow up tasks with retrospective studies to check whether MA interventions are being followed by development, and use the lessons learnt to improve practice;

- Have key managers undergo development training to engage in general processes of development planning. Development expertise should be built in and not deployed as an add-on advisory function. Development knowledge should be assessed when employing staff, both internationally and nationally; and finally

- Seek close communication with development NGOs and jointly develop pilot projects that can maximise the synergies between mine action and a broader development engagement and that can establish best practice in this respect.

8.   Whether to include a new thematic component

NPA Angola has recently been considering whether to include the issue of 'violence against women' as a new thematic component, in addition to the land and resource rights and democratic rights and participation areas in which the organisation already works.

In order to get more information to assess this question, e.g. about the situation with regard to gender-based violence in Angola and about what other agencies are doing to address the problem, the DP commissioned an assessment of the issue. The assessment was supposed to form the basis on which the present review would consider whether or not the topic should be included as a new thematic area from 2006 onwards. As it turned out, however, the study was delayed and ended up not being ready in time for the review team to be informed by its findings. It was therefore agreed that the team instead consider, on the basis of an overall assessment of NPA Angola's country programme, the wisdom of adding any new thematic component to the work of the organisation in the present strategic period.

As we see it, the plate of NPA Angola is already quite full. NPA has two thematic areas, each of which is very broad and includes a number of initiatives. It also has a capacity-building programme as well as two cross-cutting issues, which will demand much more work to get entirely mainstreamed into the activities of NPA and partners. NPA Angola also has one mine action programme and one development programme, and the challenges this set-up implies with regard to achieving aims that are supposed to cut across these programmes. Finally, NPA Angola is working on ways to develop its partnership approach and faces challenges related to the implemention of a rights-based approach.

Due to the large number of important tasks that already figure on the agenda of NPA Angola, we therefore strongly recommend that NPA Angola refrain from including a new thematic component in its country programme during this strategic period. Instead, NPA Angola will benefit from devoting its resources to working in as systematic and focused a manner as possible to achieve the numerous and ambitious aims it has set for itself for the current period.

9.   NPA Angola and regional NPA cooperation

The team has been asked to consider how lessons from NPA Angola might contribute to regional cooperation on the same thematic areas within the Southern African region of NPA offices.

9.1   Background

Since 2004 NPA has had a regional representative based in Mozambique. The representative has sought to help the NPA country programmes in Mozambique, South Africa and Zimbabwe to come more into line with NPA's global strategy, and also to start planning for a regional programme. While Angola has so far been beyond the scope of the regional office, regional cooperation has been wanted by the Angola office, especially the DP, which has felt somewhat isolated from the other NPA offices in the region.

The Angola office has already been involved in some intra-regional exchanges. In 2003, for instance, NPA staff from Mozambique trained NPA Angola's partner organisations in organisational development; and members from three of these organisations subsequently made a study trip to Mozambique. Rede Terra members also went to Mozambique in November 2005 to learn about how that country's civil society has addressed the land rights issue there.

9.2   Considerations

A first glance at the four NPA country programmes in Southern Africa clearly suggests that Angola and Mozambique have most in common. In both those countries NPA has a mine action programme, and land and resource rights as well as democratic rights and participation are thematic areas. The two programmes also rank among NPA's largest in financial terms and, importantly, they share the same working language. In South Africa and Zimbabwe, by contrast, NPA has focused more on activities among youth and the fight against HIV/AIDS, and Zimbabwe is a case in point due to the present emergency situation.

The degree to which there are advantages in exchanging ideas and learning with each other will of course depend on the extent of similarities between the respective programmes. In Southern Africa such similarities are evident, especially between Angola and Mozambique. We see a number of concerns where more learning from other programmes may help the Angola programme, and also where experiences from Angola could be relevant for other country programmes. These include the questions of how to work with partners, how to develop the rights-based approach, and how to mainstream cross-cutting issues. An issue on which cooperation would be particularly relevant between Angola and Mozambique is the question of an exit strategy for mine action. Since Mozambique is currently phasing out its MA programme, MA staff in Angola will have a lot to learn from that experience and could use it to make a decision on nationalisation and to carry out the exit and capacity-building strategy.

Over time it also seems that under the present NPA strategy country programmes will become more similar to each other. Differences will diminish further when MA programmes in both Angola and Mozambique are phased out. This will in turn strengthen the case for a broader and deeper regional cooperation.

9.3   Suggestions

We see three possible levels of cooperation among NPA offices in the region, and outline them mainly as a basis for discussion within NPA.

One level where it might be logical to begin and lay the groundwork for later phases is simply to establish better mechanisms for communication between the country programmes. Areas where more efficient and frequent exchange of information and experiences would add value include the issues of partnership, RBA, civil society strengthening, and issues related to the two thematic areas. Improved communications could be achieved first at the senior management level. Regular regional meetings ought to be held to exchange information about both strategic and operational matters. This should be backed up by regular contact between the resident representatives via the internet. One approach to this would be to establish a so-called extranet, a website with access limited to the managements of the country programmes. On the site there might be key documents dealing with the regional programme, a discussion platform, and the option for the country offices to post important documents.

A next level could be to develop a pool of regional resources to draw from on issues of common concern, e.g. resource persons within certain thematic areas; and on that basis to organise common training session on particular topics, e.g. electoral monitoring and land rights. As noted above, NPA Angola has in this way already benefited from resource persons from NPA Mozambique; this model could be expanded and institutionalised in the form of a database with resource persons in different areas, including persons from outside NPA. Along similar lines, a regional resource base could be built up of documentation on issues of common concern.

A final and more ambitious form of regional programme could involve common projects or 'joint ventures' between the country programmes. This would include similar activities across countries, with common aims and coordination. For instance, if land rights is a priority across all four countries in southern Africa, a common project could be developed that would aim at ensuring poor or oppressed people's rights to the land in the various countries.

The choice of level of cooperation will have to take into consideration how big a share of human and financial resources each country programme is willing and able to set aside for such cooperation. Perhaps the best idea would be to begin in a modest way, and develop the programme on a longer-term basis based on the experiences gained along the way. It would also be relevant to learn from similar efforts to develop regional programmes in other NPA regions, such as the Balkans and Latin America.

10.   Conclusions and recommendations

10.1   Conclusions

We have in this report provided an overview of NPA Angola's programme for the period from 2004 to 2007, and assessed activities within the programme to date. We have discussed NPA Angola's work within its mine action programme, development programme, on its partnership and rights-based approaches, and on gender and HIV/AIDS. We have analysed links between the MA programme and the DP, and considered whether a new thematic component should be included. Finally we have outlined some perspectives on how the Angola programme might connect with NPA's other work in the Southern African region.

Is NPA Angola on track towards reaching the goals it has set for itself during the current strategic period? This question has been analysed throughout the report in relation to the various activities. Given that the country programme has a number of components, we broke this question down and related it to each of the components. We have thus assessed the extent to which NPA is about to reach its goals within the MA programme, within the DP, on partnership and the RBA, on the cross-cutting issues of gender and HIV/AIDS, and with regard to the connections between the two programmatic pillars of the country programme.

We found that the degree of goal attainment varied widely. NPA Angola is well on track towards reaching some of its goals by the end of 2007, but it is not on track towards reaching some of the other aims it has set for itself over the same period.

Within the MA programme, goal attainment was most advanced with regard to the goals of increasing cost efficiency and of enabling people in mine-affected communities to 'work, live, and contribute without the fear of landmines'. More work needed to be done to provide good mine-risk education and a positive development effect from the demining exercise. Within the DP, NPA was found to be well on track towards reaching the goals related to agricultural development and the creation of police-community dialogue. The areas where more work needed to be done to reach the stated goals included land rights, community self-organisation and understanding, popular participation to influence political processes, and reconciliation.

NPA Angola was well on track towards reaching aims related to mainstreaming the HIV/AIDS issue into its own organisation, but on gender more work needed to be done, in particular in the MA programme. The organisation was also found to have come fairly short in its work on mainstreaming the cross-cutting issues into partner organisations, and to incorporate the issues into the structure of NPA Angola.

Finally, while much of the work of NPA Angola relates to human rights and also helps to promote rights, there was still some way to go in the work towards adopting a 'rights-based approach' which is understood, owned, and shared throughout the organisation.

It may therefore seem that the goals that it is realistic to expect that NPA Angola will reach during the current strategic period represent a minority of the total number of goals that the organisation had set for its work during this period. However, an important reason why the degree of goal attainment appears relatively weak is the high level of ambition. The number of aims – interpreted broadly to include the long-term objectives, short-term objectives, expected outputs and results – is extremely high within NPA Angola. Moreover, even when we exclude the objectives identified as 'long-term', several of the remaining goals are quite abstract and relate to issues that are beyond NPA Angola's ability to control. By setting such high standards for itself, NPA Angola also makes it very difficult for it to come out with a good scorecard on the extent to which it complies with its own standards.

A related reason why NPA is found not to have come very far towards achieving a number of aims is that the aims span a very broad area. They relate to everything from ensuring peoples'

land rights to surveying a number of Angolan provinces for landmine impact; from reducing police violence in one province to providing mine-risk education in three other provinces; from raising awareness of the impact of HIV/AIDS and gender in rural communities to increasing the output of demining.

Yet, reaching a goal within one thematic area requires much expertise within that area, and/or mechanisms to ensure that such expertise is reliably brought in from the outside. In parts of NPA Angola's work one or both of these factors is clearly missing.

This situation obliges the organisation to make a choice between two main options. Either NPA Angola can choose to put in place more of the expertise which is needed to deal effectively with the variety of topics it seeks to address, and/or to put in place mechanisms to quality-check the expertise of those to whom it outsources some of tasks. This option would require an expansion of the organisation, including its financial resources. Alternatively, NPA Angola can choose to concentrate its work on fewer topics.

The current strategy of NPA Angola suggests that it has selected the second option. It states that 'a goal for the coming period is to concentrate our activities in order to achieve synergies, reduce logistical constraints, and avoid duplication of efforts' (NPA Angola 2004).

A fundamental problem is, however, that *the goal of getting a clearer focus for NPA Angola's work has not guided its activities so far* in the strategic period. Instead, new initiatives have been taken on topics on which NPA Angola has not previously worked and therefore has little experience. Reconciliation, elections support, land rights, and violence against women are examples of such topics. While each of these topics certainly are important, NPA will not be able to do good work on them if it already has too much to do and if it does not have the financial capacity to hire new staff, and/or the organisational capacity to keep a clear focus and profile at the same time as it introduces new topics.

The 'activity-concentration' goal given in the strategy can be interpreted in different ways. A narrow interpretation would be that activities should be concentrated geographically only, and not thematically. Our firm conclusion is, however, that in the programme period to date NPA Angola has begun to stretch its thematic range too thin. In our view, the most important goal that NPA should commit itself to reaching by the end of 2007 is therefore *to focus activities,* both geographically and thematically. If NPA Angola is more realistic about what capacity it has, and on that basis makes choices on which topics and aims it will give priority to and which not, then it will have a greater chance of making a difference for the better on the topics it works on, and of achieving the aims it has set for that work.

10.2   Recommendations

While NPA Angola has made significant achievements so far in the strategic period in a number of areas, our recommendations concern areas where adjustments are likely to be needed for aims to be realised by the end of 2007. Our recommendations relate to the MA programme, the DP, partnership and the rights-based approach, cross-cutting issues, links between mine action and development, a new thematic area, and regional cooperation.

10.2.1 The MA programme

The recommendations we make exclusively for the mine action programme of NPA Angola concern the issues of impact; cost efficiency; the output formula; mine-risk education; the effects of mine action on gender, empowerment and learning; and an exit strategy.

Impact. To improve the measurement of the impact of its mine action, NPA Angola should:

- Make better use of information collected in the TIA process
    - By improving TIA questionnaires
    - By transforming narrative data into data which can be used for statistical purposes
- Include women in survey teams
- Train survey team members in social science skills, and in analytical, interview, and data processing skills
    - Call on experienced social scientists from Angola to give on the job training in appropriate analytical methods
- In the impact measure, include indicators that reflect the well-being of communities
    - E.g. months of hunger, village population and production, school and health posts, women's participation, land distribution
    - When such new indicators have been incorporated and come into use, check whether they give the right impression of impact

Cost efficiency. To improve the measurement of the cost efficiency of the MA work, NPA Angola should clarify what is reflected in the cost, and consider whether costs are included not only for the demining but also for other mine-related activities, e.g. TIA, MRE, and if not, whether they should be included.

Output. NPA Angola may be well advised to analyse further how the output formula could be used, and disseminate the principles and ideas of the formula to the international demining community. This could be proposed as a research project for one of the academic communities that have shown an interest in studying mine clearing.

MRE. To reach the goal of providing good mine-risk education to selected communities, NPA Angola should formalise the cooperation it has with the NGOs identified to provide MRE, by

- Clarifying and applying transparent criteria for selecting the NGOs;
- Signing contracts with the NGOs in which aims and methods are agreed;
- Enabling the NGOs to have the resources they need to conduct high-quality MRE; and
- Monitoring and evaluating the MRE being provided on a regular basis.

Gender effects. To make sure that the NPA demining benefits women as much as men, NPA Angola should (in addition to including women in the survey teams):

- Include in the TIA the collection of data on women versus men's perception of threats, and on how mine clearing satisfies the needs of the two groups; and
- Support and/or put in place post-demining projects to enable the women to benefit from demining as much as the men in the communities concerned.

Empowerment and learning effects. To enable mine-affected communities to be empowered by the demining service and to learn from the demining experience, NPA should:

- Improve the skills and routines of deminers for communicating with people in the communities where mine clearance is taking place, so as to make sure that communities
    - Receive information about the demining on a regular basis – about content, scope, duration, expected results, etc.
    - Have a chance to give feedback to NPA before, during, and after the task

To reach the same goal, NPA should also:

- Facilitate a dialogue within the villages concerned about the demining exercise
    - If necessary, engage facilitators to promote such a dialogue
    - Raise for discussion what the villagers can learn from the experience of having contributed to seeing their own community demined
    - Possibly encourage villagers also to take action on other issues of concern

Exit strategy. A plan for a four-step transformation of the MA programme is recommended. NPA Angola should:

- First, explore different options with regard to nationalisation
    - Find out how government might view nationalisation, as well as the positions of donors and other NGO operators
    - Discuss with key national NPA staff how they see the nationalisation issue
- Second, take a decision about the exit strategy as soon as reasonable clarity is attained on the MA situation in Angola
    - The possible finalisation of ALIS in early 2007 would be the best time for a strategic decision to be taken
- Third, start the process of nationalisation as soon as possible thereafter
    - Plan for nationalisation
    - Launch a capacity-building programme geared to the form of nationalisation chosen
- Finally, when nationalisation has been achieved, backstop the new organisation
    - Backstopping would be done primarily by short-term missions of NPA HO staff to Angola to assist the new organisation.

Several options exist for the form that a nationalised MA organisation might take, including an independent, local NGO rooted in Angola's civil society. The decision on what organisation is built up must be taken in consultation with partners and stakeholders.

10.2.2 The development programme

Our recommendations for the DP relate to land rights, approach to rural communities, participation, reconciliation, monitoring and evaluation, and most importantly, focus.

Land rights. To promote Angolan people's rights to land, NPA Angola should:

- Plan and implement projects to enable people to secure a right to the land they use
    - To help peasants get a collective title to land may be the best option, because it is easier and cheaper to obtain than an individual title
    - Priority should also be given to disseminating the new land law and to promoting women's rights to land
- Not put all its eggs in one basket, but pursue a variety of projects at the same time
    - While studies are important, actions should be implemented alongside studies

Approach to rural communities. As a general approach, NPA should put the communities first, bearing in mind that the rural poor are its main target group when designing projects and when assisting partner organisations.

In its work in rural communities, NPA and its partners should:

- Tailor their approach more carefully for each target group
  - Adopt different approaches in line with the particular situation and conditions of each rural community, and among women versus men in the communities

NPA should further:

- Train and assist partner organisations in mapping and monitoring the conditions in each target community before and throughout the process of intervention.

Finally, NPA and partners should:

- Take a strategic discussion and decision on who should be the target group in the rural areas: the poorer of the poor, the less poor, both, or another combination?
  - In line with the decision, projects and approaches should be designed to zoom in better on the target group(s) chosen.

Participation. To enable Angolan civil society and communities to influence the making of decisions on issues that matter to them, NPA should:

- Improve and expand dialogue between communities and governmental authorities
  - Encourage the creation of forums at municipal level where the communities can discuss with the municipal administration officials
  - Use lessons and best practices from the Bengo police project in other areas
  - Encourage constructive contact and exchange between civil society and/or communities on the one hand, and government representatives on the other

Reconciliation. If NPA Angola wants to work to enable Angolan people to reconcile with one another and with the past, it should make haste slowly. Recommended activities include:

- Producing documentation on reconciliation
- Mapping the terrain of what is already going on in this field, and
- Considering joining existing activities

Most importantly, NPA should put the communities first: listen to, learn from, and respect the ideas of the communities themselves about what reconciliation means for them and what they wish should and should not be done in this regard.

Monitoring and evaluation. The development programme of NPA Angola should:

- Strengthen and regularise monitoring and evaluation of its activities
  - Use independent monitors more regularly
  - Train partners in self-monitoring and self-evaluation skills
  - Include bigger posts in future funding applications for M&E purposes

- Create a M&E system that
  - Combines quantifiable indicators with qualitative, narrative reports
  - Can work for NPA and its partners, given their respective capacities
  - Is well suited to measure performance in relation to identified goals

NPA and partners should, prior to the start of each project:

- Decide on what M&E system they want, e.g. on
    o The format, authors and frequency of the narrative reports
    o The nature of the indicators
- Include the M&E system chosen in the written agreement governing the project.

Focus. Our final and key recommendation for the DP of NPA Angola is that it should:

- Concentrate activities thematically, and focus on the comparative advantages of:
    o The partnership approach
    o The rights-based approach
- Take strategic decisions on what topics and projects to focus on, in particular
    o What topics and projects to give lower priority to, or leave for later
    o The result of this decision may be that some of the areas on which recommendations are provided here may be excluded or downscaled

10.2.3 Partnership and the rights-based approach

To project a clearer profile of itself NPA Angola will be well advised to:

- Clarify the meaning of the terms 'partner', 'partner organisation', and 'strategic' versus 'project' partner for the MA programme, the DP, and NPA Angola as a whole.

To reach its goals on partnership and capacity building of partners, the DP in Angola should:

- Not only provide training to partners, but also stimulate partners to identify their own needs for training and accommodate those
- Follow up the individuals whom it has trained in the partner organisations and
    o Assist them in translating received knowledge into practice that is shared by the entire organisation
- Design capacity development and organisational development packages that are based on a thorough understanding of the particular challenges, histories, and situations of each of its partner organisations
    o Combine this organisation-specific approach with the application of some general CB and OD principles for all partner organisations
- Frame the OD and CB efforts within a debate on what it means to be an NPA partner
    o Promote debate not only on how the partners should develop but also on how the partnership relations should develop
    o Set the standard of being inclusive by inviting more inputs on how NPA and the DP could change and on how the relationship to NPA could change
    o Use NPA-partner meeting forums more purposefully in order to discuss and democratise the concept and practice of partnership, and to spread ownership of the DP and of the NPA programme among the partner organisations

To adopt a rights-based approach in its work NPA Angola should:

- Discuss more broadly and regularly what human rights, and an approach which is based on rights, should imply for NPA and its partners
    o If necessary, involve external resource persons in these discussions
- Develop a methodology consistent with a RBA, centred on three questions:

- o What rights does this project/partner promote?
- o Who are the main right-holders and duty-bearers in this project/for this partner?
- o How will the project/partner empower the right-holder to secure the rights and/or build the capacity of the duty-bearer to enable the rights to be secured?
- Discuss with partners what 'rights' do and should signify, and consider using the concept of citizenship as a starting point for human rights discussions and projects

Finally, to combine the partnership and rights-based approach, NPA Angola should:

- Identify trade-offs between the partnership and rights-based approaches, and discuss how they should be dealt with in a way which is consistent with both approaches

10.2.4 Cross-cutting issues

General recommendations. To mainstream gender and HIV/AIDS awareness into the work of NPA Angola and its partners, NPA should:

- Adopt a 'from the inside out' approach by mainstreaming the issues
  - o Firstly within NPA,
  - o Secondly among partner organisations, and
  - o Thirdly among rural communities
- For partners, put in place mechanisms to make sure that the issues are incorporated into projects during the planning, implementation, and follow-up stages
- Adopt monitoring and evaluation systems for action on the issues, including indicators and narrative reports
- Think carefully through the sequencing of aims and activities related to the issues

Gender. To mainstream the gender issue more effectively, we recommend that NPA:

- Maximises NPA staff participation in the process of developing a gender policy
  - o In particular the participation of MA staff
- In partner organisations:
  - o Provides more training
  - o Promotes the appointment of women to central positions

HIV/AIDS. On this issue the priority should be to give more training to partner organisations

Organising the work on the issues. Finally, for the two issues to penetrate the whole of NPA Angola we recommend that the DP and MA programme of NPA Angola:

- Share equally the costs of activities undertaken to promote the cross-cutting issues
- Share the management of the work on the cross-cutting issues by establishing a *Cross-cutting Issues Management Committee (CIMC)*
  - o With the two top managers from each programme as members, as well as the resident representative
  - o With meetings at least once a month
- Consider establishing a *Cross-cutting Issues Programme (CIP)*
  - o With a separate budget
  - o Drawing on human and financial resources from both the DP and MA programmes

As for the sequencing of these reforms, we advise NPA Angola to:
- Firstly, start the cost- and management-sharing and experiment to find the best practice
- Secondly, by end of the current strategic period discuss lessons learned
- Thirdly, when developing a strategy for the next period consider establishing a CIP:
  - In light of other relevant developments, e.g. an exit strategy for the MA programme
  - With new staff hired for the CIP only, e.g. Manager or Secretary

10.2.5 Links between mine action and development

MA programme-DP links. In our view, the most efficient way to forge relevant synergies between the two programmes of NPA Angola is to stimulate and continue a dialogue between the two programmes on what the link should consist of. Issues for discussion should include:

- What should be the profile of the NPA Angola country programme?
- In what ways is cooperation between the MA programme and the DP relevant?
- What can the DP learn from the MA programme?
- What can the MA programme learn from the DP?
- How to ensure that MA has a development effect?
- To what extent should the MA programme use the DP to realise a development effect?

We also suggest that other issues of common concern be raised in this MA-DP discussion forum, such as the partnership and rights-based approaches, and cross-cutting issues.

MA-development links. To build the bridge between NPA's demining work in Angola and socio-economic development in the demined areas, we recommend that the mine action programme take more action to prepare a bridgehead. Action is required at two levels: within the MA programme, and outside of the programme – i.e. in relation to external actors.

Within the programme, enhancing the development effect of demining will require that NPA:

- In relation to the task impact assessments,
  - Continues to use and improve the TIA methodology to plan, monitor, and assess tasks, and
  - Follows up MA tasks with retrospective studies to check whether interventions are followed by development
- Among managerial staff,
  - Provides training to managers in development and development planning, and
  - Includes knowledge of development as a criterion for recruitment

Further, it is vital that NPA Angola improves its communication and cooperation with:

- Mine-affected communities, in order to enable beneficiaries to give feedback, be empowered, and learn, and in order to respond to local needs and concerns efficiently
- Agencies and individuals working on development, in order to develop and/or support projects that improve the effects of demining on the situation of women and men, on socio-economic development, and on land rights

What organisations and individuals to work with will depend on the 'supply' of such entities in the area, and which ones appear to offer a service that suits NPA's requirements for efficiently optimising the development effect. In some cases, however, NPA's MA programme may have an interest in using expertise and experience from its closest neighbour, the DP. This should not be a

requirement but be based on an assessment of what means are most suitable for the MA programme to promote development in areas it has demined.

10.2.6 A new thematic component?

We advise NPA Angola not to include a new thematic component during the current strategic period. Instead, the organisation will stand to gain from focusing more exclusively on the tasks at hand and from establishing clearer priorities among them.

10.2.7 Regional NPA cooperation

NPA Angola has valuable lessons to contribute to other NPA country programmes in Southern Africa, for instance from the land study and from its work on the cross-cutting issues. It is particularly relevant to exchange lessons with Mozambique, since both country programmes have an MA programme, focus on two identical thematic areas, and share a working language. To integrate Angola into more intra-regional NPA exchanges we identify three possible levels of cooperation:

- Level 1: Communication between senior managers;
- Level 2: Development of a common pool of resources; and
- Level 3: Development and implementation of common projects.

Our suggestions for a strengthening of intra-regional NPA cooperation include:

- Beginning in a small way and developing a regional programme based on the experiences gained along the way; and
- Learning from similar efforts to develop regional programmes in other NPA regions.

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Annex 1: Terms of Reference

TERMS OF REFERENCE

MID-TERM REVIEW
OF THE NPA-ANGOLA PROGRAMME PORTFOLIO
2004-2007

1. BACKGROUND

1.1 NPA history and presence in Angola

The original presence of NPA in Angola was part of the organization's strategic decision to support the liberation struggle of southern African countries in the seventies and eighties. In 1989, NPA was one of the first organizations to establish a cooperation agreement with the newly established GoA. This agreement was based on solidarity and the desire of NPA to contribute to the development of a civil society in Angola. However, the in stability caused by the different conflicts forced NPA to also be active in humanitarian relief, through emergency assistance and rehabilitation of primary health care services, including assistance to Internally Displaced People (IDPs) and the resettlement of refugees.

The main focus of the NPA Angola Country Strategy for the period 1998-2002 was to contribute to the country's sustainable recovery from war and humanitarian emergency through focusing on health, rural revitalization and empowerment and advocacy for social progress. An important criteria was to link NPA`s interventions in the community development to its policy of a partnership-oriented approach.

Landmines were used by all sides during the armed conflict, making Angola one of the most mine-affected countries in the world. A request from the UN in 1994 initiated NPA`s mine action engagement in Angola which continues to the present. The target groups for this activity are returnees and vulnerable rural and semi-urban populations living in communities affected by mines and UXO. NPA`s work in Angola has built competences and capacities in the Mine Action programme leading to qualitative and quantitative results impacting directly on the lives of thousands of women and men resettling in their homeland.

The combination of Angola's transition from armed conflict to peace and the implementation of NPA`s new global strategy for Humanitarian and Development Work 2003-2007, has required a change in NPA Angola's approach to programme activities.

1.2 Thematic areas and geographical focus

Based on present projections of future needs in Angola and NPA`s and capacities both within NPA and our partners, the following components have been chosen for NPA`s Country Programme during the period of 2004-2007.

- **LAND AND RESOURCES RIGHTS**

- **DEMOCRATIC RIGHTS AND PARTICIPATION**

NPA's rights-based approach to issues concerning land rights and resource use implies a focus on people's capacity to secure their rights to the natural resources on which they depend.

A new land law has been approved in 2004 and NPA will, in cooperation with other local and international organisations, lobby towards national and local authorities and disseminate information on the importance of the new law for the rural poor. A special focus will be given to women's situation and the possibilities to have access to and control of land and the affect that the land law will have on communities living in mine affected areas.

NPA will contribute to the peace building and reconciliation processes in Angola that provide both women and men the opportunity to participate and/or influence major decisions affecting their lives. We will also contribute to the enablement of civil society organizations to fully participate in Angola's democratic process.

The geographical focus of NPA`s programme in Angola will include the provinces of Luanda, Kwanza Sul, Bengo, Malanje and Moxico. At present there are field bases in Malanje, Gabela and Luena in addition to being able to operate in selected communities in Zaire, Uíge, Kwanza Norte and Luanda Sul.

2. PURPOSE

The purpose of the review is to help NPA Head Office, NPA-Angola and its partners make sure that the interventions in the NPA-Angola programme portfolio are well on track and are likely to reach their objectives as outlined in the strategic documents for the period 2004-2007.

The review should try to establish to what extent the relevance of the thematic focus conforms to the needs and priorities of women and men in the target groups, and to the policies of the government and donors that contribute to the rebuilding of a civil society.

The review should assess the evaluation criteria of efficiency in the Development (DP) and Mine Action (MA) programmes, to see to which extent the costs of the interventions can be justified by its results, taking alternatives into account.

With reference to the main MA strategy, the evaluation criteria of impact, cost-efficiency and quality should be assessed separately.

The review should also look into the relevance of a closer link and cooperation between the DP and MA programmes, to assess the possible synergies of joint resources and conclude on best practices so far.

The review should consider the relevance of internal capacity building as a tool for creating a better understanding of the NPA Angola portfolio.

As to the MA programme, the review should consider phasing out strategies and recommend a broad outline for the way forward.

Finally, the review should look into the findings of the planned assessment on Violence against Women (VaW) that will be undertaken in June-August 2005, and consider if VaW should be included as a new thematic programme within the NPA Angola portfolio.

The review shall provide recommendations on programme adjustments during the strategic period, and consider how lessons learned from the NPA-Angola programme may contribute to a regional cooperation on the same thematic areas within the Southern Africa region of NPA offices.

The findings and recommendations will be used to provide input to the direction and continuation of the NPA-Angola programme up to 2007. The primary users of the review results will be NPA-Angola staff and partners. Subsequently the findings will serve as guidelines to NPA HO and help initiate programme reviews in other NPA country programmes.

The evaluation should also provide input to the continuation of support by the Norwegian government and other donors to the NPA Angola programme.

3. SCOPE

The mid-term review shall cover the NPA-Angola programme during the period 2004-2007 and consist of the following major components and underlying review questions:

a) *A brief description of the NPA-Angola programme and activities planned for the period 2004-2007*
  ✓ An overview of programmes, projects and partners
  ✓ The intervention logic (preliminary analysis, objectives, planned results and activities, indicators, methodology)

b) *An assessment of the achievements of the thematic focus and interventions of the DP and MA programme at the local level. (tailored to local needs, ownership, cost-effectiveness)*
  ✓ What kind of monitoring and evaluation systems exist and to what extent are they being used?
  ✓ To which extent do the interventions create better opportunities for women and men in the target groups to secure their livelihoods and/or improve their material standard?
  ✓ To which extent do the interventions strengthen the rights of women and men and compel authorities to be more responsive to their needs and interests?
  ✓ To which extent do the interventions empower women and men individually or collectively?
  ✓ To which extent are the interventions perceived as relevant to women and men in the target groups?
  ✓ To what extent are the interventions considered a suitable learning process for women and men?
  ✓ To what extent do the interventions build on the needs of women and men?
  ✓ Are there any indicators of reaching the immediate objectives of the programmes? And if so, how could they be measured?

c) *For the MA programme, an assessment of to which extent the MA has managed to secure the evaluation criteria of cost-efficiency, impact and quality in the interventions.*
  ✓ To which extent has the Task Impact Assessment (TIA) been successful in identifying high impact MA tasks?

- ✓ Are the NPA definitions of cost-efficiency, impact and quality relevant as indicators for a MA programme? And if so, how can these indicators be improved to provide an even more relevant representation of performance of the MA programme in Angola?
- ✓ Taking into consideration the process of nationalization, what is the HR status of the MA programme and how can the process of competence transfer be improved? Should full nationalization of the MA programme be an overriding goal for NPA?

d) *An analysis of programmatic changes made during the period of implementation.*
- ✓ If any, which adjustments have been made to the plans in the DP and MA programme for the period 2004-2007?
- ✓ To what extent are the changes based on lessons learnt and evaluations made?
- ✓ What are the remaining challenges or barriers? And if so, how are they going to be solved?

e) *An assessment of the organisational structure and capacity of the NPA programmes and partners*
- ✓ What are the synergies and linkages between the DP and MA programme?
- ✓ What is the added value of the two programmes?
- ✓ To which extent are the thematic priorities in accordance with the competence and resources available within NPA programme staff and partners?
- ✓ What is the division of labour between the DP and partners?
- ✓ What role do women and men in the local partner organisation s have?
- ✓ What is the added value of the DP and partners?
- ✓ An assessment of the capacity within NPA and partners to include VaW as a new thematic component to the programme portfolio

f) *An assessment of mainstreaming HIV/Aids and gender in NPA-Angola and partners, programme structure and interventions.*
- ✓ To what extent has the Gender Action Plan and the HIV/aids/gender project been applied in the organisational structure and programme interventions?
- ✓ To which extent is it likely that the design of the HIV/AIDS/gender project will contribute to reducing the spread and vulnerability of HIV/AIDS?

f) *Based on the above, an analysis and reflection on improvements and adjustments that could be made.*
- ✓ What changes should be made to strengthen and adjust the DP and MA programmes to reach the immediate objectives to a greater degree by the end of the strategic period?
- ✓ Are there any alternative mechanisms which may strengthen the sustainability aspects of the programme?

4. METHODOLOGY

The review should have a strong learning element, applying participatory methods involving key stakeholders throughout the review process.

Key stakeholders will compromise NPA management and programme staff members, partners, management and staff members, men and women representatives of target groups in local communities and donors.

The review shall apply both a quantitative and a qualitative approach. The methods will include a document review of relevant proposals, plans and evaluations.

This will be followed by a 2 days initial workshop with selected key stakeholders, with the aim of presenting and clarifying review purpose and process, and formulation key review questions.

To obtain more in-debt data on the programmes and their rationale and their contributions to the target groups, interviews with stakeholders and focus groups among NPA staff and partners and local community members will be conducted.
Preliminary findings and recommendations will be presented at a two days follow up workshop.

5. REVIEW TEAM

The review will be undertaken by a team of two international consultants and one national consultant, having the following qualifications:
The international consultants:
   ✓ A Norwegian political/social scientist, familiar with Norwegian development assistance policy and the right-based approach
   ✓ A person with experience from humanitarian Mine Action operations with specific focus on socio-economic issues of MA.
   ✓ Both consultants should be fluent in English and preferably have knowledge of Portuguese or Spanish.
 The national consultant:
   ✓ An Angolan political/social scientist development practionnaire, updated on the socio-political situation in Angola and knowledge of the civil society actors.
   ✓ Fluent in Portuguese and good knowledge of English
The team composition should be gender balanced with minimum one of the team members being a man. At least on team member should have experience from working with HIV/aids and gender issues.

6. TIMETABLE

The timetable for the review is as follows:
October 2005:   Data collection (meeting at NPA Head Office in Oslo, document
                review, initial workshop, field visits, interviews)
November 2005: Follow-up workshop (November 7-8) with presentation
                of preliminary findings. Draft report submitted to NPA
                and the Norwegian Embassy not later than November 14.
                Comments to the draft report will be submitted to the team
                Not later that 14 days after receipt of the draft report.
December2005: The final report will be submitted not later than 14 days after
                receipt of the above comments.

7. DOCUMENTS TO BE REVIEWED
   ✓ NPA policy for international work 2004-2007
   ✓ NPA-Angola Country Strategy 2004-2007
   ✓ NPA-Angola Gender Action Plan
   ✓ NPA-Angola Internal HIV/Aids project plan, report and evaluation report (June 2005)
   ✓ NPA-Angola: Nationalisation and Education Welfare Policy- NEW. Febr 2005.
   ✓ Gender Audit report and recommendations (2 quarter 2005)
   ✓ Land Study plan and report (report to be finished Oct 2005)
   ✓ DP and MA plans and reports 2004-2007

   DP programme specific documents:
   ✓ Multi-annual plan to NORAD 2004-2007
   ✓ Violence against Women assessment report (Sept 2005)

MA programme specific documents:
- ✓ NPA Standard Operational Procedures (SOP)
- ✓ MA Strategy and Plans
- ✓ S Sekkenes 2003: "Measuring success and Cost-Efficiency in Mine Action – a contribution to the discussion".
- ✓ NPA MA Angola Review- GICHD-2003
- ✓ MA-Monitoring Report- Febr 2005

8. LOGISTICS AND COSTS

NPA will be the contracting organisation and cover the costs of travel, accommodation and food and fees for the consultants.

NPA will provide transportation needed in Angola and temporary office facilities in Luanda.

Annex 2: Sequence of MTR events

Period	Date	Activity
May-Sept. 2005	-	Preparation of MTR, including establishment of MTR team, signing of contract, discussions of ToR, compilation of documents, preparation of fieldwork, etc.
Oct. 2005	10	Departure for fieldwork by CMI team members JI and IS from Bergen
	11	Arrival of JI and IS in Luanda. Meeting with Angolan team member FP, as well as with leaders of NPA Angola
	12-15	Meetings with stakeholders in Luanda, including a planning seminar with NPA
	16	Travel from Luanda to Gabela town, Kwanza Sul province. Meeting in Zâmbia village on the way
	17	Meetings in Gabela and surrounding area
	18	Travel to Conda town, meetings there; and onward to Nova Esperança village, meetings there
	19	Travel via Munguanda and Huquéta villages, where meetings were held, back to Gabela and onward to Sumbe, capital of Kwanza Sul province
	20	Meetings in Sumbe
	21	Travel via Ngangula village back to Luanda
	22	Team members JI and FP travel to Malanje province. Meetings in Malanje town. Team member IS stays behind in Luanda
	23	Meetings held by JI and FP in Cambaxi, Quingula, and Zela villages, Malanje province. Meeting held by IS with NPA partners, Luanda
	24	Further meetings held by JI and FP in Malanje, and return to Luanda. Travel by IS to Bengo, meetings there, return to Luanda
	25	Travel by IS to Cazenga outside Luanda, meetings there, return. Preparations for workshop by all MTR team members
	26	Meeting held by JI and IS with NPA partner. Further preparations by all of workshop
	27-28	Final MTR workshop, Luanda
	29	Departure of team members JI and IS from Luanda
	30	Arrival of JI and IS in Bergen
Nov. 2005	04	Interview meetings of CMI team members with NPA HO staff and others in Oslo
	21	Submission of first draft of report
Dec. 2005	05	Submission of second draft of report
	12	Debriefing meeting at NPA HO in Oslo
Jan. 2006	13	Submission of final version of report to NPA
Feb. 2006		Language editing and printing of report.

Note. The initials used signify the following: JI: Jan Isaksen; IS: Ingrid Samset; and FP: Fernando Pacheco.

Annex 3: List of informants

Introductory note. Here we list persons with whom we spoke or had interviews for the purpose of this review. If one person was interviewed by the MTR team several times, we have recorded the date and place only of the first meeting. If a person was present at meetings with the team that more people attended and also had an interview with the team, we record the date and place of the interview and not of the bigger meeting.

During some meetings where a larger number of people were present we were not in a position to record the names of all those present. This applies to a meeting with FOJASSIDA in Cazenga, Luanda province on 25.10.2005, as well as to the following meetings, with people in:

(1) Zâmbia, Amboim municipality, Kwanza Sul province, 16.10.2005;
(2) Mbembue, Amboim municipality, KS, 17.10.2005;
(3) Cruzeiro, Amboim municipality, KS, 17.10.2005;
(4) Nova Esperança, Conda municipality, KS, 18.10.2005;
(5) Munguanda, Conda municipality, KS, 19.10.2005;
(6) Huquéta, Conda municipality, KS, 19.10.2005;
(7) Atango, Sumbe municipality, KS, 19.10.2005;
(8) Ngangula, Sumbe municipality, KS province, 21.10.2005;
(9) Kambaxi, Malanje municipality, Malanje province, 23.10.2005;
(10) Quingila, Malanje municipality, Malanje province, 23.10.2005; and
(11) Zéla, Malanje municipality, Malanje province, 23.10.2005.

Last name	*First name*	*Title, organisation*	*Date of interview*	*Place of interview*	*Team members present*
Alberto	Antónica	Administrative and Financial Secretary, CHOFA	17.10.2005	Gabela	JI, FP, IS
Alida Endresen	Gunvor	Previously Counsellor, Norwegian Embassy, Luanda; currently Senior Advisor, Norwegian Ministry of Foreign Affairs	04.11.2005	Oslo	JI, IS
Armando	Germano	Deputy Administrator, Conda municipality	18.10.2005	Conda	JI, FP, IS
Barboso	Victor	Director, AAEA	24.10.2005	Caxito	IS
Barros	Manuela	Director, GLIF	27.10.2005	Luanda	IS
Bjørknes	Oddvar	Resident Representative, NPA Angola	13.10.2005	Luanda	JI, FP, IS
Buta	Manuel	Technical Officer, CNIDAH	12.10.2005	Luanda	JI, FP, IS
Chila	Pedro	Officer, Luanda-Bengo division, ADRA	24.10.2005	Caxito	IS
Claudinho	Carlos	Manager of Land Sub-Programme, DP, NPA Angola	13.10.2005	Luanda	FP, IS
Combs	Adam	Advisor, NPA	15.08.2005	Bergen	JI, IS
Costa	Joaquim	Administrator, Kambaxi commune	23.10.2005	Malanje	JI, FP
Costa da Silva Tomás	Selma Lencádia	Activist, *Ciudad com a Infança*	17.10.2005	Gabela	JI, FP, IS

Costa Pombo	Jorge Manuel	Coordinator of Humanitarian NGOs, UTCAH, KS province	20.10.2005	Sumbe	JI, FP, IS
Cumbe	Justina	Officer, EISA Angola	12.10.2005	Luanda	JI, FP, IS
De Melo	Bernardo Patricio	Manager of the Service Centre, CHOFA	17.10.2005	Gabela	JI, FP, IS
Dikizeko	Eugénio Bala	EDA Officer, Sumbe municipality	20.10.2005	Sumbe	JI, FP, IS
Ducados	Henda	Deputy Director, FAS	12.10.2005	Luanda	JI, FP, IS
Eskeland	Sveinung	Finance Manager, NPA Angola	14.10.2005	Luanda	JI
Essén	Steinar	Senior Advisor and Deputy Head of Mine Action Unit, NPA	04.11.2005	Oslo	JI, IS
Fernandes	Domingos Carlos	Vice-administrator, Amboim municipality	17.10.2005	Gabela	JI, FP, IS
Fernandes	Joaquim	Provincial Representative, ADRA	23.10.2005	Malanje	JI, FP
Figueiredo	Carlos	Advisor on the capacity-building programme, NPA	24.10.2005	Luanda	JI, IS
Filipe	Paulo	Author of land study, commissioned by NPA Angola	23.10.2005	Luanda	IS
Fonseca Domingos	Joaquim	Technical Secretary, CHOFA	17.10.2005	Gabela	JI, FP, IS
Frandsen	Jørgen B.	Programme Manager, Danish Refugee Council	24.10.2005	Malanje	JI, FP
Frizzell	Andrew	Deputy Manager of the MA programme of UNDP Angola, and Planning and Programming Advisor, CNIDAH	12.10.2005	Luanda	JI, FP, IS
Gaspar	Beça	Administrator, Malanje municipality	24.10.2005	Malanje	JI, FP
Gaspar	Carvalho	Mine action operations officer, provincial government	24.10.2005	Malanje	JI, FP
Grung	Lise Benedicte	Previously Community Liaison Advisor, MAG Sri Lanka; currently Research and International Officer, Faculty of Education, University of Oslo	04.11.2005	Oslo	JI, IS
Hoksnes	Håvard	First Secretary, Norwegian Embassy	26.10.2005	Luanda	JI, IS
Huambo	Mário	Director of Agriculture, Kwanza Sul province	20.10.2005	Sumbe	JI, FP, IS
Hugo Guilherme	Victor	Executive Director, FAS	12.10.2005	Luanda	JI, FP, IS
Inácio	Eunice	Programme Manager, Angola Peacebuilding Programme, DW	14.10.2005	Luanda	FP, IS
Jésus	Rita	Coordinator of programmes and planning, CNIDAH	12.10.2005	Luanda	JI, FP, IS
Jonito	João Domingos	Agricultural Officer, Conda municipality	18.10.2005	Conda	JI, FP, IS
José	Maria	Project Officer, Caritas	23.10.2005	Malanje	JI, FP
Kahoji	Domingos	Coordinator, Palanca Negra	24.10.2005	Malanje	JI, FP
Katala	Vasco	Officer, *Rede Terra*	14.10.2005	Luanda	JI, FP, IS
Katchilinguitchimue	Quintas	Director, ASBC, Kwanza Sul province	20.10.2005	Sumbe	JI, FP, IS
Langvik	Sigbjørn	Programme Manager, MA programme, NPA Angola	13.10.2005	Luanda	JI
Larsen	Christian	Senior Technical Advisor, the MA programme, UNDP Angola	12.10.2005	Luanda	JI, FP, IS
Liumba	Sebastião	Officer, civic education programme, ADRA	25.10.2005	Luanda	IS
Lucas	Arlette	Officer, AAEA	24.10.2005	Caxito	IS

Luciano	Lauriania	Treasurer, CHOFA	17.10.2005	Gabela	JI, FP, IS
Mangueira	Oscar	Head of section for moral and civic education, Bengo police	24.10.2005	Caxito	IS
Manuel	Fernando	Officer, civic education programme, ADRA	25.10.2005	Luanda	IS
Matongueiro	Quartim	NPA base manager, Gabela	17.10.2005	Gabela	JI, FP, IS
Miguel	Manuel	Soba, Mbembue community	17.10.2005	Bembue	JI, FP, IS
Miranda	Pascoal	Previous president of CHOFA	17.10.2005	Gabela	JI, FP, IS
Monteiro	Graça	Deputy base manager, NPA	22.10.2005	Malanje	JI, FP
Nelson	António	Director, FOJASSIDA	25.10.2005	Luanda	IS
Nergaard	Per	Head of Mine Action Unit, NPA	04.11.2005	Oslo	JI, IS
Neto	Augusto	Executive Secretary, *Rede Terra*	14.10.2005	Luanda	JI, FP, IS
Neto	Lemuardo	Base manager, NPA	22.10.2005	Malanje	JI, FP
Neves de Castro	Rogério	Technical Assistant, Emergency demining programme for sustainable return and settlement	14.10.2005	Luanda	JI
Nikolaisen	Laila	Head of Development Unit, NPA; currently Acting Head of International Division	04.11.2005	Oslo	JI, IS
Nunda	Araújo	Deputy Director, INAD	12.10.2005	Luanda	JI, FP, IS
Nunes	Mário	Deputy Programme Manager, MA programme, NPA Angola	13.10.2005	Luanda	JI
Perez Azedo	Ann Helen	Previously First Secretary, Norwegian Embassy, Luanda; currently Advisor, Norwegian Ministry of Foreign Affairs	04.11.2005	Oslo	JI, IS
Ranestad	Per	Advisor, NPA; currently Acting Head of Development Unit	04.11.2005	Oslo	JI, IS
Roque de Oliveira	José	Head of Technical Office, CNIDAH	12.10.2005	Luanda	JI, FP, IS
Salort-Pons	António	Project Coordinator, WFP	14.10.2005	Luanda	JI
Santa María	Pedro	Manager of Democracy and Participation Sub-Programme, DP, NPA Angola	13.10.2005	Luanda	FP, IS
Santana	Augusto	Director, EISA Angola	12.10.2005	Luanda	JI, FP, IS
Santana	Alberto	Deputy Commander, Bengo police	24.10.2005	Caxito	IS
Sapalo	Leonardo Severino	General Director, INAD	12.10.2005	Luanda	JI, FP, IS
Segunda	Luis	Deputy *Soba*, Zâmbia community	16.10.2005	Zâmbia	JI, FP, IS
Sikato	Alberto	Deputy Representative, *Ciudad com a Infança*	17.10.2005	Gabela	JI, FP, IS
Siljan Tharaldsen	Paul Sverre	Second Secretary, Norwegian Embassy	26.10.2005	Luanda	JI, IS
Skauerud	Vibeke	Programme Officer, Norwegian Embassy	26.10.2005	Luanda	JI, IS
Stensrud	Lise	Minister Counsellor, Norwegian Embassy	26.10.2005	Luanda	JI, IS
Stripecke	Marlene	Advisor, electoral programme, ADRA	25.10.2005	Luanda	IS
Tokle Fjellhaug	Kjersti	Previously Community Liaison Advisor, MAG Angola; currently Human Resources Coordinator, the Norwegian Red Cross	04.11.2005	Oslo	JI, IS
Uldal	Ole Kristian	Advisor, NPA MA programme	15.10.2005	Luanda	JI, IS
Vergara	Jorge	Coordinator, MSF	24.10.2005	Malanje	JI, FP

Vetlejord	Asgerd	Advisor, NPA	06.06.2005	Bergen	JI, IS
Vieira Lopes	Olivia	Administrator, GLIF	27.10.2005	Luanda	IS
Villagra	Hugo	Representative, Danish Refugee Council	24.10.2005	Malanje	JI, FP
Zefanias	Helena	Programme Manager, DP, NPA Angola	13.10.2005	Luanda	FP, IS

Note. Initials used for team members signify: JI: Jan Isaksen; IS: Ingrid Samset; FP: Fernando Pacheco.

Annex 4: Workshop programme

Norwegian People's Aid in Angola, 2004-2007: Taking stock, looking ahe ad

Workshop organised in connection with the mid-term review of NPA Angola's 2004-2007 programme portfolio, conducted by Jan Isaksen, Fernando Pacheco, and Ingrid Samset

Luanda, 27-28 October 2005

Day 1: Thursday 27 October
09.00-11.00   Introduction by MTR team

- What MTR team is in Angola to do
- What we have done so far
- What we all are going to do today

- The three main issues
- The mine action programme of NPA Angola
- The development programme of NPA Angola
- The link between the MA programme and the DP

➔ Questions, clarifications

- Presentation of working groups

11.00-11.30   Break

11.30-13.00   Working group discussions

- WG1: MA programme
- WG2: DP
- WG3: Link

13.00-14.00   Lunch break

14.00-16.00   Plenary

- Report-back from working groups
- Discussion

Day 2: Friday 28 October
09.30-11.30   Presentation of preliminary findings by MTR team (incl. inputs from Day 1)

11.30-12.00   Break

12.00-13.30   Feedback and discussion on the preliminary findings

13.30   Lunch, and end of workshop.

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                Fast-tracking East African integration. Assessing the feasibility of a political federation by
                2010. Bergen, 2005, 36 pp.
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                Norwegian support to Bunda College of Agriculture - Phase II. Bergen, 2005, 54 pp.
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                Local governance, urban poverty and service delivery in Namibia. Bergen, 2005, 111 pp.
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                59 pp.
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SUMMARY

The purpose of this review is to assist Norwegian People's Aid in adapting its Angola programme to reach the objectives it has set for the period from 2004 to 2007. NPA presently works in five provinces and employs more than 550 persons in Angola, and the country programme has an annual budget of approximately 60 million NOK. The NPA Angola strategy for 2004-2007 focuses on land and resource rights and democratic rights and participation, and the work is organised within two programmes: mine action (approximately 85 percent of financial resources) and development (15 percent).

The review concludes that NPA is on track towards reaching many of the goals it has identified for its work in Angola during the period in question. We commend NPA Angola for its professionalism, innovation, and ambition. An important reason why some goals are still far from being reached is, however, that they are very ambitious - and that the number of goals is quite high. Concentrating activities is therefore a key recommendation.

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