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**Evaluation of Netherlands' financial
assistance for humanitarian demining activities
in 1996 – 2006: Republic of Angola**

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Abbreviations

(A = Angolan institution or organisation)

| | |
|---------|---|
| AAM | Adopt a Minefield |
| ACP | African, Caribbean and Pacific Countries |
| ADRA | Action for Rural Development and the Environment (A) |
| ANDA | National Association for Handicapped People of Angola (A) |
| APM | Anti-Personnel Mine |
| ATM | Anti-Tank Mine |
| CCF | Christian Children's Fund |
| CED | Executive Commission for Demining (A) |
| CL | Community Liaison |
| CMAO | Central Mine Action Office (A) |
| CNIDAH | National Inter-Sectoral Commission for Demining and Humanitarian Assistance (A) |
| DAC | Development Assistance Committee |
| DANIDA | Danish International Development Agency |
| DCA | Danish Church Aid |
| DFID | UK Department for International Development |
| DRC | Democratic Republic of Congo / Danish Refugee Council |
| DW | Development Workshop (A) |
| EC | European Commission |
| ECP | Strategy to Combat Poverty (A) |
| ERW | Explosive Remnants of War |
| ETAM | National Demining School (A) |
| FAA | Angolan Armed Forces (after 1992) (A) |
| FALA | Armed Forces for the Liberation of Angola (UNITA-army) (A) |
| FAPLA | Peoples' Armed Forces for the Liberation of Angola (MPLA-army) (A) |
| FLEC | Front for the Liberation of the Enclave of Cabinda (A) |
| GAC | Group for the Support to Children (A) |
| GIS | Geographic Information System |
| GRN | National Reconstruction Office (A) |
| GTZ | German Agency for Technical Cooperation |
| GURN | Government of National Unity and Reconciliation (A) |
| HI | Handicap International |
| HIB | Handicap International-Belgium |
| HIF | Handicap International-France |
| IDP | Internally Displaced Person |
| IMSMA | Information Management System for Mine Action |
| INAD | National Angolan Institute for Demining (A) |
| INAROOE | National Institute for the Removal of Obstacles and Explosive Devices (A) |
| LIS | Landmine Impact Survey |
| LWF | Lutheran World Federation |
| MA | Mine Action |
| MAG | Mines Advisory Group |
| MDD | Mine Detection Dogs |
| MDG | Millennium Development Goals |
| MDRP | Multi-Country Demobil and Reintegration Programme |
| MgM | Menschen gegen Minen |

| | |
|----------|--|
| MINARS | Ministry of Assistance and Social Welfare (A) |
| MONUA | United Nations Observer Mission in Angola |
| MPLA | Popular Movement for the Liberation of Angola (A) |
| MRE | Mine Risk Education |
| NGO | Non-Governmental Organisation |
| NPA | Norwegian Peoples Aid |
| ODA | Official Development Assistance |
| PRSP | Poverty Reduction Strategy Paper |
| QA | Quality Assurance |
| REASeuro | Riel Explosive Advice & Services Europe |
| SAC | Survey Action Centre |
| SADF | South African Defence Forces |
| SIDA | Swedish International Development Cooperation Agency |
| SHA | Suspected Hazardous Area |
| SNV | Stichting Nederlandse Vrijwilligers (Foundations Dutch Volunteers) |
| SOP | Standard Operating Procedure |
| SRSA | Swedish Rescue Services Agency |
| TMF | Theme-based Cofinancing Programme |
| UNAVEM | United Nations Angola Verification Mission |
| UNDAF | United Nations Development Assistance Framework |
| UNDP | United Nations Development Programme |
| UNHCR | United Nations High Commissioner for Refugees |
| UNICEF | United Nations Children Fund |
| UNITA | National Union for the Total Independence of Angola (A) |
| UNOPS | United Nations Office for Project Services |
| USAID | United States Agency for International Development |
| UTA | Technical and Administrative Unit for ACP-EC Cooperation (A) |
| UXO | Unexploded Ordnance |
| WFP | World Food Programme |

Executive Summary

From 1996 to 2006, the Netherlands Ministry of Foreign Affairs (MFA) spent a total of € 24,5 million on humanitarian mine action in Angola. The main beneficiaries of this financial assistance included five (international) non-governmental organisations (NGOs) and, at an earlier stage, UNICEF. No direct financial support was channelled to any government institution or Angolan operators. The evaluation team reviewed and analysed all relevant documentation and conducted interviews with government institutions, UN agencies, national and international relief and development agencies, local authorities, and members of affected communities. In Angola, field visits included all five NGOs and a number of selected sites in six out of eighteen provinces, namely Bengo, Bié, Huambo, Kwanza Norte, Malanje and Moxico. In all inspected areas, mine clearance operations had either already been completed or are still under way at the time of writing.

Findings

In general, humanitarian demining activities funded by the Netherlands during Angola's different phases of peace and war have contributed to the country's reconstruction and peacebuilding efforts. At a time when the Angolan government could not provide short-term assistance to IDPs and refugees affected by mine hazards, the clear focus of these activities on humanitarian needs and targeting the needs of local communities significantly contributed to increased safety and boosting resettlement.

Official demining priorities in Angola do not necessarily match local needs. Despite the existence of a national policy framework and annual planning procedures at various levels, the work of NGOs is insufficiently integrated into national policies. This means that NGO agendas and actual work plans are determined to a large extent by the needs and concerns of local communities, on the one hand, and the demands of their international donors, on the other.

As the operating environments in Angola vary considerably, it is difficult to make a clear assessment on whether and to what extent HMA activities have been carried out in an efficient way. Not only did Angola undergo phases of peace, war and again peace during the evaluation period, circumstances in Angola also differ greatly from province to province and from time to time, be it in terms of distances, living conditions, national capacities, political dynamics or bureaucratic hurdles. Given this setting, it should be noted that all four evaluated NGOs have been and still put much effort in working as efficient as possible.

Benefits to the local populations can be judged as sufficiently sustainable. Outputs match the given objectives of the various operations and a substantial part of contaminated land plots have been put to use again after mine clearance ended. Exceptions include cases of temporary reception areas that needed clearing at the time, but which have been abandoned since.

The training of deminers by NGOs has contributed to capacity-building at the operational level. However, due to the difficult no-peace-no-war-situation in Angola and the changing priorities of the MFA during those years, this has not been a consistent effort. Funds were reduced or discontinued after 1998 and created major disruptions in

national efforts to institutionalise the necessary expertise within Angola. As a result, the transfer of responsibilities to national authorities and phasing out of the need for international NGOs is still a long way off and must be addressed as soon as possible. If not, there is an even greater risk of not achieving the already ambitious goal stated in the National Strategic Plan to “solve” a large part of Angola’s mine and UXO problem by 2011.

Conclusions

Dutch demining policy towards Angola have above all been determined by other considerations than a careful analysis of the needs on the ground. The latter would have been even the more relevant given the fragile nature of the peace process and the rapidly changing circumstances in different parts of the country. Despite this lack of a coherent, integrated policy and ever-decreasing monitoring capacities, Dutch-supported mine action in Angola has generally been relevant, effective and efficient. It had a positive influence on the livelihoods of affected populations, contributed to a boost in return and resettlement, rehabilitation, free movement of people and goods and enhanced the general feeling of security in the provinces concerned.

Angola has been able, especially in the post-2002 period, to set up an institutional framework for humanitarian demining, with components for policymaking and implementation at national and provincial levels – as detailed in a Strategic Plan 2006-2011. In practice, however, the system still faces many problems, due to a lack of human capacity (technical and managerial) as well as a lack of transparency and accountability. As a result of weak national institutions, the INGOs have by far been the most effective contributors to building national capacities in the area of humanitarian mine action in Angola. This holds particularly true for operational expertise in clearance techniques. In fact, most Angolan deminers and senior demining staff, whether working for Angolan organisations or not, have been employed and trained by either one of the INGOs. What has been less successful so far is the full transfer of responsibilities to national bodies.

Regarding the general trend in the mining sector, there is a definite move away from the idea that for people to live and work safely, humanitarian mine action should focus on the actual removing of all mines and UXO. “Smart demining” and solutions-based approaches are being explored and tested, with the active participation of local communities. In fact, many communities consider mines as “just” another hazard they have to live with, while other problems might be more important to their minds. This notion could lead to a changing role for demining organisations in the mid-term, from technical disposal to a more integrated community-inspired development.

On a more conceptual level, it is useful to capture these findings in a simple graph. For this purpose, figure 1 combines the four chapters on relevance, effectiveness, efficiency and sustainability, dividing them into a short- and a long-term overview (left for short-term, right for long-term), and features an indicator for the qualitative 'score' on relevance (triangle below). In both upper quadrants, score indicators are given by a green cross (for mine clearance) and a blue octagon (for capacity-building). These scores show to what extent short-term goals (effectiveness in relation to efficiency) and long-term goals (effectiveness in relation to sustainability) have been achieved in the period under consideration (indicated as high versus low). In the additional graph below, a purple circle inside the triangle stands for the relevance of the evaluated

activities for either donor policies, national or local interests. Even though this presentation falls short of reflecting the underlying dynamics and the unique details of this case study, it allows for a more aggregate view on the way Dutch HMA activities have turned out over the years.

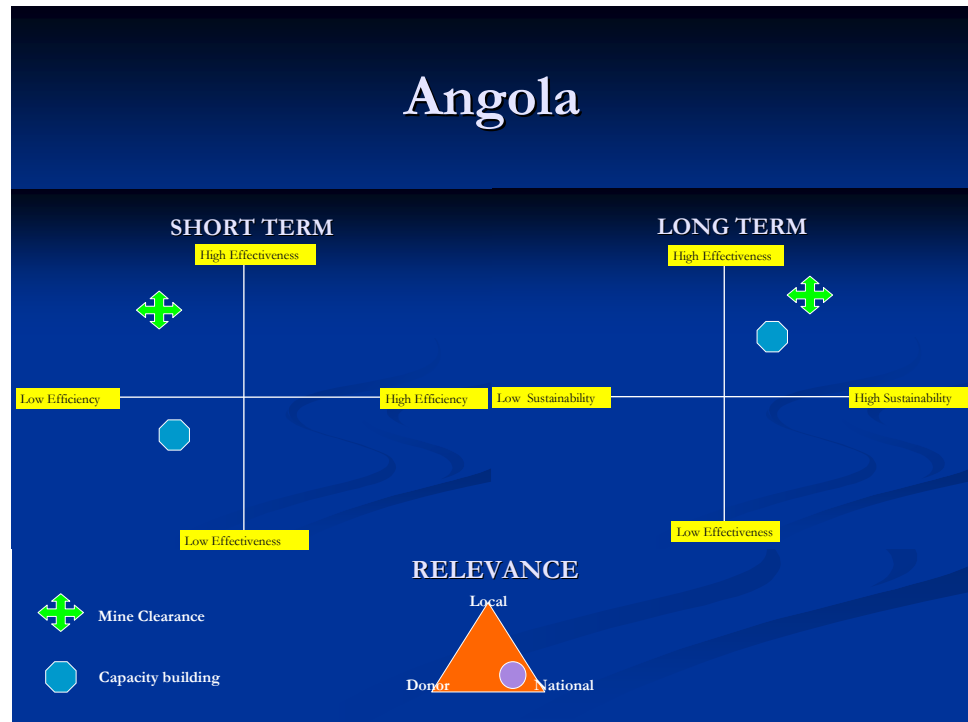


Figure 1 Visualisation of findings.

Recommendations

On the basis of the evaluation of the humanitarian assistance by the MFA to HMA activities in Angola over the years 1996-2006, the evaluation team presents the following recommendations:

- Reconsider the decision to terminate all financial assistance to HMA in Angola by the end of 2007. Given the scale of the remaining mine/UXO problem in the country, there is still a great deal to be done. National authorities should be supported by the international community, in combination with INGOs that can and – due to lacking capacity on national level to date – must play their part in addressing the humanitarian needs of the most vulnerable communities.
- Redefine the objectives as well as the beneficiaries of its financial assistance. Angola’s Mine Action Strategic Plan 2006-2011 should serve as the key reference in this regard.
- Ensure regular monitoring activities, preferably by proxy. This could be done for example by joining up with other like-minded donor agencies.
- Integrate demining efforts in existing development plans for the province in question in order to ensure sustainable impact. If none such plan exists, encourage national or local authorities to do so before demining funds are being granted.

I Aims, Objectives and Scope of Evaluation

The aim of this evaluation is to examine and evaluate Dutch financial assistance for humanitarian demining activities in the period 1996-2006. This evaluation is the second part of a broader policy evaluation of Dutch efforts to control landmines and explosive remnants of war which examines two types of policy instrument, political and financial. The first part, carried out separately by the Policy and Evaluations Department (IOB) of the Netherlands Ministry of Foreign Affairs (MFA), examines the political and diplomatic efforts undertaken by the Netherlands to expand, tighten and enforce existing international legal instruments in the area of conventional arms control. The present evaluation assesses the instrument of financial assistance for humanitarian demining in the context of humanitarian aid and post-conflict reconstruction.

The present evaluation has three related objectives (see Annex 1A, ToR):

- 1 to understand how Dutch policy on humanitarian demining was formulated in the period 1996-2006;
- 2 to assess the way in which mine-affected countries and humanitarian demining programs eligible for financial assistance were selected;
- 3 to assess the effectiveness of Dutch financing efforts in this area¹.

The criteria for the evaluation were presented in the Terms of Reference (ToR) as relevance, effectiveness and efficiency. Although IOB did not refer to sustainability, this criterion was added after subsequent discussions with IOB in which the aims and objectives of the evaluation were clarified. Together, these four criteria are commonly used to evaluate development assistance. For this evaluation the following principles were used²:

- *Relevance*
The extent to which humanitarian demining was suited to the priorities and policies of the target group, recipient and donor.
- *Effectiveness*
A measure of the extent to which humanitarian demining attained its objectives.
- *Efficiency*
Efficiency measures the outputs -- qualitative and quantitative -- in relation to the inputs. It is an economic term which signifies that the humanitarian demining used the least costly resources possible in order to achieve the desired results.
- *Sustainability*
Sustainability is concerned with measuring whether the benefits of humanitarian demining were likely to continue after donor funding has been withdrawn.

Based on its three-fold objective, IOB posed three clusters of questions related to the three objectives. The specific questions are listed in the Terms of Reference.

For purposes of the present evaluation, relevance of Dutch demining policy examines how the demining activities fit within the policy priorities of the donor country, policy and planning priorities of the host country and the priorities, needs and wishes of the affected communities. Effectiveness relates to whether the objectives and goals have

¹ In this section, the term 'effectiveness' is used as an overarching concept and refers to all other sub-aspects addressed in this report (relevance, effectiveness, efficiency, impact and sustainability).

² *DAC Criteria for Evaluating Development Assistance*, OECD, Paris, 1991.

been achieved. Efficiency relates to cost-efficiency and timeliness of the demining activities while impact looks at the effects of the demining activities that were undertaken. Sustainability looks at factors that influence the durability of the humanitarian demining activities undertaken, such as capacity-building, mine-risk education and gender.

The evaluation comprised both desk-based and field components. In the first phase of the evaluation Dutch demining policy was analysed to determine the principles on which Dutch demining policy was based, how demining policy was integrated into broader policies on post-conflict reconstruction and how countries eligible for financial assistance and programmes were selected. This analysis was carried out by IOB, mainly through desk-based research. Subsequently, field teams examined the impact and effectiveness of Dutch supported humanitarian demining activities in Angola, Bosnia-Herzegovina and Cambodia. The selection of these countries was made by IOB according to the selection criteria set out in the ToR.

II Introduction

1.1 Country context

In the course of its history, Angola has hardly known any sustained period of peace and stability. For five centuries, Portuguese colonisation was an oppressive and often violent enterprise, with military ‘pacification’ campaigns, forced labour, racial discrimination, etc. – culminating in the bloody repression of popular revolts in the North in the early 1960s. These events led to the establishment of several (competing) national liberation movements, notably the FNLA, the MPLA and later on UNITA. In the period 1964 - 1975, these movements fought as much against each other as against the Portuguese colonial army. In April 1974 a military coup in Portugal signalled the end of the country’s colonial empire. The Alvor peace accord between the three movements, providing for a transitional government with the Portuguese, never stood a chance and soon fell apart. In the 1975 war for domination of the capital Luanda and thus of the newly independent country, the MPLA, backed by a Cuban expeditionary force, beat the combined forces of the FNLA and UNITA, as well as the invading armies of Zaire (now DRC) and South Africa. The MPLA declared independence in Luanda on the 11th of November 1975 and established a one-party state along orthodox Marxist lines.

While the once powerful FNLA withered away as a military force and its cadres were integrated in the MPLA-dominated political power structures, UNITA, led by its founder Jonas Savimbi, began a bush war against the Marxist MPLA government, with the support of the USA, South Africa, Zaire, China and others. In the 15-year period between 1975 and 1990, military confrontations between UNITA and South Africa, on the one hand, and the FAPLA (government army) and Cubans, on the other, were mainly concentrated in sparsely populated areas in the south and the east of the country. On the Government side, the war was financed by oil (mainly off-shore) and diamond revenues. The South Africans not only wanted to contain the Marxist regime on its northern borders, they were also fighting SWAPO and ANC, the (armed) liberation movements for South-West Africa (now Namibia) and South Africa, respectively – both of which had training camps and military facilities inside Angola. The South Africans drew a heavy blow when they were beaten back in a large air and tank battle near the little town of Kuito Kuanavale, in the north of Kuando Kubango province, in 1987-88.

With the end of the Cold War, the politico-military situation in Southern Africa started to change rapidly. An agreement signed in New York in December 1988 provided for the independence of Namibia and the withdrawal of all Cuban (and other foreign) troops from Angola, both to be supervised by the UN (UNAVEM I). In 1991, an internal Angolan peace agreement followed between the MPLA government and UNITA, signed in Bicesse, Portugal. Elections were held in September 1992 under UN supervision, but when UNITA and Savimbi did not get the expected majority, they retreated to Huambo and restarted the war against the Government. Many UNITA leaders and supporters were killed in street fighting in Luanda at the end of October, but the Government forces had virtually disintegrated and could not hold out against well-equipped and organised UNITA units around the country. In the final months of 1992 and the beginning of 1993, UNITA occupied almost the whole of the country, while the MPLA desperately tried to survive and rebuild its military capacity. The 1992-94 war has been the most destructive phase in Angola’s civil war history, especially in the Central Highlands (Bié and Huambo

provinces), but also in other parts of the country, where UNITA had not been a strong presence before (such as in Bengo, Malanje and other more northern provinces).

After many failed peace initiatives, pushed by the UN and the Troika of observer countries (Portugal, USA and Russia), a new agreement was eventually signed in Lusaka in November 1994. Yet, the following four years hardly saw any improvement in the relationship between the Government (since 1996 formally a *Government of National Unity and Reconciliation* of which elements of UNITA formed part) and Savimbi's UNITA. When all negotiation efforts had failed, the Government adopted a 'peace-through-war' strategy, launching a full-out military offensive in December 1998, which only ended in February 2002 with the killing of Savimbi in a remote part of Moxico province, and the signing of the Luena Memorandum soon afterwards between the Government and the remaining UNITA commanders. The 2002 Memorandum revives the main elements of the Lusaka Protocol of 1994, with some updates and adaptations. The only part of the country still not at peace is the oil-rich enclave of Cabinda, where factions of the FLEC liberation movement are still opposing Government forces.

During the many years of war and in the short periods of relative peace, many Angolans migrated to the towns and cities, either to flee the fighting or to look for better economic opportunities. The capital Luanda is said to have between four and five million inhabitants, or around one-third of the country's total population. After 2002, more than 100.000 former UNITA soldiers have been demobilised (only 5.000 were incorporated into the national army), more than 400.000 registered refugees have returned from Zambia and the DRC (according to official UNHRC figures) and many Internally Displaced Persons (IDPs) have resettled, either in their 'areas of origin' or elsewhere. Yet, the degree of urbanisation has not been fundamentally decreased: an estimated 60% of Angola's population is living in urban or peri-urban areas. Mine risks are not believed to have a great impact on peoples' decision whether or where to resettle. The 2002 Luena peace has opened up new economic opportunities, but mainly in urban, not in rural areas, and many people also cite fear of renewed warfare after the elections as a reason not to go back to their villages. Elections are scheduled for 2008 (legislative) and 2009 (presidential).

Since its perceived failures in 1992 and during the Lusaka 'no-peace-no-war' years (1994-98), the international community, and in particular the UN, has been largely discredited by the Angolan regime, especially as far as its political role is concerned. The humanitarian and development agencies (UNHRC, WFP, WHO, UNDP, World Bank, etc.) have still played a significant role in the post-2002 period. However, as the planned UN/EC donor conference also never materialised, Angola's ruling elite increasingly started to define its own path, relying on private investments and non-Western partners such as China for its post-war reconstruction, rehabilitation and long-term development needs.

In general one can say that the Angolan Government is currently giving priority to physical reconstruction (roads, bridges, railways, buildings, power supplies, etc.), to the detriment of the human aspects of peacebuilding and reconciliation (rebuilding trust between individuals and communities, restoring 'social capital'), and social development (e.g. education and health care). The only exception is probably the preparation of the 2008/2009 elections: high priority is given to make the most distant and isolated corners of the country accessible for voter registration, voter education, political campaigning and polling.

1.2 Scope of the mine problem

As all armed forces that were operational during the four decades of war made extensive use of landmines, Angola is one of the world's most affected countries by mines and Explosive Remnants of War (ERW) and the most mine-affected country in Africa. Almost all of its 18 provinces contain large quantities of mines and ERW, with the exception of the province of Namibe.

Concentration is highest in the provinces where most of the military confrontations have taken place, such as Kuando Kubango in the south, Huambo and Bié in the centre, and Moxico in the east, but most other provinces also face serious problems such as blockages of roads and inaccessibility to agricultural land (Landmine Impact Survey (LIS) Angola).

Minefields laid by regular forces (such as FAPLA/FAA, the Cubans or the SADF) tend to be consistent with military logic and doctrine, generally exhibiting regular patterns of mine rows around military installations or other strategic objects (airports, bridges, pylons, telecommunication antennas, etc.) or in defence of towns and cities. Rebel forces, however, and UNITA/FALA in particular, laid mines much more randomly, often to install fear in the population or to stop people from getting out to collect water, food and firewood.

Angola is a vast country with a relatively small population. Theoretically, the land pressure should therefore be less acute than in some other mine-affected countries (see HCSS report on Cambodia). However, the population is concentrated in and around cities and in some densely populated provinces such as Huambo and Benguela, and much of the land is not feasible for agriculture because of poor soil quality, lack of infrastructure and/or low precipitation. Mines and Unexploded Ordnance (UXO) thus constitute just another problem that many semi-urban and rural communities have to live with, in addition to the shortage of available land for housing, cultivation and other activities, and the tensions that this shortage generates, especially in a rapidly changing demographic and socio-economic environment. The pressure is compounded by the fact that many roads and bridges are mine-contaminated, making resettlement, free movement and trade, especially in more remote parts of the country, a risky undertaking. With some minor exceptions, the evaluation team did find a few cases of land conflicts (in general a phenomenon on the increase and a growing concern for many NGOs and others) that had clear link to demining.

The 2004-06 Landmine Impact Survey (LIS) identified the most significant socio-economic effects to be restricted access to agricultural land (50 percent of affected communities), limited access to areas used for firewood, building material and herbs (21 percent), and limited access to roads and paths (10 percent). The threat of mines on primary and secondary roads restricts access and remains a major hindrance to development. Large tracts of the country's rail infrastructure are off-limits and the rehabilitation of water and electricity distribution for much of the country is affected, due to the widespread practice of mining high voltage electricity pylons and water reservoirs/dams during the many years of conflict. Refugee repatriation and reintegration efforts, in the north and north-eastern provinces particularly, were impeded as mines constrained access for UNHCR and other humanitarian agencies.³

³ *National Strategic Mine Action Plan 2006 – 2011*, CNIDAH, 2006, p. 10.

It is estimated that over 1900 villages or settlements, containing over 2.2 million people (approx. 16% of the population), are affected on a daily basis by the presence of landmines and ERW. Around 2% of these communities are assessed as High Impacted, 24% as Medium Impacted and 74% as Low Impacted. According to the Landmine Impact Survey (LIS), there are approx. 2900 Suspected Hazardous Areas (SHA) covering a total area of approx. 1400 km². However, according to UNDP, ‘this is still level 1 survey data (field research to locate mine fields) and can be significantly reduced by technical survey and area reduction techniques’.⁴

1.3 Humanitarian demining and the national peacebuilding process

Humanitarian Mine Action (HMA) in Angola has known some false starts during the early and mid-1990s, when the Bicesse and Lusaka Peace Accords of 1991 and 1994 had given some hope for post-conflict recovery and peacebuilding, only to be followed by new outbreaks of war on unprecedented scale and new mine-laying. Yet, the post-2002 period of peace has benefited from some of the work of the previous decade, in particular the mine awareness campaigns, the landmine survey carried out by Norwegian Peoples Aid (NPA) and others in 1994-96, and actual clearance such as in southern Cunene in 1992.

In the post-2002 period, HMA was initially part of a wider government agenda of social and economic reconstruction and rehabilitation, repatriation and resettlement of refugees and IDPs, and the provision of emergency relief. Priority was therefore given to road access and to the conditions for the movement of people and the distribution of food and other relief items. Only in recent years, a gradual shift has been notable towards the longer-term goals of development and more attention is given to blockages of agricultural land and large-scale infrastructure such as railways and power lines.

According to the 2006-11 National Mine Action Strategic Plan, the following achievements have been made since the cessation of armed conflict in 2002, in addition to the establishment and development of the National Angolan Institute for Demining (INAD), the National Inter-Sectoral Commission for Demining and Humanitarian Assistance (CNIDAH) and the Executive Commission for Demining (CED):

- A total of approximately 30km² has been cleared in 2002-05.
- The LIS started in 2004 and was completed by September 2006.
- Information Management System for Mine Action (IMSMA) was introduced in May 2004 and brought on-line at national and provincial levels.
- 14% of Suspected Hazard Areas (SHA) identified in the LIS have been formally marked.
- Over 2.5 million people have received Mine Risk Education (MRE).
- The number of mine victims is gradually decreasing (from 270 in 2003 to 67 in 2005, up to November).
- Angola signed the Ottawa Convention and introduced International Mine Action Standards (IMAS).

One of the Government’s priorities for the post-2002 years was and still is the opening up of main roads and other lines of communication, initially to allow IDPs and refugees to return and resettle. More recently, this work is done in order to stimulate economic development and provide access to all parts of the country for amongst other things the establishment of local administrations, voter registration (currently in progress), voter

⁴ National Strategic Mine Action Plan 2006 – 2011, CNIDAH, 2006, pp. 9-10.

education, political campaigning and elections (scheduled for 2008 and 2009). Part of HMA is geared to these administrative and political objectives.

1.4 The link to land use

As indicated above, the impact of mines and UXO in Angola is quite unevenly spread over different parts of the country. This applies equally to the impact of humanitarian demining activities on land use. The most dramatic impact has been the opening of primary and secondary roads allowing many thousands of IDPs and refugees to return to their areas of origin, to receive food aid and other relief items when necessary, and to restart economic activities such as agriculture, breeding of cattle or small animals, firewood collection and charcoal burning, etc. Prime examples are the 1997-98 clearance in Bengo by Menschen gegen Minen (MgM), the post-2002 'threat reduction' of roads in Huambo, Bié and Benguela by HALO Trust, and the completed and ongoing work by NPA and MAG in Malanje and Moxico (see Table 2).

The opening of roads has also allowed the Government to (re)establish administrations in formerly inaccessible villages and municipalities and to conduct voter registration for the 2008/2009 elections. It will facilitate the democratic process in general by allowing voter education, organising and campaigning by political parties (in particular opposition parties, as the governing MPLA has all the resources to reach the most isolated places by whichever means) and eventually the setting up of polling stations and voting.

In other provinces, impact has been more localised, though not less crucial for the communities involved. The evaluation team saw many examples of school areas being cleared and made safe, as well as health posts, orphanages, administrative posts, residential areas, water wells and other water collection points, e.g. near bridges. The impact was generally enhanced through rehabilitation projects implemented by other agencies, although it must be said that many of the rehabilitated or rebuilt schools seem to suffer from a lack of teachers. There were few cases of substantial areas of arable land that had been cleared, however, which may be due to the fact that the tasks undertaken by NGOs generally have less an economic than a social and/or humanitarian focus. Another factor might be the general priority setting derived from the LIS, which gives a high impact score as soon as any mine accident has happened, without further consideration of post-clearance economic impact.

Demining priorities in the immediate aftermath of the Luena Memorandum of 2002 were focussing on IDP camps, reception camps and quartering areas for UNITA troops and their families. Consequently, some of the land cleared in the years 2002-04 is no longer in use, as the people involved have largely moved away and the once densely populated sites are abandoned. Obviously, despite the current and long-term impact being low or non-existent, there was a pressing humanitarian need for demining at the time, and the short-term impact has been tremendous.⁵

1.5 Legal and institutional context

The Republic of Angola signed the Mine Ban Treaty on 4 December 1997, ratified it on 5 July 2002 and became a State Party on the 1st of January 2003. In May 2006, Angola indicated it might require an extension of its 1st of January 2007 deadline for

⁵ *Final Report Project Bengo 3c*, project no. AO006803, MgM, 1998.

completion of antipersonnel mine stockpile destruction, but the Mine Ban Treaty does not allow extensions. National implementation legislation was sent to the *Assembleia Nacional* (parliament) in 2005, but has not yet been enacted.

As indicated above, mine clearance was undertaken in Angola for the first time and on a limited scale after the 1991 Bicesse Peace Accord. Badly equipped and trained teams of both FAPLA and FALA cleared roads, railways and areas inside towns and villages. Technical support was given by British and Dutch military engineers belonging to the UN peacekeeping mission (UNAVEM I), as well as by the SADF.

HMA in Angola started in 1995 with the establishment, in the framework of the UN peacekeeping mission (UNAVEM III), of the Central Mine Action Office (CMAO) and the Demining Training Centre (ETAM), followed by the founding of a national institution in the form of the National Institute for the Removal of Obstacles and Explosive Devices (INAROE), supported by UNDP and some bilateral donors. The breakout of renewed hostilities and wavering donor support meant that the institutional set-up and national programming could not be realised, and in the latter half of the 1990s HMA was mainly undertaken by international NGOs such as MgM, NPA and The HALO Trust in some of the relatively safe provinces.

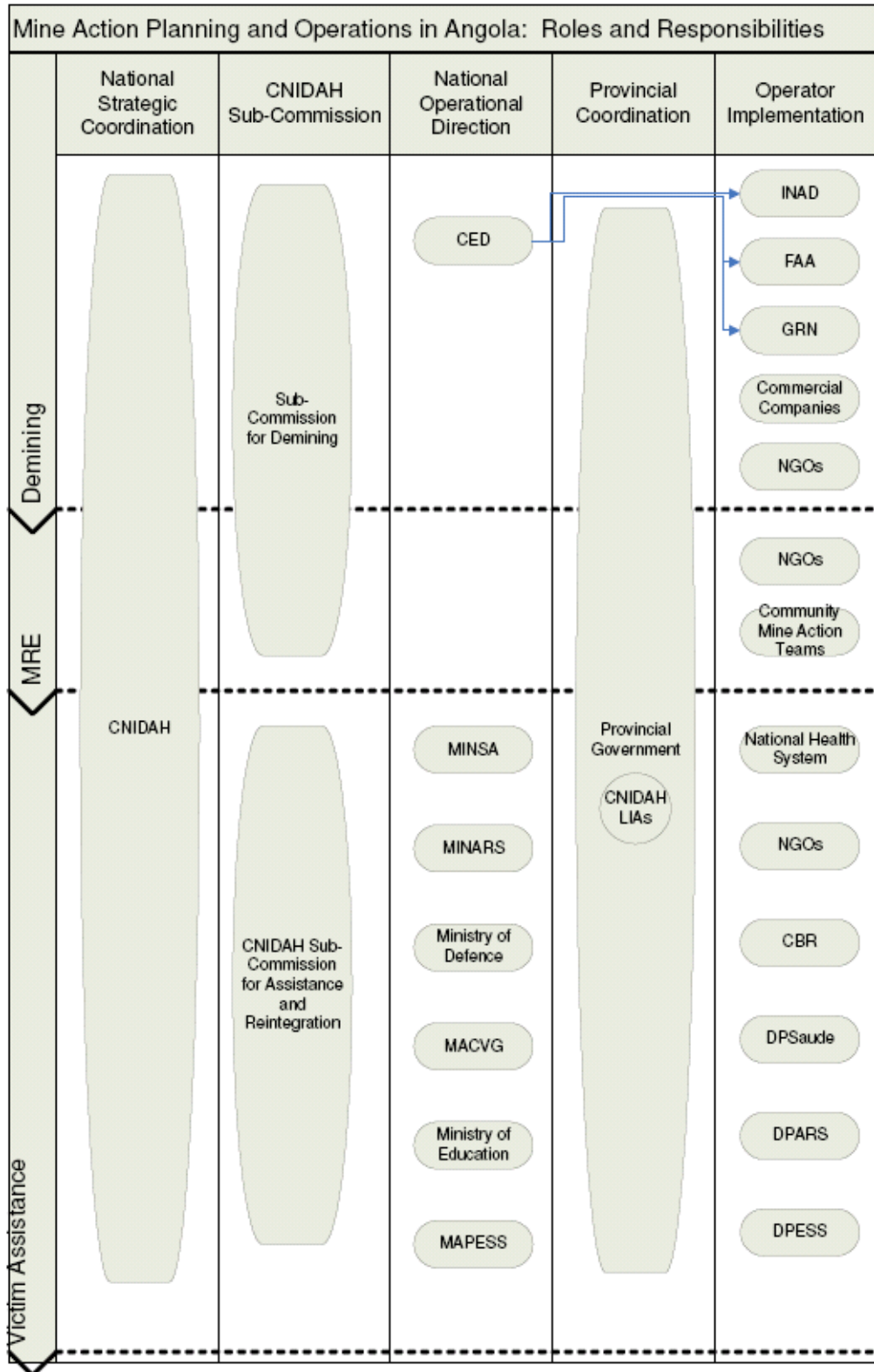
INAROE was eventually dissolved in 2003 and was replaced as the operational agency by the National Angolan Institute for Demining (INAD). INAD not only operates demining teams in various parts of the country, mostly on infrastructural projects deemed to be of national importance, such as railways and power lines, but also manages a demining training institute in Viana, near Luanda. INAROE's policy-setting, planning, coordinating and supervising roles were taken over by the National Inter-Sectorial Commission for Demining and Humanitarian Assistance (CNIDAH), established in September 2001 with a five-year mandate (never formally extended). CNIDAH has representatives from relevant ministries (Health, Education, Defence, Social Reintegration, Foreign Affairs) and other demining agencies such as the international demining NGOs, FAA and INAD, as well as UN agencies, ICRC and national and international agencies working in the areas of mine action (MA) and victim assistance (e.g. HI, GTZ, ANDA, etc.). CNIDAH manages the national database and receives technical support from UNDP. At the provincial level, the Vice-Governor, who is assisted by a Sala Operativa (operations room) for practical liaison, planning, coordination and implementation, represents CNIDAH.

In 2005, when Switzerland returned some USD 21 million of frozen UNITA assets to Angola on the condition that they be used for agricultural vocational training and mine action, a new coordinating body was set up for the latter, the Executive Commission for Demining (CED). The CED functions as an umbrella for the three Angolan public demining operators, viz. INAD, FAA and GRN (the office established by the President for managing the Chinese credit line of USD 4,4 billion).

As one of the big donors of UNDP's support for CNIDAH and CED, as well as to other HMA activities, including a Rapid Response Fund of € 2 million and € 19 million for demining by international NGOs (currently NPA and HALO Trust, until end of 2006 also MAG and INTERSOS), the EC is monitoring and providing technical assistance to virtually all national and international agencies and institutions active in the area of HMA.⁶ Table 1 provides an overview of the roles and responsibilities of the different institutions.

⁶ *National Strategic Mine Action Plan 2006 – 2011*, CNIDAH, 2006, p. 11.

Table 1 Roles and responsibilities of mine action in Angola⁷.



⁷ National Strategic Mine Action Plan 2006 – 2011, CNIDAH, 2006, p. 42.

1.6 Dutch-supported humanitarian demining activities

Table 2 HMA-activities funded by the Netherlands in Angola⁸.

| Programme number | Year | Expenses (in €) | Programme description | Channel | Location |
|------------------|-----------|-----------------|---|----------------------------|---|
| AO005903 | 1996 | 587,645 | UNICEF contribution | UNICEF | Bie, Huambo, Bengo, Huila, Moxico provinces, INAROE |
| AO005904 | 1996-1998 | 2,643,392 | NPA contribution (through KZA-NL), Benguela, Huila, Huambo and Cunene provinces, integrated mine action | Norwegian People's Aid | Benguela, Huila, Huambo and Cunene provinces |
| AO005906 | 1996-1999 | 1,043,920 | Mine clearance and mine field marking | World Food Programme | Benguela, Huila and Cuando Cubango |
| AO006801 | 1997 | 1,047,755 | Lev. I survey | Norwegian People's Aid | Malanje, Uige, Kwanza Sul, Huila, Namibe, Luanda, Cuene, Lunda Sul, Kuando Kubango, Cabinda |
| AO006802 | 1997-1998 | 1,080,375 | MDD project, CAP 1997 | Norwegian People's Aid | Lobito (Benguela) |
| AO006803 | 1997 | 1,348,365 | Bengo III, road clearance in support of the resettlement of IDP's | Menschen Gegen Minen | Bengo |
| AO008501 | 1998 | 1,340,000 | Bengo VII, road clearance in support of the resettlement of IDP's | Menschen Gegen Minen | Bengo |
| AO005811 | 1998 | 1,761,000 | Land mine victim support | Handicap International Fr. | No information available |
| WW135102 | 1998 | 908,652 | Mine action programme | Norwegian People's Aid | Cunene, Cuando Cubango, Lunda Norte, Lunda Sul and Cabinda |
| WW152715 | 1999 | 319,311 | Mechanical support for manual demining in southern provinces | Norwegian People's Aid | Huila (Figueira), Benguela (Comango) |

⁸ Bokhorst, M. van, *Organisations and Activities funded by Dutch Development Assistance 1996-2007*.

| Program number | Year | Expenses (in €) | Program description | Channel | Location |
|----------------|-----------|--|--|------------------------------|--|
| WW152716 | 1999 | 220,881 | Battle area clearance by explosive clearance teams in southern Angola | Norwegian People's Aid | Cunene (Ondjiva, Cahama) |
| WW152717 | 1999 | 911,447 | Demining infrastructure Bengo X | Menschen Gegen Minen | Bengo (Caxito) |
| WW165516 | 2000 | 595,085 | Mine action and UXO-clearance Bengo Region | Menschen Gegen Minen via WFP | Bengo |
| WW165518 | 2000 | 420,656 | UXO-clearance and battle area clearance in Malanja, Uige, Ndataland and Hulla, mechanical clearance by Aardvark team Hulla | Norwegian People's Aid | Malanje, Uige, Ndataland and Hulla, Kwanza Norte |
| WW185801 | 2001 | 738,218 | EOD, Aardvark and MDD operations | Norwegian People's Aid | Malanje municipality (Quessua, Lau, Quissole, Catamande) |
| WW185810 | 2001 | 524,198 | Mechanical support to manual demining | Halo Trust | towns of Kuito, Huambo |
| WW192402 | 2002 | 508,000 | Humanitarian Demining Programme | Norwegian People's Aid | Malanje, Kwanza Norte, Huila and Moxico |
| WW192404 | 2002 | 589,645 | Halo Trust Appeal 2002 | Halo Trust | Benguela, Huambo, Bie, Cuando Cubango |
| 4423 | 2003-2004 | 449,674 | Norwegian People's Aid: integrated mine action 2003 | Norwegian People's Aid | Malanje, Huila and Moxico |
| 6323 | 2003-2004 | 596,631 | Global Appeal Halo Trust 2003 | Halo Trust | Benguela, Huambo, Bie, Cuando Cubango |
| 6607 | 2004-2007 | 375,076 (2004) 627,226 (2005) 600,000 (2006) | Multi-year funding Halo Trust, contribution 2004 | Halo Trust | Bie and Huambo |

| Program number | Year | Expenses (in €) | Program description | Channel | Location |
|----------------|-----------|------------------|---|----------------|--------------------------------|
| 6608 | 2004-2007 | 900,000 (2004) | Multi-year funding | Norwegian | Malanje, Kwanza Sul and Moxico |
| | | 880,000 (2005) | Norwegian People's Aid, contribution 2004 | People's Aid | |
| | | 900,000 (2006) | | | |
| 6609 | 2004-2007 | 710,571 (2004) | Multi-year funding | Mines | Cunene and Moxico |
| | | 1,000,000 (2005) | Mines Advisory Group, contribution for 2004 | Advisory Group | |
| | | 1,000,000 (2006) | | | |
| 6610 | 2004-2007 | 139,535 (2004) | Multi-year funding | Handicap | Huambo, Benguela and Huila |
| | | 155,935 (2005) | Handicap | International | |
| | | 124,186 (2006) | International, contribution for 2004 | | |

The total amount of Dutch funding over the 1996-2006 period, according to these figures, was € 24,556,313.

The Netherlands has never given direct financial support to any of the above-mentioned governmental demining institutions because of the unreliability of the Angolan institutions.⁹ Its HMA-funding in Angola started in 1996 with two grants to international NGOs, viz. one two-year grant for mine awareness, training of deminers and clearance in Benguela, Huíla, Huambo and Cunene provinces by NPA (through KZA), and a one-year grant, channelled through WFP, to NPA (for survey and clearance in support of the return of IDPs and the rehabilitation of rural infrastructure in Malanje, Kwanza Norte and Benguela), HALO Trust (Bié, Huambo and Benguela) and MgM (road clearance and bridges in Bengo). Total commitment in 1995-97: approx. € 11,5 million. From 1997 onwards, these three specialised international NGOs were funded directly, for the continuation of both survey and clearance activities in order to improve the humanitarian situation in non-war zones (total annual amounts varied from approx. € 3 million in 1997 to approx. € 1 million in 2001). After the war restarted at the end of 1998, the funding level was halved, but not terminated, as international rules would have required.¹⁰ The decision to continue funding was taken on humanitarian grounds and in order not to destroy the investments in capacity and equipment made in previous years.

Funding to MgM stopped in 2000, after problems with the reporting and accounting procedures.¹¹

MAG has been active in Angola since 1996, but received its first Dutch grant only in 2004, in the form of a four-year institutional TMF grant, which has been co-financing mine clearance in Moxico, Lunda Sul and Lunda Norte.¹² As its funding decreased and operating costs in these vast and isolated provinces are extremely high, MAG was forced to close down some of its more distant operations and is now only working in and around Moxico's capital Luena and on the road south towards Lumbala-N'guimbo. In addition to the Netherlands Ministry of Foreign Affairs, MAG in Angola is funded

⁹ This internal judgement by the Ministry of Foreign Affairs is verified by various confidential documents between 1999 and 2000.

¹⁰ Article 1c on the Convention on the prohibition of the use, stockpiling, production and transfer of anti-personnel mines and on their destruction (Ottawa Convention), 18th of September 1997.

¹¹ *Information regarding the Possibility to Redirect Funds*, DJZ/BR/0334-02, MFA, The Hague, 11-04-2002 and *Approval to redirect fund*, HH/0940/02s, MFA, The Hague, 6 August 2002.

¹² *TMF Project Proposal 2004-2007*, project no. 6609, MAG, 2003.

by the EC (till end of 2006), the US Department of State, DFID, Netherlands Refugee Foundation (Stichting Vluchteling – for MRE), UNHRC (in-country) and Adopt A Minefield (AAM, UK).

NPA started working in Angola in 1989 as a relief and development agency, implementing health and rural development projects. Its humanitarian demining programme dates from 1994. The first task was to survey, at the request of the UN, the coastal provinces and areas designated for demobilisation camps and to clear the main road Luanda-Malanje. In addition to its HQ in Luanda, NPA used to have three mine action bases from which mine action operations were carried out, namely Malanje, Luena, and Lubango. Originally operating in 12 provinces, NPA had gradually to restrict its action radius, in order to become more focussed and cost-efficient. In 2006, its base in Luena was closed down. It now works in four provinces, viz. Kwanza Sul, Kwanza Norte, Malanje and Huíla. The humanitarian demining programme is currently financed by SIDA, USAID, DANIDA, the Netherlands Ministry of Foreign Affairs, and the Norwegian state oil company Statoil. Current Dutch funding comes from a four-year TMF programme grant (2004-07) at € 8,000,000 (worldwide). The allocations to Angola were € 900,000 (2004), € 880,000 (2005) and € 900,000 (2006).¹³

The other two mine clearance NGOs equally received four-year TMF programme grants (2004-07), to a total of (worldwide) € 8,000,000 (MAG) and € 21,440,555 (HALO Trust), respectively. In the case of MAG, allocations to Angola were € 710,571 (2004), € 1,000,000 (2005) and € 1,000,000 (2006). For the HALO Trust the amounts were € 375,076 (2004), € 627,226 (2005) and € 600,000 (2006).¹⁴ The TMF programme grant ends in 2007 and there is no indication that the thematic funding will continue after this period.¹⁵

The HALO Trust began working in Angola in 1994 and set up its HQ in Huambo. It concentrated its work on the three central provinces of Huambo, Bié and Benguela, and more recently started to work as well in Kuando Kubango to the south, clearing the heavily-infested area (both mines and UXO) around Kuito Kuanavale. HALO Trust is the largest demining NGO operating in Angola, with a staff of over 1,100, including 504 *sapadores* (deminers), divided in 72 sections of 7 men each. In addition to the Netherlands Ministry of Foreign Affairs, HALO Trust-Angola receives funding from the EC, the US Department of State, DFID, the Irish and Japanese Governments and FINNIDA. Currently, the Dutch funds cover 7 sections.

Handicap International-Belgium (HIB), active in Angola in the fields of mine risk awareness and mine victim support since 1994-95, received a TMF programme grant for work in Angola and Iraq € 1,4 million for the years 2004-07 (maximum of € 350,000 per year). The programme in Angola involves training and MRE activities, physical rehabilitation and reintegration of mine victims and other handicapped people and a contribution to the sustainability of orthopaedic centres in Benguela and Lubango.

¹³ *Theme Based co-financing Demining 2004-2007 project nos. 6607, 6608, 6609 and 6610, HH-0592, MFA, The Hague, 2003.*

¹⁴ *Theme Based co-financing Demining 2004-2007 project nos. 6607, 6608, 6609 and 6610, HH-0592, MFA, The Hague, 2003.*

¹⁵ The TMF funding of 2007 is not included in this evaluation.

According to its reports, HIB allocated € 150,000 per year to Angola, but, these budgets were not fully used (2004: €60,518; 2005: €135,236).¹⁶

¹⁶ *Annual Report 2004* and *Annual Report 2005*, project no. 6610, HIB, 2005. In 1998, Handicap International-France (HIF) received a Dutch grant at € 1,761,000 for mine victim support, but it has not been possible to include this in the current evaluation, as the Ministry could not provide the team with any documentation concerning this grant or the activities carried out, nor has it been possible to obtain such information from the organisation in question.

III Findings

1 Relevance

1.1 Introduction

This chapter describes the relevance of the Netherlands funded humanitarian demining activities in Angola. It starts by providing an overview of how the demining activities fit within the overall policy priorities of the Netherlands while outlining the duration, scale and modus of the HMA assistance. Subsequently, it addresses the policy and planning priorities of the Angolan government and how the Netherlands funded demining activities fit the priorities, needs and wishes of the affected communities.

1.2 How did humanitarian demining relate to Dutch policy?

There is no specific Netherlands demining policy for Angola. From 1991 to 1997, following the Bicesse Accord of May 1991, some 230 Dutch troops and police officials took part in the UN's peacekeeping and election monitoring efforts (UNAVEM II and III). Support for mine clearance began in 1995-96. Chief activities were training provided by 34 Dutch soldiers and funding of mine clearance and mine awareness education by specialised NGOs. Costing over € 12 million from 1995 through 2005, mine action accounted for more than two-thirds of all Dutch 'peacebuilding' aid in this period.

Humanitarian assistance officially ended in 2005 and since then Dutch aid is limited to the following:

- Multilateral contributions (UN agencies, World Bank, EC).
- Co-financing and other non-governmental channels (Cordaid, ICCO, Oxfam Novib, NiZa and others).
- A special fund managed by the Embassy in Luanda in support of human rights (incl. land rights), good governance and freedom of the press/independent media (in 2006 a total amount of € 900,000).¹⁷
- Contributions to regional programmes in which Angola participates, such as the HIV/Aids-programme for Southern Africa and the Multi-Country Demobilisation and Reintegration Programme (MDRP) in the Great Lakes Region, implemented by the World Bank (the Netherlands is a major contributor to the Multi-Donor Trust Fund for this programme).

The last component of remaining Dutch aid is the funding of four international mine clearance NGOs (and Handicap International) which started in 1995-96 and has continued up to the present day.¹⁸ As indicated above, this support to demining was initially part of the humanitarian assistance of the Netherlands to Angola, but as the wider programme was closed down, it has gradually become a rather isolated phenomenon without any linkage to other Dutch-funded activities. Consequently, in the

¹⁷ *Unsuspected links*, p. 34.

¹⁸ *Dutch Policy before 1999*, 24 400 V, no 2, House of Representatives, 1995 – 1996, *Policy Regulations HMA 1999, 2001, 2004*, MFA, The Hague. See Table 2.

case of Angola the evaluation team has not been able to detect any degree of coherence and/or integration (only as far as demining is concerned) in the use of the various instruments and resources of Dutch policy.

Over the 10-year period, funds for demining in Angola have come from various budget lines, such as the Southern Africa Programme, Emergency Aid, the Thematic Co-Financing Fund and the Stability Fund. In principle, the existing demining assistance arrangements will be terminated at the end of 2007.

Humanitarian assistance

Dutch humanitarian assistance has provided the main policy framework to assess financial assistance to HMA in Angola. This framework follows international standards and stresses relief aid to refugees, IDPs and staying-behind or neighbouring populations, as well as assistance in the first phase of rehabilitation until the situation prior to the conflict (or natural disaster) is re-established.¹⁹ This last criterion is hardly applicable to the Angolan case, as the various wars have lasted for over 40 years and there can be no question of returning to the situation *ante*. Yet, the demining assistance was certainly at various points in time (post-Bicesse, post-Lusaka, post-Luena) expected to contribute to the first post-conflict rehabilitation phase – albeit that in two of the cases this expectation didn't borne out. In terms of target groups, it fitted the criteria at all times (refugees, IDPs, staying-behind population).

As far as the policy framework for humanitarian demining is concerned, financial assistance to Angola has been largely in line. Priority was given to actual mine-clearing projects in areas with the greatest risk to the population, training and capacity-building were emphasised, already funded projects were given priority over new ones. Organisations funded by the Netherlands complied with international standards and guidelines, and worked preferably with manual detection supported by mechanical means. Promotion of local employment has been put into practice and is on the increase.²⁰

General policies

The Netherlands has had a diplomatic relationship with Angola for over thirty years. Given the impossibility to conduct development activities in the midst of the civil war that had erupted between the MPLA-Government and UNITA, Dutch bilateral aid to Angola, since 1976, had for many years the character of emergency relief for IDPs and rehabilitation support.²¹ Up through 1990, total net bilateral development assistance from the Netherlands to Angola was the third largest after that of Sweden and Italy.²² Only after the signing of the Lusaka Peace Accord in November 1994 and despite the fragility of the peace that it brought about, a more structural development programme was formulated in 1997, to be suspended again in August 1998, due to the worsening security situation and the souring relationship between the Angolan Government and the international community in general.²³

¹⁹ *Dutch Policy before 1999*, 24 400.

²⁰ *Policy Framework Humanitarian Demining*, MFA, The Hague, 1999.

²¹ Dutch bilateral aid started in 1976 when the Embassy was opened in Luanda.

²² Sogge, D., *Papering over the gaps: Dutch development policy and post-independence fragility in Angola, Guinea-Bissau and Mozambique*, CES Working paper no. 262, December 2006.

²³ Embassy of the Kingdom of the Netherlands, *Unsuspected links; thirty years diplomatic relations between Angola and the Netherlands (Onvermoede Banden; dertig jaar diplomatieke betrekkingen tussen Angola en Nederland)*, Luanda, June 2006, p. 33.

Bilateral development aid officially ended in 1998, with an exit strategy of several years. Since 2000, Angola only qualified for humanitarian aid, next to limited support in the field of human rights and good governance. From 2002 onwards, Dutch humanitarian assistance was significant:

- 2002 – € 12 million
- 2003 – € 9 million
- 2004 – € 5 million
- 2005 – € 2,5 million²⁴

Angola did not qualify as partner or concentration country. However, since the late 1980s, mainly through private aid agencies, Dutch public funds have been among the most important in stimulating the growth of local NGOs. A number of Dutch NGOs (among them ICCO, Cordaid, Oxfam-Novib, NiZA) are still actively supporting Angolan civil society partners.

1.3 Did the activities fit the priorities of national and local authorities?

1996 – 1998

During the first years of Dutch funding the National Institute for the Removal of Obstacles and Explosive Devices (INAROE) was the national body responsible for policymaking and demining in Angola. Although a national demining plan existed, there was no clear national policy. INAROE was supported by several donors and collaborated with international NGOs, but the lack of capacity and distrust on both sides made it impossible for INAROE to fulfil its duties. Over the years the distrust between INAROE, the UN (UNAVEM and UNOPS), governments and donors only grew, due to the disappearance of funds, priority given for mine clearance in diamond provinces, and ongoing rumours of donor funded cars/trucks being sold for personal gain. Therefore the Netherlands preferred to fund international demining organisations directly, or through organisations such as WFP (resettlement of IDPs) and UNICEF (mine awareness). The Dutch Ministry of Defence did support capacity-building by seconding Dutch military/technical demining instructors to the Demining Training Centre of UNAVEM and later UNOPS.²⁵

In the absence of a clear national policy, the demining organisations themselves together with the UN set the priorities. These were, in these post-Lusaka years of ‘no-peace-no-war’: mine awareness, mine clearance in support of the return and resettlement of IDPs, and meeting the humanitarian needs of the population in IDP camps. These priorities are clearly reflected in the activities of the demining organisations in that period, such as UNICEF and MgM. With funding from the Netherlands, NPA, MAG and The HALO Trust started surveying and mapping Angola’s minefields, with a view of creating a tool for better planning and prioritisation, but the work remained incomplete because of the war.²⁶ Years later the information collected was used for the LIS.

1998 – 2002

²⁴ *Unsuspected links*, p. 34.

²⁵ *Continuation Dutch Participation on Demining Activities Angola*, DVN/LUA/bew/00063, 1997.

²⁶ *Final Report Level I Survey*, project no. WW135102, NPA, 1998.

In the course of 1998 the security situation deteriorated rapidly. In December the Angolan Government decided to end the war by military means and open warfare broke out again. MONUA (the downsized UN observer mission that had followed up UNAVEM III in June 1997) was asked to leave, and only a small human rights mission remained, named UNOA (United Nations Office in Angola), to ‘liaise with political and civilian authorities with the view to exploring measures for restoring peace’.²⁷ The UN Mine Action Programme had been brought to a virtual halt because of the renewed fighting, which forced the withdrawal of international peacekeepers and monitors from key provincial cities. As a result, the Netherlands permanently suspended the work of the military demining instructors.²⁸

In the course of intensifying military activities, the Angolan government forces and UNITA started to lay mines again and stopped the demining of identified minefields. The Angolan government openly acknowledged violating the Ottawa Convention.²⁹ During this stage of the conflict there was a total discrepancy between Angolan policies and priorities and the Dutch funding priorities. Because of the renewed laying of mines, IDPs and returning refugees were in growing danger. The need for demining and humanitarian assistance increased while the number of mine accident victims grew rapidly.

When the war restarted in the end of 1998, the Netherlands Embassy conducted close monitoring of Dutch funding priorities and projects. This enabled the Embassy to inform the Ministry of Foreign Affairs when there was a discrepancy in the priorities of funding according to their assessment.³⁰ There is one incident where the Embassy directly intervened in the allocation of funds by the Ministry of Foreign Affairs.

The Angolan violation of the Ottawa Convention forced the Netherlands to revisit its policy. Although the Convention states that no State Party under any circumstances should ‘assist, encourage or induce, in any way, anyone to engage in any activity prohibited’³¹, which led to a stop or a decrease of financial support by some countries, the Netherlands Government decided that a stop would destroy the prior investments made in the rather successful tasks and would victimise the civilian population. Therefore it only decreased the level of funding, changing its priorities to ‘emergency humanitarian demining’, i.e.:

- Temporary housing for IDPs and access to humanitarian aid.
- Resettlement of IDPs/NIDPs to their regions or origin.
- Conducting mine clearance in areas where IDPs can take (temporary) refuge and cultivate their own plots, in order for them to be as independent as possible from aid organisations.³²

In the western (coastal) provinces of Angola, there was less military activity and so the Dutch funded demining activities were able to continue there on a small scale.³³ Due to the diminishing role of humanitarian and development aid, the Embassy’s capacity to monitor projects and programmes equally decreased and had by 2002 virtually come to

²⁷ Paulo, Manuel J., “The Role of the United Nations in the Angolan Peace Process”, *Accord Issue 15*, 2004, p. 33.

²⁸ *Memorandum Angola/Demining*, Embassy of the Kingdom of the Netherlands, 1999, Luanda.

²⁹ SMSP of the Ottawa Convention, Geneva, 2000.

³⁰ *Annual Plan 1999*, Embassy of the Kingdom of the Netherlands, Luanda, *Annual Plan 2000*, Embassy of the Kingdom of the Netherlands Luanda and Correspondence between Embassy of the Kingdom of the Netherlands Luanda and MFA the Hague, 28 September 2000.

³¹ Article 1c on the Convention on the prohibition of the use, stockpiling, production and transfer of anti-personnel mines and on their destruction, (Ottawa Convention), 18 September 1997.

³² Mail Embassy of the Kingdom of the Netherlands Luanda, LUA/2010/00073, 25 August 1999.

³³ LUA/2011/00092, Embassy of the Kingdom of the Netherlands Luanda, 06 April 1999.

a halt. There has been no monitoring of Dutch funded projects on a regular basis, nor has there been a prior evaluation of the Dutch funded HMA programme in ten years time.

Post 2002

Post 2002, a clear shift occurred in the attitude of the Angolan Government with respect to the landmine issue and demining. It ratified the Ottawa Convention and put MA high on the national agenda, as part of national reconstruction and rehabilitation. The shift was foreshadowed with the establishment of the National Inter-Sectoral Commission for Demining and Humanitarian Assistance (CNIDAH) as a national demining institution in July 2001.

In order for CNIDAH to develop national policy and planning priorities, it was necessary to have an indication of the mine problem on a national scale. The Survey Action Centre (SAC) was tasked to conduct a level-one Landmine Impact Survey (LIS), in collaboration with INAROE's successor, the National Angolan Institute for Demining (INAD), as well as five international NGOs, viz. NPA, The HALO Trust, MAG, Santa Barbara and INTERSOS. The LIS was completed in 2006 and its final draft will be published in 2007. It is the first official document mapping the Angolan mine problem providing an insight into the number and location of the high, medium and low landmine-impacted communities, as well as Suspected Hazardous Areas (SHA) and economic blockages, on the basis of information gathered by the survey teams in all of Angola's 18 provinces. Although the information the document contains is already outdated, the survey data is the most important tool used by all major actors to set the priorities at a national, provincial, municipal and community level.³⁴

In 2006, CNIDAH developed a five-year Mine Action Strategic Plan (2006-2011). The plan included the findings of the LIS and linked MA to national reconstruction and development by addressing crosscutting themes from the United Nations Development Assistance Framework (UNDAF), the Angolan Poverty Reduction Strategy Paper (ECP/PRSP) and the Millennium Development Goals (MDG). Based on the national Strategic Plan and the five goals CNIDAH wants to achieve by 2011, annual national and provincial work plans were elaborated.

CNIDAH is also responsible for the IMSMA database for Angola, as well as for MRE and victim assistance. As operational planning, in particular with respect to the Angolan public deminers, has shifted towards the Executive Commission for Demining (CED)³⁵, CNIDAH is turning its attention more and more to these areas. However, most outside observers consider CNIDAH's technical and management capacity far below what would be needed, and serious doubts still exist with regard to the transparency of its procedures – which, for that matter, also applies to the CED.

Planning and priority setting at provincial level is the responsibility of the Vice-Governor who represents CNIDAH in the province, assisted by a *Sala Operativa* (operations room), consisting of a Liaison Officer (one per province) and a Field Assessor (one per three provinces). As indicated above, these plans are in principle based on the LIS data and the CNIDAH Strategic Plan, but planning is also flexible as the LIS is not always accurate or up-to-date (some areas could not be reached).

³⁴ *Landmine Impact Survey: Republic of Angola*, Survey Action Centre, draft May 2007.

³⁵ The CED is the coordinating demining commission in Angola and is composed of the Angolan Armed Forces (FAA), the Office for National Reconstruction (GRN) and the National Institute for Demining (INAD), headed by the Ministry of Assistance and Social Reintegration.

In general, the international demining NGOs will take care of humanitarian and community needs, while economically and strategically motivated tasks will be allocated to INAD or the FAA (coordinated at the national level by the CED). In practice there is however a large area of overlap; both types of demining operators do a lot of work on roads and bridges. The opening of communication lines, especially roads, is one of the priorities for national reconstruction and its potential impact is both economic and social.

All NGOs indicate that the quality and intensity of their liaison with the provincial structures vary considerably, depending on the interest and competence of the officials in question and their own efforts in keeping the contact going. In actual practice the NGOs don't receive 'task orders', which means they are free to follow their own 'bottom-up' priorities and those of the communities they aim to work for, without too much 'top-down' interference from national or provincial authorities. Some mentioned that the whole consultation and planning process had the character of 'going-through-the-movements'. Their main external guidelines came from their donors, some of whom put strict criteria on what they want or don't want to see cleared. The Dutch funding is generally appreciated by the NGOs for its open character and flexibility, while this is precisely a point of critique for others, who would advocate a stricter approach, encouraging international NGOs to be more accountable to the Angolan national and provincial authorities.

The weakest point with respect to the international NGOs funded by the Netherlands, concerns the integration of their activities into a national Angolan policy framework. The virtual lack of such a framework and its necessary operationalisation until 2006,³⁶ and the lack of transfer of responsibilities to the national authorities, due mainly to a lack of capacity on the Angolan side, largely contributed to this situation. The funded NGOs are certainly contributing to Angolan capacities by providing their own Angolan staff, both technical and managerial, with training and career opportunities and in some cases these strengthened capacities have been transferred to national Angolan structures. As mentioned above, the decision not to suspend funding in 1998 was taken on humanitarian grounds (a valid point in terms of the formulated policy), as well as with a view to not losing previous (capacity-building) investments.

As regards the lack of Angolan capacity, the Netherlands could have taken a more proactive stance, although direct support to Government institutions or agencies would have involved a risk, given their renown unreliability and lack of transparency.

1.4 **Did the activities reflect the needs of affected communities?**

Through the period 1996–2002 there was hardly any national policy of the Angolan government that took the priorities, needs and wishes of mine affected communities into account. Generally speaking, the needs of refugees and IDPs were put first by donors (such as the Ministry of Foreign Affairs).³⁷ As there was insufficient information available on the extent of the mine problem or the location of minefields, and as the war put serious limitations on their work, it was up to the individual demining organisations how to take account of the priorities of the affected communities for their programming. In theory, this situation has changed since 2002. Currently, affected communities do have access to the demining planning and prioritisation process at provincial level by

³⁶ Up to 2004 when the first Strategy to Combat Poverty (ECP) was drafted.

³⁷ *Dutch Policy before 1999*, 24 400, Budget Realisation Emergency Aid, MFA, The Hague, 1997.

making representations to the Vice-Governor and the *Sala Operativa*.³⁸ Local communities, often represented by the Administrator of the village or municipality and/or by the soba (traditional chief), bring their concerns and needs to the Vice-Governor and the *Sala Operativa*, as well as to others, such as development agencies, local NGOs and government departments. The evaluation team confirmed that parties do equally contact these structures when they have an urgent demining task or other mine or UXO-related problem.³⁹ Tasks are then prioritised and allocated in consultation with the demining operators active in the province and other stakeholders, on the basis of urgency and operators' capacity. If there is a Provincial Development or Investment Plan, this is taken into account as well.⁴⁰ In practice, the procedure is sometime the reverse. The NGO brings its list of high priority tasks, which is then discussed with the provincial government, and adjusted if needed. Even in its final form the annual plan may be subject to change: tasks have been moved up and down the list when priorities change.

The demining NGOs also have more structural mechanisms in place to ensure that community needs and concerns are taken into account in the elaboration of their annual plans. In the first place, information from affected communities formed a large part of the input into the LIS, which remains, despite the weaknesses and shortcomings noted by many of its users, an important tool for planning and priority-setting. Secondly, the NGOs have ongoing contact with the communities in the area where they work, before, during and after demining. The HALO Trust has its Combined Teams, while NPA and MAG are developing and implementing even more participative and integrated approaches through their Community Liaison (CL) teams.

For HALO Trust, casualty reduction is the main goal of their work, in combination with freeing up land for resettlement.⁴¹ The criteria of the LIS have been criticised, in that historical accidents rather than the risk of future accidents (related e.g. to the proximity of a minefield to a population centre) determine whether an area is categorised as high-risk and thus a priority for clearance. Before embarking on a task that might be considered a priority on the basis of the LIS, the Combined Teams will revisit the area, look into the situation again and consult with the population. The level of impact of their daily life and the risk of future accidents, as well as current and future land use is taken into account. When the local population reports that the land is not used and will not be used in future, or when the area has already been cultivated for years without any mine accidents, the demining task will be discredited. In the case of a high priority task, the only way to commit the local community to post-clearance land use, would be to have the community to sign a contract, but for Angola HALO Trust does not see this as a viable option. However, when the requesting party is another organisation (the example given being WFP), the organisation has become more cautious and requires a formal written request and eventually a written contract.

Working in what is officially classified as the most affected province, Moxico, MAG uses the LIS data for its prioritisation and annual planning, but updates it through the Community Liaison (CL) process. CL teams conduct the primary route surveying and collect data about blockages through interviewing the local population. The findings are

³⁸ *National Strategic Mine Action Plan 2006 – 2011*, CNIDAH, 2006, p. 28.

³⁹ Annex 2 Field Visit Reports.

⁴⁰ Angola has a top down guidance, bottom-up planning and execution model for mine action, *National Strategic Mine Action Plan 2006-2011*, CNIDAH, 2006, p. 28.

⁴¹ The other priorities are safe transit of people, livestock and vehicles and access to infrastructure. *Multiyear funding application for theme based Co-financing Grant 2004 – 2007*, HALO Trust, project no. 6607.

then translated into a so-called ‘Conflict Analysis’, which maps the location and strength of military units and hardware during the war, the history of armed confrontations, ambushes, etc. (See Annexes: 10 (MAG Strategic Mapping Alto Campo), 11 (MAG Tchwia) and 12 (Conflict Analysis Ludoco)). By isolating (potential) minefields and patterns (mine rows) as well as UXO, these analyses are the starting point for clearance plans, setting the priorities for the area. They allow area reduction on a sound footing, by a process of exclusion (identifying what does not need clearance) rather than the usual inclusion (identifying what needs to be cleared). The last phase is to match the mine clearance plan again with the needs of the local communities and to see if they fit their priorities. In each community, individuals or organisations are identified to serve as liaison for the CL team, before, during and after clearance, and make sure that plans and commitments are followed through.

NPA is also working with CL teams but puts more emphasis on accessibility and ownership on the part of communities, preferring to use less sophisticated technologies for surveying and mapping.⁴² In consultation with these communities, the organisation is moving towards a redefinition of ‘humanitarian demining’. When using this definition, the removal of all mines or land release are not the core issues anymore, but rather the impact that mines and UXO have on the daily life of the community, and how the problems thus identified can be solved, either by clearance, marking or in any other way (‘solutions-based approach’ implying that mine clearance is considered in a wider context of community development).⁴³ In some cases, ‘living with the mines’ is, at least for the short and medium term, the only realistic option. This view is being more and more accepted in Angola, for instance by development agencies such as DW-Angola and ADRA.

1.5 Conclusion

Dutch financial assistance to humanitarian demining activities in Angola has been and continues to be highly relevant, given the country’s reconstruction and development needs and the still underdeveloped national capacities, both operational and managerial. The international NGOs funded by the Ministry of Foreign Affairs constitute a crucial component of HMA in Angola in that they mainly focus on humanitarian needs and the concerns of local communities, rather than on national strategic and macro-economic goals. By their presence and their approach to demining they set an example and an international demining standard that is important if the sector as a whole is to develop and improve, even admitting that the direct transfer of capacities and responsibilities is only at its beginning (as a result of changing policy priorities and investment in time of war).

Relevance in relation to Dutch policies towards Angola is rather more difficult to assess, given the lack of a structural development relationship and the continuously changing perspectives for peace and reconstruction in Angola since its independence in 1975. While in the early and mid-1990s financial assistance to HMA was clearly embedded in the wider humanitarian and rehabilitation support for Angola, and largely in line with the criteria set out for such support,⁴⁴ in later years it increasingly became

⁴² Isaksen, J et al, *Mid-Term Review of the Angola Programme of Norwegian People’s Aid*, Chr. Michielsen Institute, January 2006, p. 13.

⁴³ *A Study of Community Liaison in Mine Action: ToR*, NPA, May 2007.

⁴⁴ *Unsuspected Links*, p. 33.

an isolated element,⁴⁵ while the general Dutch policy frameworks developed into a direction of greater coherence and integration.

⁴⁵ *Annual Plan 2000*, Embassy of the Kingdom of the Netherlands Luanda, see chapter 3 on efficiency.

2 Effectiveness

2.1 Introduction

This chapter starts with examining if the Dutch supported humanitarian demining activities reach its objectives. Subsequently, it looks into factors that contributed to reaching these objectives and if there were any more effective alternatives. It concludes with the outcomes of Dutch supported demining activities, which are divided in short term (return and resettlement) and long term (land use, security of affected communities, peacebuilding and reconciliation and economic development) outcomes.

Table 3 HMA-activities and official objectives undertaken funded by the Netherlands in Angola⁴⁶

| Programme number | Year | Expenses (in €) | Programme description | Channel | Type of HMA activities undertaken |
|------------------------|---------------|--------------------|--|-------------------------------|--|
| AO005903 | 1996 | 587,645 | UNICEF contribution | UNICEF | Awareness |
| AO005904 | 1996- 1998 | 2,643,392 | NPA contribution (through KZA-NL), Benguela, Huila, Huambo and Cunene provinces, integrated mine action | Norwegian People's Aid | Clearance, verification and training |
| AO005906 | 1996- 1999 | 1,043,920 | Mine clearance and mine field marking | World Food Programme | Clearance, training and verification |
| AO006801 | 1997 | 1,047,755 | Lev. I survey | Norwegian People's Aid | Level I Survey |
| AO006802 | 1997- 1998 | 1,080,375 | MDD project, CAP 1997 | Norwegian People's Aid | Dog training and clearance |
| AO006803 | 1997 | 1,348,365 | Bengo III, road clearance in support of the resettlement of IDP's | Menschen Gegen Minen | Clearance, training, verification and infrastructural rehabilitation |
| AO008501 | 1998 | 1,340,000 | Bengo VII, road clearance in support of the resettlement of IDP's | Menschen Gegen Minen | Clearance, training, verification and infrastructural rehabilitation |
| AO005811 | 1998 | 1,761,000 | Land mine victim support | Handicap International Fr. | No information available |
| WW135102 | 1998 | 908,652 | Mine action programme | Norwegian People's Aid | Level I Survey |
| WW152715 (WW152703) | 1999 | 319,311 | Mechanical support for manual demining in southern provinces | Norwegian People's Aid | Clearance and verification |

⁴⁶ Bokhorst, M. van, *Organisations and Activities funded by Dutch Development Assistance 1996-2007*.

| Programme number | Year | Expenses (in €) | Programme description | Channel | Type of HMA activities undertaken |
|---------------------------|-----------|-----------------|---|------------------------------|---|
| WW152716 (WW152704) | 1999 | 220,881 | Battle area clearance by explosive clearance teams in southern Angola | Norwegian People's Aid | Clearance and verification |
| WW152717 (WW152705) | 1999 | 911,447 | Demining infrastructure Bengo | Menschen Gegen Minen | Clearance, verification and infrastructural rehabilitation |
| WW165516 (WW165505) | 2000 | 595,085 | Mine action and UXO-clearance Bengo Region | Menschen Gegen Minen via WFP | Awareness, clearance, training, verification and infrastructural rehabilitation |
| WW165518 (WW165507) | 2000 | 420,656 | UXO-clearance and battle area clearance in Malanja, Uige, Ndatalando and Hulla, mechanical clearance by Aardvark team Hulla | Norwegian People's Aid | Clearance and verification |
| WW185801 | 2001 | 738,218 | EOD, Aardvark and MDD operations | Norwegian People's Aid | Clearance and verification |
| WW185810 (4352) | 2001 | 524,198 | Mechanical support to manual demining | Halo Trust | Clearance, training and verification |
| WW192402 (4377 & 6478) | 2002 | 508,000 | Humanitarian Demining Project 2002 | Norwegian People's Aid | MRE, clearance, training and verification |
| WW192404 (4379 & 6481) | 2002 | 589,645 | Halo Trust Appeal 2002 | Halo Trust | Clearance, training and verification |
| 4423 | 2003-2004 | 449,674 | Norwegian People's Aid: integrated mine action 2003 | Norwegian People's Aid | Clearance, training and capacity-building |
| 6323 (4423) | 2003-2004 | 596,631 | Global Appeal Halo Trust 2003 | Halo Trust | Clearance, training, survey and capacity-building |

| Program number | Year | Expenses (in €) | Program description | Channel | Type of HMA activities undertaken |
|----------------|-----------|---|--|---------------------------|--|
| 6607 | 2004-2007 | 375,076 (2004) 627,226 (2005) 600,000 (2006) | Multiyearfunding Halo Trust, contribution 2004 | Halo Trust | Clearance, MRE, survey, demarcation and verification |
| 6608 | 2004-2007 | 900,000 (2004) 880,000 (2005) 900,000 (2006) | Multiyearfunding Norwegian People's Aid, contribution 2004 | Norwegian People's Aid | Clearance, verification, survey, capacity- building, MRE and impact assessment |
| 6609 | 2004-2007 | 710,571 (2004) 1,000,000 (2005) 1,000,000 (2006) | Multiyearfunding Mines Advisory Group, contribution for 2004 | Mines Advisory Group | Capacity- building, clearance, survey, training and verification, MRE, Impact Assessment |
| 6610 | 2004-2007 | 139,535 (2004) 155,935 (2005) 124,186 (2006) | Multiyearfunding Handicap International, contribution for 2004 | Handicap International | Victim support and rehabilitation, training and capacity-building |

2.2 Did Dutch-supported humanitarian demining reach its objectives?

The overall Dutch objectives evolved throughout the period 1996 to 2006, especially in response to the Ottawa process and AP Landmine Ban Treaty. Since 2000 Dutch policy frameworks have underscored the need for a comprehensive approach to humanitarian demining. Recognising that humanitarian demining is a prerequisite for humanitarian assistance, resettlement of IDPs and rehabilitation, all demining activities should be integrated with other aspects of humanitarian assistance⁴⁷ as well as with social-economic rehabilitation plans, such as UN Consolidated Appeals or national Poverty Reduction Strategies.

The most recent policy framework (2004) broadly defines the primary objective of humanitarian demining as “mine clearance in order to reduce casualties and foster socio-economic development”. The use of local workers and transfer of mine-clearance responsibilities to the national authorities (including capacity-building and training) were listed as corollary policy priorities.

⁴⁷ *Amendment to the Annual Budget of the Ministry of Foreign Affairs for the Year 2000*, House of Representatives Document no. 27 162, no. 8.

1995-1998

Subsequent to the demining assistance by Dutch military personnel in the context of UNAVEM II and III and in addition to the deployment of Dutch trainers in the ETAM demining school in Viana (until the end of 1998), the first HMA activities in Angola funded by the Netherlands Foreign Ministry concerned a combination of mine awareness, survey, and mine clearance, as well as the development of a mine dog detection capacity, over the years 1995-98.⁴⁸

Level 1 survey

The objectives of the Level 1 survey carried out by NPA in 1995-98 was to record, map and document mine and suspected mine sites for all 18 provinces of Angola, in order to enable an effective priority setting of mine awareness, mine verification and demining activities. Bié and Huambo were to be surveyed by HALO Trust, Moxico by MAG and the rest by NPA.

The survey project was closed at the end of 1998, with 15 of the 18 provinces surveyed, provincial reports handed in and the data inserted into INAROOE's Central Landmine Database. Work in Kuando Kubango and Moxico remained unfinished due to the prevailing insecurity in those provinces; only the areas around the provincial capitals of Menongue and Luena were surveyed. Areas with poor survey coverage, due to political unwillingness to cooperate or security threats towards survey personnel during the time of survey, needed to be revisited. The province of Lunda Norte was not yet included at all in the survey. Capacity-building in INAROOE with respect to database management, mine awareness and mine victim assistance was still at an early stage.

Mine clearance and capacity-building

The objectives of the first mine clearance grant (NPA through KZA, 1996-97) were 'to establish a mobile mine clearance capacity being able to support other aid programmes within [Benguela, Huíla, Huambo and Cunene] as an integrated part of the development programmes', as well as competence building and the inclusion of the teams in a national mine clearance organisation.⁴⁹

NPA did in fact train and recruit 148 deminers in their Lobito centre, as well as supervisors, para-medics and other staff (mechanics and drivers), thus creating their first fully Angolan manual demining group (previously constituted groups in Malanje and Kwanza Norte were still partly dependent on ex-pat staff). The new demining group was deployed in platoons or smaller groups in the southern part of Angola, conducting tasks in the provinces of Benguela, Kwanza Sul, Huambo, Huíla and Namibe. Villages, agricultural fields, schools, hospitals, water wells and residential areas were demined, with a view of making people independent from external aid and establish a workable local infrastructure. All tasks were completed successfully. The intended inclusion of the teams in a national mine clearance organisation was not achieved – time was definitely not ripe yet.

⁴⁸ UNICEF project no. A0005903, NPA project no. AO005904, WFP project no. AO005906, NPA project no. AO006801, and NPA project no. AO006802.

⁴⁹ *Project Proposal*, project no. A0005904, NPA, 1996.

Safe return

The primary objective of MgM's road clearance project in Bengo (1996-98) was 'to enable the safe return of IDPs, avoid victims of landmines, and stimulate resettling and cultivation of arable land'. Further objectives were to diminish animosities between former warring parties by cooperating in a joint humanitarian and effective task and to enable the Angolan Government and NGOs to implement administrative structures and development strategies in the area in question.⁵⁰

Most of the objectives were achieved, albeit with delays, due to slow delivery of equipment and goods and the deteriorating security situation in 1998. The main initial project allowed over 56,000 IDPs to return and resettle in their areas of origin, where they were able to restart agriculture and other economic activities. Follow-up activities opened up many primary and secondary roads in the western and northern parts of Bengo province and disposed of many minefields, UXO and ERW (ammunition dumps) in and around population centres such as Ambriz.⁵¹

Around the same time, WFP received a grant for clearance of primary and secondary roads and bridges by HALO Trust and NPA in the provinces of Bié and Huambo, and Malanje, Kwanza Norte, Benguela and Huila, respectively. The objectives were stated as '[reducing] the threat of mines in Angola to allow WFP and implementing partners to support the return home of displaced persons and [expanding] their work in the rehabilitation of rural infrastructure'.⁵²

As far as could be ascertained by the evaluation team, these objectives were only partly met, due to the volatile security situation in most of the provinces in question, the new flows of IDPs caused by renewed hostilities and the destruction of rural infrastructure. Yet, the NGOs did what they could in order to reduce the mine threat wherever and whenever they were able to work.

Mine dog project

The objectives of NPA's mine dog project of 1997-98 were to train and establish a capacity of 10-15 dogs and handlers and do demining 'in a rapid and cost-efficient manner to facilitate reconstruction of infrastructure, implementation of other aid programmes and repatriation of refugees/IDPs', mainly in the provinces of Benguela, Huila, Huambo and Kunene.⁵³

While the first reports seemed to point to a successful initiative and dogs were integrated into NPA's 'toolbox' of demining methods, some specific problems were identified early on. The issues that made their deployment more problematic than in other countries, such as Afghanistan, Bosnia or Mozambique, were the thickness of vegetation in many parts of Angola during the rainy season. Not only this reason put severe restrictions on where and when the dogs can be successfully used; the relative lack of systematic patterns in mine laying, and the climatic conditions, especially the

⁵⁰ *Project Proposal*, project no. A0006803, MgM, 1997.

⁵¹ *Final Report*, project no. A0006803 and A0008501, MgM, 1997-1998.

⁵² *Project Proposal*, project no. A0005906, WFP, 1996.

⁵³ *Final Report: Mine Detection Dog Programme*, project no. A0006802, NPA, 1998.

extreme heat around the middle of the day, reduced the useful hours for training and deployment. This caused the MDD teams to be dissolved in 2001.⁵⁴

1998 – 2002

After renewed outbreak of hostilities at the end of 1998, Dutch financial assistance concentrated on ongoing demining activities of previously supported international NGOs, viz. NPA and MgM. The general objective was to improve the humanitarian situation in non-war zones. It was recognised, however, that 1999 was a particularly difficult year for the demining operators, who in many cases had to move away from their planned activities into badly prepared alternative tasks. Funding to the Angola programme of The HALO Trust started in 2001.

Emergency humanitarian demining

NPA's programme in 1998-2002 paid special attention to relatively safe parts of Huíla province, while making provisional contributions to other provinces, such as Benguela, Huambo, Kuando Kubango, Kunene, Kwanza Norte, Malanje and Uíge. Operations in Moxico had to be suspended due to military activity and the relaying of mines. INAROE had already stopped all its demining operations in August 1998, after incidents in Moxico. Objectives were similar to those of the previous period, i.e. contributing to a decrease in landmine and UXO victims and facilitating the rehabilitation of the social and physical infrastructure in support of the resettlement of IDPs. The Dutch grants were allocated to two components of NPA's programme, viz. EOD and battlefield clearance and the Aardvark-team.⁵⁵

The intended technical goals for 1999, 2000 and 2001, in terms of kms of road and m² of land cleared, were largely achieved, but as an estimated one million people were forced to flee from the hostilities and many IDPs were inaccessible in besieged towns and cities, there was hardly any possibility for repatriation and resettlement. Road clearance should have led to increased commercial activities and land clearance to a growth in agricultural production, but there are no indications that this happened in the period under consideration. Training and capacity-building did take place but not to the extent planned.⁵⁶

Despite serious security risks due to the restart of open warfare in December 1998, financial support to MgM's road and bridge clearing work in Bengo province also continued throughout 1999 and 2000, the latter year via WFP. Operations shifted from central Bengo to the west and the north of the province. The original project objectives (such as assisting the relocation of IDPs from a camp near Caxito to their home area of Dembos) could often not be achieved because of the volatile politico-military situation. As a result alternative tasks in relatively safe parts of the province (around the capital Caxito and closer to the coast) were realised, such as the clearance of a minefield around an old FAA camp outside Ambriz, access routes to villages in the Ambriz and Libongo areas, and the Ambriz airport.⁵⁷

⁵⁴ *Final Report: Mine Detection Dog Programme*, project no. A0006802, NPA, 1998.

⁵⁵ *Project Proposals*, project nos. WW152715, WW152716, WW165518 and WW185801, NPA, 1999-2001.

⁵⁶ *Final Reports*, project nos. WW152715, WW152716, WW165518, WW185801, NPA, 1999-2001.

⁵⁷ *Final Report Project Bengo 10*, project no. WW152717, MgM, 1999.

Although The HALO Trust was worldwide already the main NGO demining partner of the Netherlands Government, funding for its Angola operations started only in 2001. This first Angolan grant was part of a general commitment (Angola, Mozambique and Somaliland) and intended for the purchase of standard mechanical equipment (armoured trucks and a scraper) to be deployed in areas with a large concentration of IDPs, e.g. around the cities of Huambo, Kuito and Luena.⁵⁸

Post-2002

Mine clearance and capacity-building

For the years 2002 and 2003, The HALO Trust's grants for Angola were again part of global commitments. In 2002, the aim for Angola was 'to address the major problems caused in Government controlled areas [in the Central Highlands] by IDPs trying to sustain themselves on poor land close to or in existing suspect areas'.⁵⁹ For 2003, the objective of the Dutch grant was to expand demining activities in support of the safe return and resettlement of IDPs and demobilised soldiers in 12 areas in the Central Highlands with a high mine threat – improving access to water, fertile land, schools, hospitals and land for housing. Roads would be cleared where mines were obstructing humanitarian aid or the free movement of people. As mentioned in the Introduction, from 2004 onwards, HMA in Angola is being funded by four-year global TMF-grants (2004-07) to The HALO Trust, NPA and MAG (and to HI-Belgium, see below).

The general objective of HALO Trust – in line with their mission statement of 'getting mines out of the ground, now' – is the disposal of mines and UXO and the handing over of cleared land to communities, as well as the development and maintenance of an indigenous mine clearance capacity.

HALO Angola continues to work in the four provinces of Benguela, Bié, Huambo and Kuando Kubango. Its operational goals aim to meet the needs identified for these provinces by a UN-OCHA review of April 2002, by concentrating survey, then clearance resources into municipalities where the presence of mines influences the greatest number of IDPs. The main goal is to affect a major expansion of the programme whilst retaining good standards of clearance.⁶⁰

In fact, HALO Trust's performance in the years 2004-06 has lived up to the stated objectives, as attested by their reports and as could be ascertained to a certain extent through the site visits of the evaluation team in Bié and Huambo provinces (see Annex 3). The operations have expanded considerably, while the organisation maintains high quality standards in all respects (survey, clearance, training, management, reporting).

In 2004, Dutch funds covered four manual clearance sections of seven men each, as well as office and workshop support staff, while in 2005 they covered six sections.⁶¹

NPA's general objectives for the period 2004-2007 are the sustainable improvement of socio-economic conditions of people living in mine affected areas, as well as the development of new methods to increase the quality, cost efficiency and socio-

⁵⁸ *Mine Clearance on the Planalto Final Report*, project no. WW185810, HALO, 2001.

⁵⁹ *Project proposal*, project no. WW192404, HALO, 2002.

⁶⁰ *TMF Project Proposal 2004-2007*, project no. 6607, HALO, 2004.

⁶¹ *TMF Annual Reports 2004*, project no. 6607, HALO, 2004 and *TMF Annual Reports 2005*, project no. 6607, HALO, 2005.

economic impact of MA, in particular by disseminating the use of Task Impact Assessment for the prioritisation of demining tasks and capacity-building.⁶²

For the years 2004 and 2005, NPA's achievements have exceeded (in some cases with a factor two) the intended quantitative targets, while the site visits by the evaluation team have confirmed the completion of a number of tasks undertaken since 2004.⁶³

MAG's general goal for the 2004-2007 period is 'to assist in the post-conflict rehabilitation of Angola and reduce levels of poverty and dependence on international aid', in particular 'to assist in the socio-economic reconstruction of Moxico, Kunene and Kuando Kubango provinces and to reduce the risk of death and injury due to the presence of mines and UXO'.⁶⁴ Specific objectives were to increase MAG Angola capacity and to 'decrease the risk to life and limb posed by mines and UXO'.⁶⁵

In 2004 and 2005, MAG in fact increased its capacity by recruiting and training new staff, which allowed the organisation to field more demining teams, both manual and mechanical, as well as teams for survey and demarcation, and community liaison (CL). As a result, MAG was able to expand its work to Lunda Sul and Lunda Norte provinces in February 2005, while continuing its operations in Moxico (at the same time, however, the Kunene base was closed). In terms of actual clearance and reducing 'the risk to life and limb', MAG met or exceeded its targets.⁶⁶

However, MAG has been operating in some of the most difficult environments in Angola, viz. the isolated and heavily war-affected provinces of Moxico, Lunda Norte and Lunda Sul. This, together with the logistical difficulties, a decrease in funding and the high costs of maintaining operational bases in the Lunda's and in the far east of Moxico province, forced MAG to close down the Lunda bases and concentrate its operations in and around Luena.⁶⁷

Mine Risk Education

The Dutch-funded mine awareness campaign in 1996-97 was carried out by UNICEF in collaboration with NPA, INAROOE, several Angolan NGOs, National Radio, a theatre group, etc. It concerned the continuation of work started in 1995 and the overall aim was 'to sensitise the urban and rural communities of the danger of mines and thereby reducing and potentially eliminating the incidence of mine fatalities and injuries especially among children and women in Angola'.⁶⁸ The project components funded by the Netherlands Government included the following specific objectives:

- To enhance the activities of 180 mine awareness instructors in six provinces (Bengo, Bié, Huambo, Huíla, Kuando Kubango and Moxico) with the provision of mass media materials (posters, traditional cloth, booklets, etc.) and providing trainer refresher courses.

⁶² *TMF Project Proposal 2004-2007*, project no. 6608, NPA, 2004.

⁶³ *TMF Annual Report 2004*, project no. 6608, NPA.

TMF Annual Report 2005, project no. 6608, NPA and Annex 2 Field Visit Reports.

⁶⁴ *TMF Project Proposal 2004-2007*, project no. 6609, MAG, 2004.

⁶⁵ *TMF Project Proposal 2004-2007*, project no. 6609, MAG, 2004.

⁶⁶ *TMF Annual Report 2004*, project no. 6609, MAG, 2004 and *TMF Annual Report 2005*, project no. 6609, MAG, 2005.

⁶⁷ Annex 2 Field Visit Reports.

⁶⁸ *Final Report*, project no. A0005903, UNICEF, May 1998.

- To target children with educational tools and booklets (to be developed for the illiterate and distributed in the most heavily mined areas).
- To provide technical and material support to INAROE, training a core group of mine awareness instructors who will act as local coordinators and in turn train NGO instructors to disseminate appropriate messages to the population.
- To continue and expand the Radio Listening Project broadcast on Angolan National Radio.

The Final Utilisation Report of May 1998 makes clear that these specific objectives were largely met, while additional activities were carried out in some other provinces, such as Luanda, Malanje and Uige (training of instructors/coordinators, radio broadcasts in Portuguese and national Angolan languages). It says nothing, however, with respect to the overall aim of reducing the incidence of mine accidents, or for that matter, children and women.

Subsequent Dutch support to mine awareness and MRE work has been channelled through Handicap International (HI) rather than UNICEF (see above).

HI-Belgium has been active in Angola in the fields of MRE and mine victim support since 1994-95. For the years 2004-07 it received an institutional TMF-grant from the Ministry of Foreign Affairs at € 1,535,000 for work in Angola and Iraq. The long-term overall objective for HI's TMF-funded programme in Angola is to prevent causes of disability and improve the socio-economic situation of the disabled persons, most of them landmine victims, through physical rehabilitation, thus making them mobile and enhancing their chances of reinsertion.

In 1998, HI-France received a Dutch grant of € 1,761,000 for mine victim support. Unfortunately, it has not been possible to include this in the current evaluation, as the Ministry could not provide the team with any documentation concerning this grant or the activities carried out, nor has it been possible to obtain such information from the organisation in question.

For 2004-05, the specific objective was to 'provide a qualitative physical rehabilitation to Angolan disabled and developing prevention disability services'.⁶⁹ The objective changed in 2006-07 to improving the social and economic reinsertion of mine victims in their community, as identified jointly with the Provincial Direction of the Ministry of Assistance and Social Welfare (MINARS) in the provinces of Benguela, Huíla and Namibe. Specific objectives for 2006-07 were to reinforce the capacities of all actors that intervene in the social and economic reinsertion of mine victims in the three provinces and organise them in a network, to lower discrimination and stigmatisation, to improve access to vocational training and jobs, and to increase the use of existing services offered by the National Rehabilitation Programme.⁷⁰

2.3 What factors contributed to reaching the objectives?

As far as positive factors are concerned, the following were identified:

- The general change to peace in the whole country (with the exception of Cabinda) following the death of Jonas Savimbi and the signing of the Luena Memorandum in 2002.

⁶⁹ *TMF Project Proposal 2004-2007*, project no. 6610, HI, 2004, p. 6.

⁷⁰ *TMF Annual Report*, project no. 6610, HI, 2006, p.20.

- The information exchange and coordination mechanisms put in place immediately after the April 2002 Memorandum between demining NGOs, Angolan and international relief and development agencies, UN and Angolan security forces, etc., with a view of checking security information and setting priorities concerning the expected return of large numbers of IDPs, refugees and demobilised soldiers.
- The professionalism, effort and resilience of the demining NGOs, both their Angolan and ex-pat staff.
- The NGOs' ability to adapt to continuously changing circumstances, their flexibility of planning and their emphasis on innovation.
- Their generally good informative relationship with local, provincial and national authorities and the mutual respect for each others' roles and responsibilities.
- The growing attention to post-clearance impact on the affected communities and the concomitant strengthening of participative approaches to survey and data-gathering (e.g. Combined Teams, Community Liaison Teams).

In as far as the various objectives were not or not completely achieved, the major negative factors that the evaluation team has identified are the following:

- The volatile security situation and the renewed outbreak of hostilities, resulting in new flows of IDPs and refugees; The limited professional capacity of Angolan counterparts and responsible institutions, combined with an often dysfunctional bureaucracy and corruption at all levels.
- The lack of adequate general infrastructure and supplies necessary to operate smoothly and efficiently (roads, electricity, water, fuel, etc.).
- The unavailability of spare parts for damaged or old machinery and the long delays in customs clearance when imported from abroad.
- Periodic weaknesses in management and organisation on the side of several of the NGOs in question, in particular MgM, NPA and MAG, who all three had their internal crises due to uncertainty of funding, rapid turnover of ex-pat staff, or labour disputes with their Angolan employees.
- The reluctance of people to return to rural areas and to peasant life, even after clearance. This is due to factors such as having got accustomed to urban life, including opportunities for petty trade and odd jobs; family ties; lack of social infrastructure (schools, hospitals) and/or lack of teaching and medical personnel.
- and finally, given the disastrous experiences of 1975 and 1992, still fresh in many peoples' minds: fear of renewed outbreak of violence or even warfare after the elections scheduled for 2008 and 2009.

2.4 Were there more effective alternatives?

Despite it being a vast country with a relatively small population, space in Angola is limited. IDPs and refugees that return to rural areas tend to concentrate on land known to be fertile, with good access to water, relatively good infrastructure and close to roads and other communication lines and to commercial centres. These are often also the places with the highest density of landmines and UXO. Hence, IDPs and other populations live close by or in suspect areas, roads and bridges cannot easily be 'relocated', and marking can only provide a temporary and partial solution. As the specific land/road/infrastructure is in high demand, fencing would not be a viable alternative either. This implies, generally speaking, that effective clearance is the only sustainable solution in the long term. The evaluation team has not found clearance that, with hindsight could have been dealt with in other ways.

2.5 Outcome of Dutch-supported humanitarian demining

Land use

The site visits realised in six Angolan provinces allow the evaluation team to conclude that the outcome of 10 years financial assistance to international demining NGOs is most noticeable as far as local infrastructure is concerned: primary and secondary roads, bridges, schools, health posts and other social infrastructure were cleared, permitting the population, whether permanent or recently (re)settled, to move around and go about their daily business without great risks of mine accidents.⁷¹ The road clearance (or ‘threat reduction’) in Bengo, Malanje, Bié and Moxico, by MgM, NPA, HALO Trust and MAG, all provide good examples of the outcome this work has had. This development becomes particularly evident when looking at the situation in Huambo province (see chapter on Sustainability).

Security of affected communities

Much more noticeable was the positive outcome on the security of communities that the various kinds of clearance have produced. Virtually all completed and ongoing tasks visited by the evaluation team can be said to have greatly contributed to the perceived security of people living in or around the area or along the road in question. In fact, the proximity of population centres was in most cases a major argument for urgent action (airports in Huambo, Kuito and Luena; San Antonio neighbourhood and Vila Nova in Huambo; Tenga in Kwanza Norte; etc.). In some cases the evaluation team found that some clearance had been done, but unsafe areas still remained very close to in habitat areas (e.g. Km. 11 in Kwanza Norte; Chicololo village in Moxico). These areas were marked, but the evaluation team observed that the marking was often not very clear and never formed a physical barrier.⁷²

According to many local respondents, including traditional authorities (*sobas*) and local administrators, the social impact of humanitarian demining has been tremendous. The feelings of safety and freedom to move around without fear were often the first things people mentioned when asked about the benefits mine clearance had brought to their community.

In some cases, where unsafe or suspected areas still remain uncleared, communities have adapted their lives to this ‘environmental risk’, which they count among the many other risks and threats to their life and livelihood they have to cope with, such as drought, flooding, soil erosion, government interference, shortage of firewood, etc. In fact, ‘living with mines’ has become part of daily life for many Angolan communities in rural and peri-urban areas, and other problems are of greater importance.

In addition impact of demining conducted by the Dutch-funded international NGOs has generally been positive. It allowed other agencies to rehabilitate schools and health posts (e.g. throughout central Bengo province; Kinguila, Caculama and Cambaxi in Malanje; Trumba in Bié), as well as water wells and other social infrastructure (e.g. Km. 11 in Kwanza Norte).⁷³ Without these facilities, return and resettlement of IDPs, refugees and demobilised soldiers, as well as regaining a ‘normal’ community life for

⁷¹ Annex 2 Field Visit Reports.

⁷² Annex 2 Field Visit Reports.

⁷³ Annex 2 Field Visit Reports.

those who had stayed behind during the war years, would have been very difficult if not impossible.

Return and resettlement

As indicated in previous sections, HMA has had an enormous impact on the possibility for people to safely return and resettle. An early example is the MgM 1997-98 road clearance project in Bengo which allowed tens of thousands of IDPs to return to their villages and which has been hailed as one of the success stories of demining in Angola, in terms of impact. At the opening ceremony of one of the bridges repaired by MgM, then WFP Director Romero da Silva called it: 'the most successful repatriation programme of WFP ever.'⁷⁴ Similar success stories can be told with regard to the road clearance projects in Moxico, such as the road from Zambian border to Luena; road from Luena to Lumbala-N'guimbo (still to be completed),⁷⁵ the roads to Cambaxi and to Caribo in Malanje (still to be completed),⁷⁶ and the road to Trumba in Bié⁷⁷.

2.6 Conclusion

Despite difficulties in assessing specifically the effectiveness of Dutch-funded HMA in Angola over the period 1996-2006, given the general nature of most objectives provided in project documents and funding proposals, the multiple funding sources of the organisations and the lack of monitoring, the evaluation team concludes that the principal objective of the Dutch financial assistance has been met. Despite major setbacks in times of war, Dutch supported demining by international NGOs facilitated the return and resettlement of hundreds of thousands of IDPs, refugees and demobilised soldiers at the various stages of the peace process, guaranteeing the safe movement of people and goods on the roads, access to land for housing and agriculture, to water, schools, hospitals and other essential infrastructure, and allowing relief and development agencies to deliver aid and start rehabilitation.

In the course of the ten years, considerable demining capacity has been built up, not only within the NGO operators themselves, but to a certain extent also in the wider Angolan demining community. These are considerable achievements in a country presenting a multitude of difficulties and challenges such as Angola in the period under consideration (security, size, scale and nature of the mine problem, infrastructure, capacity, bureaucracy, corruption).

There are two exceptions to this generally positive assessment: (i) Transfer of responsibilities to national authorities and phasing out of the need for international demining NGOs is still a long way off. (ii) NPA's mine dog project has, despite huge efforts and large investments over a number of years, not produced any positive, sustainable result and had to be abandoned.

Especially in the mid-1990s when hostilities broke out again and when large numbers of IDPs and refugees returned and resettled, many people took refuge in unknown and often unsafe areas (clearance of roads and land had hardly started and the extent of the mine problem had only begun to be surveyed) and the number of mine victims was

⁷⁴ *Final report Bengo 3c*, project no AO006803, MgM, 1998.

⁷⁵ Annex 2 Field Visit Reports.

⁷⁶ Annex 2 Field Visit Reports.

⁷⁷ Annex 2 Field Visit Reports.

generally increasing. This resulted in a change of policy objectives by the MFA and INGOs.

At a very basic level however, the demining activities have been effective: there has been a substantial reduction in victim numbers since 2000. In addition, not a single mine accident involving humans has been reported on a piece of land or stretch of road that has been cleared.

Despite major setbacks, HMA activities in Angola managed to reach almost all given objectives for the various funding periods. Due to the renewed outbreak of war in late 1998, most of the objectives set by the MFA and INGOs could not be reached. INGOs looked for alternative tasks as a result, and shifted their focus to emergency demining. Policy objectives changed, too: the MFA diminished its funds and changed its funding priorities, but continued to financially support the INGOs in times of war. The professionalism, effort and resilience of INGOs, combined with their ability to adapt to the difficult working environment despite limited funding enabled them to continue their activities. This way the MFA in fact still contributed to improving the humanitarian situation in the non-war zones, albeit on a small scale. To no surprise, the peace agreement of 2002 made HMA more effective. The NGOs were able to work on their professional standards and continued to develop their overall demining strategy.

The overall outcome of the demining activities carried out over the period 1996-2006 by the international NGOs funded by the Ministry of Foreign Affairs as positive.

After 40 years of war, Angola has since 2002 embarked on the path of reconstruction and development. In a short period of time, the country had to deal with large numbers of people in former UNITA-controlled areas who had hardly survived the violence and destruction brought about by the warring sides, with many hundreds-of-thousands of refugees and IDPs waiting to be returned and resettled to towns and villages with little or no social and economic infrastructure, with roads and bridges destroyed and/or contaminated with mines and UXO, while at the same time demobilising more than 100,000 former UNITA fighters and reintegrating them and their families.

These tasks have in general been successfully completed and humanitarian demining has played an important role in that success. This is not to say that Angola is not facing enormous challenges in terms of socio-economic development, decentralisation and democratisation, transparency and good governance, a fairer distribution of resources, etc. But despite these huge, mostly political, challenges still lying ahead, peoples' lives, livelihoods and security have certainly benefited in the short-term from the demining activities carried out over the last ten years.

3 Efficiency

3.1 Introduction

This chapter considers if the Dutch support to HMA in Angola was efficient. It looks at whether the objectives were cost efficient and achieved in time. Additionally, the evaluation reflects if, given the local situation and compared to potential alternatives, the demining activities in Angola were implemented in the most efficient way.

3.2 Have financial resources been used in an adequate manner?

All four international NGOs financially supported by the Netherlands Ministry of Foreign Affairs have their own approach to HMA, both in an overall sense and specifically as far as technical matters are concerned.

MgM is almost exclusively working on roads and bridges. Whenever possible it uses a combination of mechanical and manual clearance and makes innovative use of a number of adapted agricultural and road maintenance machines, scraping the surface off the road and subsequently inspecting the soil on the side. Their main problem in the early years was in accounting and reporting, but this has been resolved. Their first major task (road clearance in Bengo in 1997-98) took longer than planned, as the difficulties encountered were far greater than expected and there were hick-ups with the arrival of equipment and the continuation of funding.⁷⁸

MgM is the only demining operator in Angola still working with dogs, but as in other areas, their approach is unconventional in that they do not fully rely on the dogs' infallibility, but use them only as an extra tool to speed up the detection and clearing process. With the years, MgM has built up a solid reputation, both with regard to quality as well as efficiency. In 2006, they won an open tender for an Italian Government contract for road clearance in Kuando Kubango province.

NPA has a solid reputation in Angola as far as quality and cost-efficiency is concerned. It was the first organisation to embark on surveying and mapping minefields in Angola in the years 1996-97⁷⁹ and it played a leading role in the LIS process in 2004-06. Among the international demining NGOs, it is the one most concerned with supporting Angolan policymaking and capacity-building, as well as coordination and exchange between the various national and international operators.

As far as technical matters is concerned, NPA always tries to take a wider perspective: e.g. mapping is not only an aid to the operation of demining, but an important psychological step to empowering the local population by limiting their paralysing fear of the mines.⁸⁰ NPA has in the past invested heavily in the use of mine-detection dogs in Angola, in order to boost efficiency, but the efforts had to be abandoned due to the high costs of training and maintaining the dogs in the Angolan environment.⁸¹

⁷⁸ *Final Report project Bengo 8*, project no. AO008501, MgM, 1998.

⁷⁹ *Final Report Level I Survey*, project no. AO006801, NPA, 1997.

⁸⁰ Interview with Becky Thompson, Mine Action Programme Coordinator NPA, 14 July 2007.

⁸¹ *Final Report Mine Detection Dog Programme*, project no. AO006802, NPA, 1998.

Currently, NPA is participating with TNO in a pilot project testing the use of magnets in combination with metal detectors to increase productivity in manual demining.

In 2005-06, NPA overstretched itself and its MA programme ran into problems. The levels of funding and commitments have been brought down since and are now commensurate again with the capacity to deliver. The planning and management process within the organisation has been improved and new initiatives are taken in order to further improve quality and efficiency.⁸²

In collaboration with Angolan partners such as CNIDAH and the Group for the Support to Children (GAC), NPA is involved in developing what is called a 'solutions-based approach', implying that mine clearance is considered in a wider context of community development. The problems faced by communities are identified and analysed in a participatory process of dialogue, and solutions are formulated which might or might not include the removal of mines.

Although NPA runs a development programme alongside its MA programme, the two strands hardly touch each other and were in the beginning even located in different provinces. Yet, the development programme focuses on 'land and resources rights',⁸³ which in principle is linked to the way the land can be used after mine clearance. Since 2004, NPA has developed a more integrated approach, which has only been put into practice since 2007. It is difficult to assess where this integration will lead to and whether it could result in efficiency gains. A more integrated approach however, is desirable.⁸⁴

The HALO Trust is clearly focused on the more technical aspects of HMA, on 'getting the mines out now', on the number of mines and UXO disposed of, the number of square meters made safe and the number of kilometres of road TR-ed ('threat reduced'). There is less attention to wider development issues of community needs or building Angolan capacities. They keep the top management positions in expat hands, yet do employ Angolan staff in many high- and middle-level management positions, such as base managers, task supervisors, etc.

On the technical side, HALO Trust relies heavily on manual clearance, deploying seven-member sections including two paramedics and one teamleader, and working a one-man one/one-lane drill on a one-meter wide lane. It has experimented with dogs in Angola but found them unreliable (i.e. not effective) and not cost-efficient. They use heavy machinery mainly on roads, both for neutralising AT-mines and for verification. According to several sources, HALO Trust works approx. twice as efficient as the other demining NGOs, i.e. they clear twice as much land and road with the same monetary input.⁸⁵

MAG has been operating in some of the most difficult environments in Angola, viz. the isolated and heavily war-affected provinces of Moxico, Lunda Norte and Lunda Sul. This could be an explanation for the fact that MAG seems to have suffered from rapid turnover of expat staff more than other organisations, with negative effects on its output and efficiency.⁸⁶ Because of a decrease in funding and the high costs of maintaining

⁸² Isaksen, J., p. 11.

⁸³ Isaksen, J., p. 16.

⁸⁴ Isaksen, J., p. 73.

⁸⁵ Thompson and King, *An Evaluation of the HALO Trust 2006-2007*, p. 21.

⁸⁶ *TMF Annual report*, project no. 6609, MAG, 2004.

operational bases in the Lunda's and in the far east of Moxico province, MAG has now concentrated its operations in Luena.⁸⁷

MAG reportedly had difficulties in completing the LIS for the three allocated provinces on time and some observers feel it is still too slow in solving the mine/UXO problem in Moxico's capital Luena and along the road to Lumbala-N'guimbo. Luena's mine problem is mainly concentrated around the airport, had the minefields there been cleared more quickly or clearly marked as mine infected areas, the evaluation team feels, that there would have been far fewer accidents (and Moxico would not figure so high on the list of mine-affected provinces). The population density in the rest of the province is extremely low and people can more easily avoid contact with suspected areas than if the pressure on land would be higher. Equally, the EC/WFP-bridge project along the Lumbala-N'guimbo road had to be extended several times since mine clearance by MAG had been slow. The problems have now been addressed and the work is progressing speedily in both locations, although the Luena airport still needs a lot of work.

The problems MAG encountered while working in the Moxico province, could have been noticed in an earlier stage by the Ministry of Foreign Affairs, had there been a proper monitoring system. The EC is the only institution that invests in monitoring of demining projects. This work is done by a local consultant with knowledge of the demining sector. The monitoring is of importance in the measurement of efficiency and effectiveness of the funded programmes and forces international NGO operators to be more accountable to the Angolan national and provincial authorities.

Currently, MAG is working with a highly sophisticated approach towards Community Liaison (CL), in which data collection with the population, GIS-based mapping and conflict analysis are combined (see Annexes 9, 10, 11 and 12). The objective is to achieve greater efficiency by lowering the margin of error, reducing the areas to be cleared on the basis of reliable data, and integrating survey and preparation with technical operations. The CL approach is also intended to lead to greater ownership of the HMA process on the part of the communities involved while the CL teams communicate with the villagers before, during and after mine clearance.⁸⁸ Admitting that these objectives have in themselves great merit and might be achievable in the short run, the evaluation team has some concerns as to whether the approach is adequate for the social and economic environment of Angola, and thus to its sustainability, given its reliance on close supervision by an ex-pat expert, making use of rather complex analytical tools, specialised computer hard- and software and other state-of-the-art technology.

3.3 Did humanitarian demining achieve the envisaged objectives in time and within budget?

As far as the evaluation team could establish, the tasks undertaken by the demining NGOs were generally completed within the planned timeframe. Only in the early days (e.g. Bengo 1997-98) or when unexpected difficulties were encountered (e.g. the Lumbala-N'guimbo road in Moxico), the clearance did take considerably longer than planned. Both with regard to the LIS as well as for clearance itself, the HALO Trust has

⁸⁷ MAG shared its operational costs with other organisations such as WFP. Therefore, it relied on the continuation of projects of other organisations such as WFP, to maintain their operational bases. When those projects ended or completed, they were forced to close down their operational bases in these remote areas.

⁸⁸ Isaksen, J., p. 13.

the reputation of working quickly and efficiently, and finishing on time, while MAG had serious problems in meeting the LIS deadlines for the provinces it got allocated. MgM and NPA fall somewhere in-between.

The cost efficiency of Dutch-supported organisations was difficult to measure because of the unstable security situation and the difficulties the NGOs encountered on the ground. In 1998-2002 the NGOs were faced with financial problems while the security situation decreased and the renewed outbreak of war caused several donors to reduce or discontinue funding. In addition, from 2004 on multi-year funding made it difficult to measure the cost efficiency, while funds were not earmarked and often used as core funding by the organisations.

3.4 Were there more efficient alternatives?

As will be clear from other sections of this report, at the time HMA started in Angola – around the mid-1990s – there were no alternatives to the few international NGOs that had the capacity to start operations. Although Angolan troops, trained and supported by British and Dutch engineers from UNAVEM and by the South African Defence Forces (SADF), had been involved in mine clearance in the south in the early 1990s, the no-war-no-peace situation before and after Lusaka (November 1994), combined with the insurmountable capacity problems of Angolan institutions such as INAROE, meant that only neutral operators could be trusted to conduct HMA in an effective and efficient way. The Ministry of Foreign Affairs thus took this option when it received urgent requests to support MA in Angola. It soon found out that the ‘middlemen’ involved initially (KZA, WFP and UNICEF) were unnecessary and only contributed to longer communication lines and higher costs, so from 1997 onwards it started to fund the international NGOs directly.

In later years, the Ministry could have opted for supporting the newly emerging Angolan institutions, such as CNIDAH and INAD, but the renewed outbreak of open warfare in December 1998 and the lack of transparency, accountability and reliability on the part of the Angolan Government structures made this alternative a difficult choice. Only after the Luena peace of 2002, the situation would have allowed for such a change in policy, but the doubts about capacity, accountability and transparency of the Angolan structures remained and were even exacerbated when other operators and institutions entered the scene (FAA, GRN, CED, as well as commercial companies such as SEDITA and others, linked to Angolan officials). It was clear that Dutch aid to Angola was to be finalised in a few years time,⁸⁹ monitoring capacity at the Embassy was limited, while the short-term needs for clearance were overwhelming in the light of the return and resettlement of hundreds-of-thousands of people. In these circumstances, the previously made investments in equipment and capacity in the NGO partners were an important argument for continuing along the chosen path.⁹⁰

The evaluation team did not encounter any demining tasks of the four funded NGOs, completed or ongoing, where there are doubts with respect to the necessity or urgency of clearance. The procedures for planning, prioritisation and distribution of tasks, though certainly not working optimally, do in fact guarantee that the humanitarian and developmental imperatives remain paramount. Where indications emerge that clearance is not that urgent any longer or that post-clearance use might be different than originally

⁸⁹ *Annual Plan 2000*, Embassy of the Kingdom of the Netherlands, Luanda.

⁹⁰ *Thematic Policy Regulations HMA 2001*, MFA, The Hague, 2001.

Policy regulations HMA 2004, MFA, The Hague, 2003.

stated (e.g. private rather than communal land; economic interests rather than social and humanitarian considerations), the tasks are either suspended, or handed over to a public operator or commercial company, and in one case negotiations were started to have the costs reimbursed and invested in mine victim assistance.

3.5 Conclusion

Given the complexities involved, the different operating environments and types of objectives, there are limits to the possibility of comparing efficiency between the various demining operators. Circumstances in Angola were often extremely difficult, in terms of infrastructure, distances, living conditions, general national capacities, bureaucratic and political environment, etc. Yet, the general conclusion of the evaluation team is that all four international NGOs supported by the Ministry of Foreign Affairs fully realise how costly HMA is and that they, each in their own way, are addressing these issues and put much effort in attempts to work as efficiently as possible.

Some organisations at times clearly faced problems affecting the effectiveness and efficiency of their work (e.g. funding uncertainty, rapid staff turnover, administrative and general management problems), but they always succeeded in rectifying the shortcomings and get their operations back on track. The evaluation concludes that, overall, humanitarian demining in Angola, as conducted by the four supported international NGOs over the period 1996-2006, has been cost-efficient.

4 Sustainability

4.1 Introduction

A distinction needs to be made between the sustainability of the Netherlands' supported humanitarian demining activities through capacity-building and the sustainability of the outcomes of these activities. This chapter considers both and will discuss the sustainability of the training and capacity-building, Mine Risk Education (MRE) and the clearance and land use. It subsequently discusses the factors that affect sustainability before coming to a general conclusion.

4.2 Capacity-building

One of the first Dutch funds allocated to HMA in Angola (to NPA in 1996) had as one of their explicit objectives the training of 100 deminers in two brigades.⁹¹ Around the same time, the Ministry of Foreign Affairs also contributed to capacity-building in INAROOE in the area of mine awareness (through UNICEF)⁹². As indicated in the previous chapter, INAROOE ran into various difficulties and this investment should probably be considered as largely lost. Since then, capacity-building has been executed by INAD and CNIDAH (through UNDP), largely with EC funding.

Even though later funding proposals to the Ministry (for surveying and clearance by NPA, HALO Trust and MgM) did not include explicit reference to training or capacity-building continues to be a permanent point of attention for all demining operators. While in the early years (mid-1990s) the policy of the NGOs was generally to keep the deminers already trained and move them around to new tasks, some of them have now changed their policy. Locals are trained at the beginning of new task. According to the NGOs involved, the training of a deminer is a simple and straightforward task, which only takes two to six weeks. In addition, training on location is less expensive and contributes to the local capacity.

MgM is the one that still largely works with an Angolan staff that has been trained and deployed over many years and has a sense of belonging to the 'MgM family'. This applies equally to the sapadores (manual deminers) as to other staff, such as teamleaders, supervisors, paramedics, mechanics, drivers, etc. HALO Trust has made the most outspoken policy change in that it tries to recruit and train new deminers from the area where a task is located, providing the task has a certain duration and/or other tasks will be undertaken in the same area (as e.g. happens in Vila Nova, Huambo province). This not only reduces costs, as the deminers live locally and do not have to be accommodated and fed by the organisation, but also brings benefits to the community in that it generates employment and thus cash income, albeit temporary. When the task is finished, the deminers have a choice to leave employment or move along to another task somewhere else in the country. The HALO Trust has by far the largest number of deminers employed (> 500) and currently around 50% is locally recruited.

⁹¹ *Integrated Mine Action*, project no. AO005904 NPA, 1996-1998.

⁹² *Mine Risk Education*, project no. AO005903, UNICEF, 1996.

NPA and MAG fall in-between the two extremes; they do recruit and train local people, but less systematically than HALO Trust. This means that they employ many deminers with a long period of employment, up to eight or ten years. In fact, NPA until recently stopped moving most of its deminers between different location. From 1 January 2008 onwards, the organisation will terminate all contracts and will start recruiting locally (those currently employed can still re-apply). Because of the demand for deminers by public and commercial operators (see below), it will not be difficult for laid off personnel to get a new contract with another operator.⁹³

Realising that high-quality Angolan staff is a necessary condition for operating successfully, all demining NGOs have solid systems in place for the training, monitoring and retraining of other specialised staff, such as supervisors, paramedics, mechanics, drivers, etc. Over the years, they have thus made a significant contribution towards building Angolan capacities.

A relatively new phenomenon is the 'brain drain' towards either public and commercial demining operators who tend to pay double the salary of the international NGOs can offer (around USD 200 to 240/month for a deminer). The NGOs consider this voluntary exodus as their contribution to national capacity-building (the policy is generally that who has left cannot come back, even after experiencing that the better paying agencies do not always keep to their obligations). In any case, the NGOs are not in a position to substantially raise salary levels, since they work with approved budgets from their donors. A factor which increases the pressure on pay levels is the recent drop of the value of the US dollar, the currency in which deminers are paid. As the exchange rate has dropped from over 80 Angolan Kwanzas to the dollar to less than 75, deminers are becoming increasingly dissatisfied and MAG already had to contend with industrial action.

Transfer of staff also occurs at higher levels: NPA reports that two of its higher-level Angolan staff have recently joined CNIDAH and INAD, which it considers not only good for these institutions and for Angola in general, but equally for NPA itself, since it means good contacts with and entry-points into these public bodies. NPA distinguishes itself from the other NGO demining operators in that it employs less expatriate staff and does not generally operate in English, as the others do, in particular HALO Trust and MAG. Because their turnover of expatriate staff is rather rapid (contracts of one or two years are common) and hardly any of them speak Portuguese, in contrast to MgM or NPA.

The general expert opinion is that the Angolan public structures, both at policy and at operational levels (respectively, CNIDAH and INAD + FAA + GRN), remain extremely weak and that it will take many more years to improve. CNIDAH needs substantial capacity strengthening, not only at national level but also in the provinces (the *Salas Operativas* and their liaison officers). There is a concern that the role of the international NGOs, which currently still provide a model and set standards, will be gradually phased out, as the Strategic Plan 2006-2011 seems to imply.⁹⁴ Due to the lack of national capacity this will not only be a threat to the safety and quality of actual demining operations in the country, but carries a risk for the adequate level of humanitarian criteria and local input in the prioritisation of demining tasks.

⁹³ *Demining Operation – 2006/2007*, Executive Commission for Demining, 7 December 2005, p. 6.

⁹⁴ *National Strategic Mine Action Plan 2006-2011*, CNIDAH, 2006, p. 19.

The evaluation team is not in a position to assess the role and/or value of the Demining Training School in Viana, operating under the auspices of INAD. It should be mentioned however, that some NGOs indicated that they could see a future role for themselves in HMA in Angola through providing high-level and high-quality training at this school instead of continuing as a demining operator in the field.

4.3 Mine Risk Education

According to the 2006-2011 Strategic Plan, 2,660,000 people received MRE between 2002 and 2004. It remains unclear what this figure is based on and whether all mine awareness activities are included. The international NGOs funded by the Ministry of Foreign Affairs mostly combine their mine clearance with some form of MRE, both on a general level as well as for specific identified danger zones in the vicinity of the communities in question. Their MRE is mostly in the form of a dialogue, in the sense that information is not flowing in one direction (from educator to community) but equally the other way around (from the community to the demining organisation). In contrast, the standard Angolan mine awareness programme, as practiced for over ten years, is more of a generic kind and includes the same aspects for everyone, without specific information about hazardous areas in the community's vicinity or any attempt to extract information about mines or UXO from the community.

The HALO Trust collaborated for some time with the Angolan NGO GAC for its MRE work (until December 2006, when EC funding to GAC ended), while it also deploys so-called Combined Teams, one in each province. These teams are responsible for MRE as well as for EOD call-outs, information gathering, and post-clearance land use survey. NPA also started with Combined Teams in 2007, which in their case pay much attention to community needs, land rights, and risk reduction through MRE, mapping and marking of unsafe land.

NPA works closely with MAG, which initiated the practice of CL Teams, integrating them much more closely than HALO Trust's Combined Teams with the technical demining operations. The MAG CL teams do in fact much more than MRE: their tasks include data collection, risk based assessment, primary route surveillance, GIS-based mapping, conflict analysis, area reduction and planning, all this, as the name suggests, in close collaboration with the communities in question. MAG's 'conflict analysis' model is a tool for area reduction and greater efficiency by deriving landmine patterns and density from information about the position and type of military unit or hardware found in the field or obtained from local people and/or (ex)military (Annex K MAG Conflict Analysis Ludoco). By collaborating permanently with local communities, before, during and after clearance operations, the CL approach is more sustainable while it purports to provide a much more sophisticated form of MRE than the simple one-way transfer of knowledge and skills of how to deal with mines and UXO and diminish risks.

4.4 Clearance and land use

In order to validate findings from the field visits, the evaluation team used remote sensing images to detect environmental changes in land use (for a review of this methodology, please refer to Annex 14). From this data, it is possible to give a clear visual overview on what happened to specific areas: between 2002 and 2005, for example, when comparing figures 4.1 and 4.2 it shows that the Angolan authorities

were able to reconstruct the road south of the demined area. It should be noted however, that the Huambo case does not entirely reflect the most relevant aspects of the demining activities in this area. This is due to the fact that in this particular situation, there are doubts whether this area had in fact at all been contaminated in the past.⁹⁵

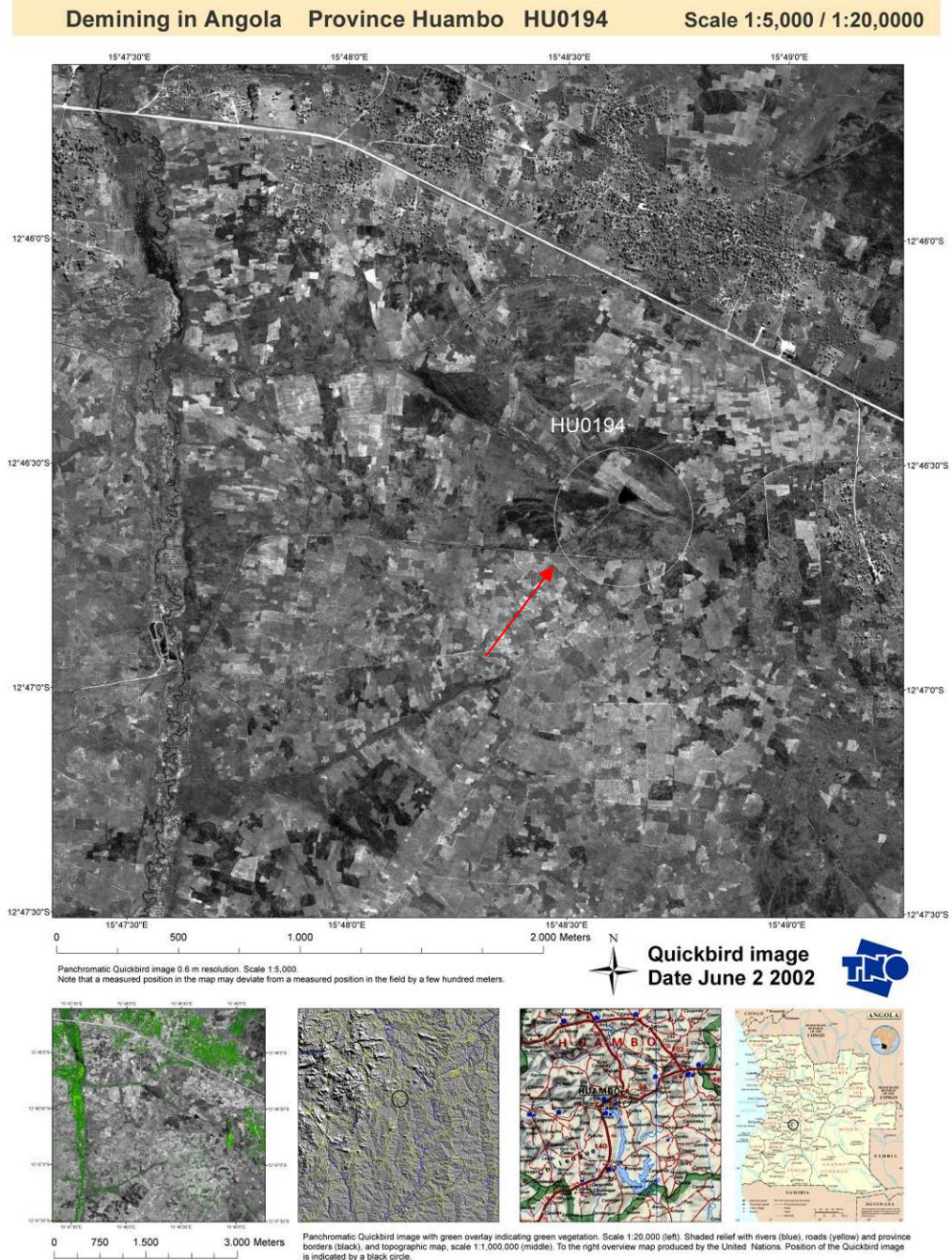


Figure 4.1 Image map of task HU0194 (CNIDAH task ID) taken on 2 June 2002.

⁹⁵ During the visit to the HALO Trust base in Huambo, the evaluation team learned that the definition of this task was based on information that mines had been planted here in defense of a military unit, although no mine-related accidents had been reported. However, the HALO Trust reconnaissance team found that this area did not present any danger of mines, since the whole area of approximately 104.000 m² was under cultivation. As a result the task was discredited on 29 April 2000. A translation of the discrediting report (originally in Portuguese) was obtained from HALO Trust can be found in Annex 8.

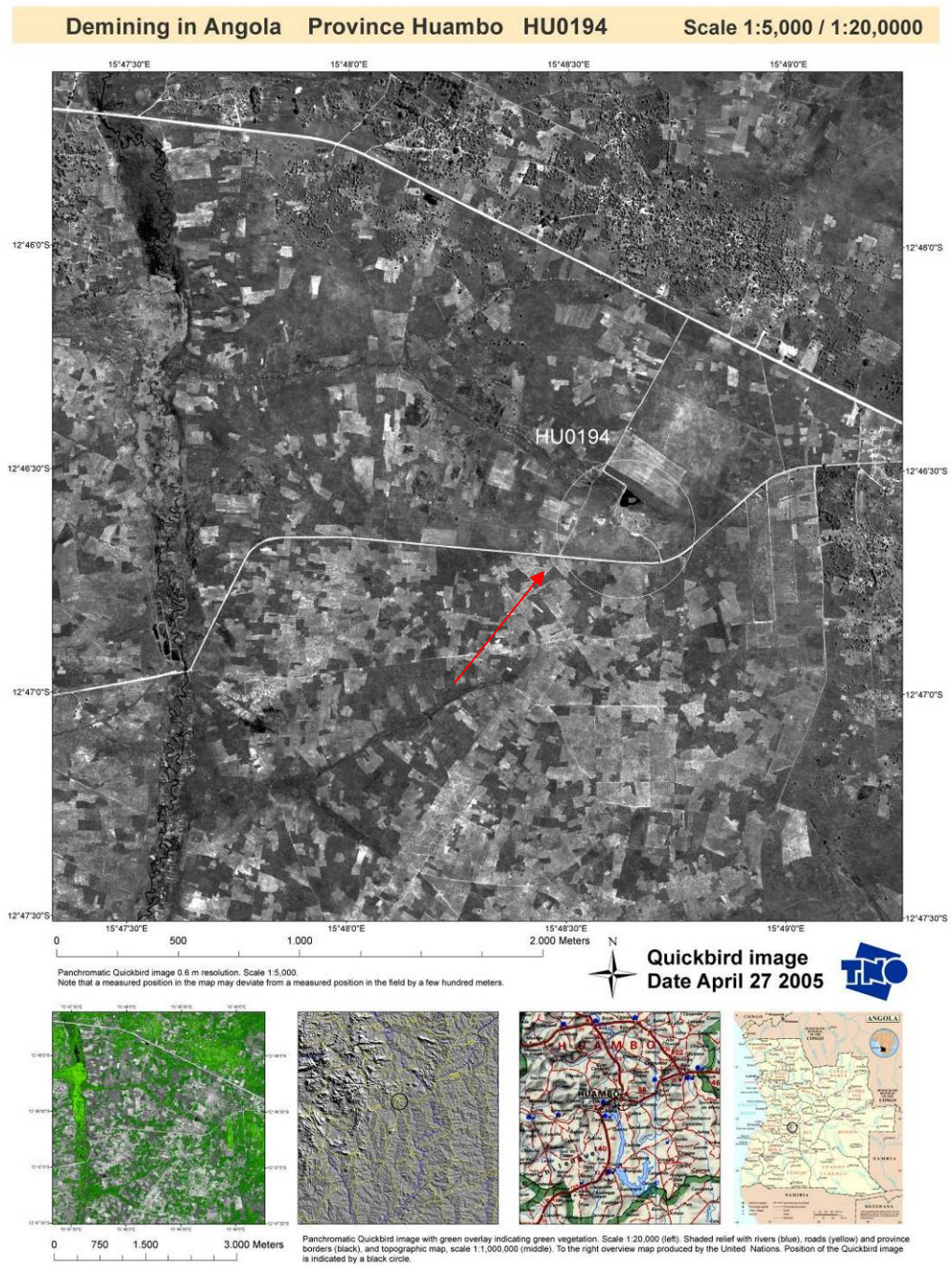


Figure 4.2 Image map of task HU194 (CNIDAH task ID) taken on 27 April 2005.

Much less visible is the impact on food production: area clearance has been less of a priority, it seems, and where it occurred (e.g. in urban or peri-urban areas in Huambo city, Kuito and Luena), the land was more often than not used for housing rather than food production. Of course, the return and/or resettlement of people in rural areas is likely to have had a positive impact of food production, as people gained access to land again and were no longer dependent of external food aid. Clear examples of this were the villages of Trumba and Kunhinga in Bié province, where the clearance of roads and footpaths had made it possible for the returned populations to start working again on their own plots, as well as the cases of central Bengo province and the areas made

accessible again in Malanje. Cases of land used for food production after clearance were in most cases rather small-scale (e.g. Tenga and Gazela in Kwanza Norte; Kudielela in Malanje).⁹⁶

In the village of Kunhinga (see figure 4.3) indicates that the clearance of the main road facilitated access to the village and transport to and from Kuito. Comparison of the image map and the actual situation on the ground confirmed that the village has been extended in the east direction; approximately 30 houses have been built in this area since May 2002. The now mine-free area of the former police camp (red circle) is currently not in active use; people merely collect firewood for their personal needs. In addition to road clearance, it is clear that demining of other infrastructure (water wells, schools, and health posts) has also contributed significantly to resettlement of IDP's. HMA activities therefore certainly made an important contribution to the process of enhancing free movement of people on the one hand and IDP resettlement on the other (the latter especially in the end of the 1990's).

⁹⁶ Annex 2 Field Visit Reports.

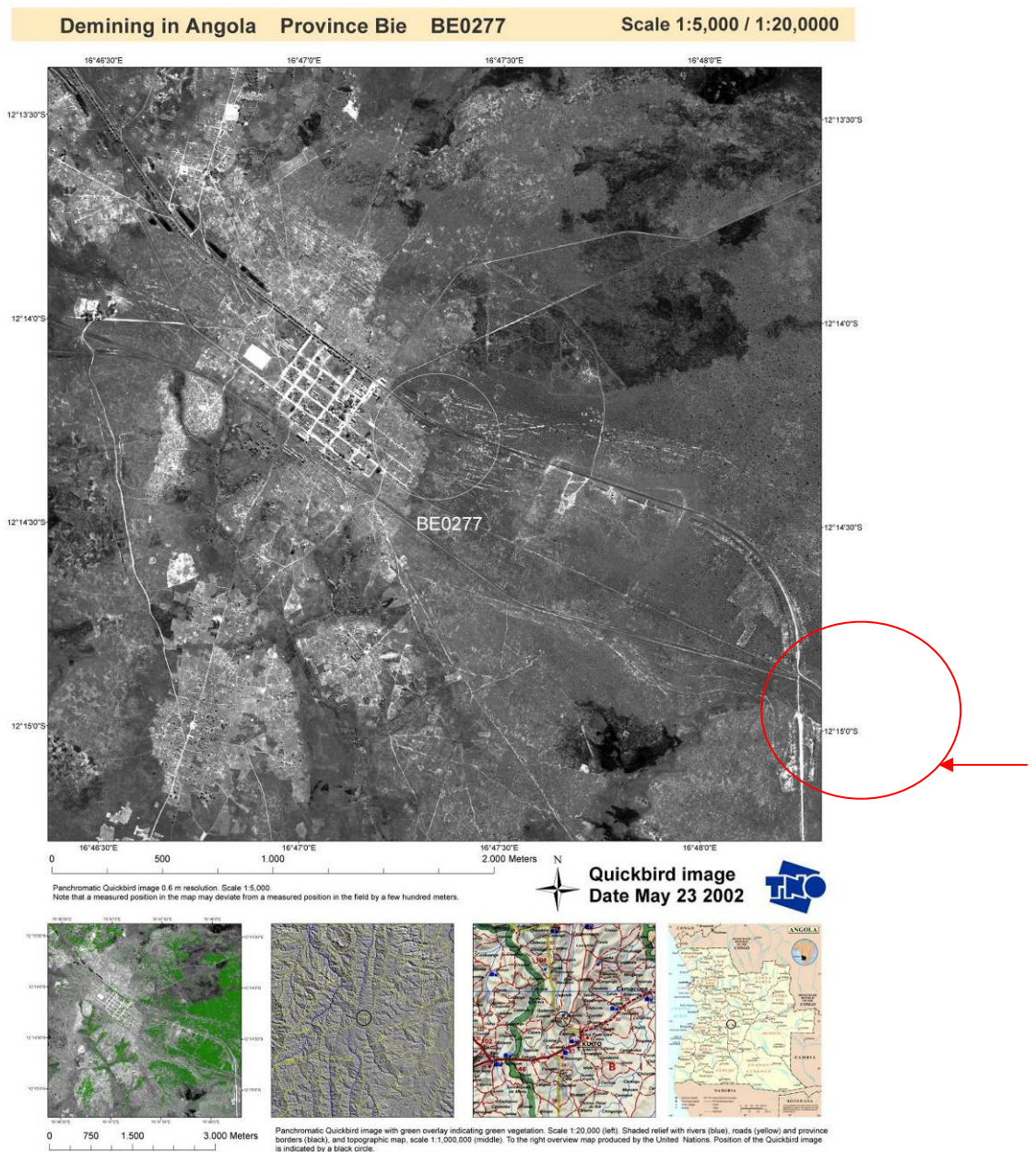


Figure 4.3 Image map of task BE277 according to the CNIDAH task ID (white circle), and containing the task BE277 as denoted by HALO Trust (red circle).

4.5 What factors contributed to sustainability?

HMA in Angola is undergoing a shift from being dominated by international NGOs, funded by a range of international donors with little supervision or coordination on the part of the Angolan Government, towards a situation in which three public demining operators, under auspices of and coordinated by the CED, become much more prominent and the Government (or rather the Presidency, through the GRN) will tighten its grip on the sector. This shift is caused by two mutually reinforcing trends, viz. the gradual withdrawal of most of the international donor community from Angola (exemplified by the ending of all bilateral Dutch aid to the country by the end of 2007) and the strengthened role the Angolan Government demands for itself, both with regard

to policymaking, implementation and financing.⁹⁷ Given the reported weaknesses of the Angolan structures, there is a risk that both the quality and the quantity of HMA in Angola may suffer as a consequence in the medium-term, except in case the established and experienced international NGOs are not allowed to continue to operate alongside national operators and within a policy framework showing positive developments towards quality, effectiveness and transparency.

As far as the past ten years are concerned, sustainability was principally influenced by the attitudes and interests of the international donors, with an increasing role of the EC and the US Department of State. The Netherlands Ministry of Foreign Affairs has contributed substantially to the sector, by directly financing four of the main international NGO operators (and HI with respect to MRE) and by contributing to the capacity-building of national institutions through multilateral channels (WFP, UNICEF, UNDP, EC). The direct support was continued even when the renewed outbreak of hostilities and laying of new minefields would have justified its suspension – the argumentation being that the humanitarian needs were still overwhelming and the investment in capacity and equipment would be lost were the funding to be stopped.⁹⁸

4.6 Conclusion

As indicated in previous sections, most of the benefits identified by the evaluation team during its field visits are durable. Exceptions are the cases of temporary quartering and reception areas which needed clearing at the time, but which have been largely abandoned since. It can be argued however, that even in those cases the benefits continue, as the clearance facilitated the smooth running of the process of demobilisation, return and resettlement. Otherwise, this could have resulted in bitterness, resentment and grievances on the part of the people involved, or even in chaos and violence – none of which did occur at any large scale.

The clearest case of doubtful sustainability of benefits concerns the road in Bengo province cleared and rehabilitated by MgM in 1997-98. Again, the benefits resulting from the return of the people from *Boa Esperança* camp remain, but parts of the road itself is currently remain unusable. The same could happen to other post-clearance rehabilitation tasks. In the case of this evaluation however, the time elapsed since clearance and rehabilitation has been too short (mostly, just a few years or less) for making a valid judgement with respect to sustainability.

There is a trend towards alternative ways of demining, and NGOs are currently exploring new approaches, so-called ‘smart demining’. This includes a more active involvement of local communities in the planning and execution of the process. Local needs are taken into account at an early stage and reflect the most pressing concerns in the individual community, irrespective of the need for actual mine clearance. For example, this might lead to assisting locals to ‘live with the mines’ without having to spend large amounts on mine clearance.

Capacity-building is still largely determined by NGOs and there are some dangers for the coming years. Until today, NGO-sponsored employment has resulted in the job creation for many local deminers, and made it possible to transfer former NGO staff to public and commercial institutions. Still, there are fears that lack of funding for NGO

⁹⁷ *National Strategic Mine Action Plan 2006 – 2011*, CNIDAH, 2006, p. 22.

⁹⁸ Mail Embassy of the Kingdom of the Netherlands Luanda, LUA/2010/00073, 1999.

activities in a booming oil economy could lead to decreasing investment in public HMA structures and, in turn, endanger the safety and quality of demining operations in Angola, as well as the locally-owned prioritisation of demining tasks.

IV Conclusions

Dutch-supported activities in Angola have largely been consistent with the general Dutch and Angolan objectives and did reflect the aim to diminish the number of mine victims, supporting post-war reconstruction and rehabilitation and national capacity-building. It should be noted however, that the MFA decision-making process regarding HMA activities has been driven by internal considerations – such as funding priorities and organisational changes – rather than by careful analysis of the needs on the ground. The latter would have been crucial, the more because of the highly fragile situation around the Lusaka peace process and its impact on different parts of the country.

Unfortunately, there was hardly any attempt to connect HMA funding schemes to other elements of Dutch aid to Angola; the various instruments of Dutch foreign and/or development policy were in fact never integrated into a single, coherent approach. This was the case in the period from 1997 onwards, and even more so after it was clear that the Netherlands would terminate all bilateral aid to Angola by the end of 2005.

Despite the existing national policy framework and annual planning procedures at various levels, the work of the NGOs is in practice still insufficiently integrated into national Angolan policies. This means that INGO priorities are determined by the needs and concerns of local communities on the one hand, and the demands of their international donors on the other. On the local level, popular participation has increased over time. Today, INGOs establish their clearance priorities on the basis of the LIS data, in combination with data gathered from affected communities, requests received from local authorities, and provincial development plans. They receive no formal ‘task orders’ but their plans are generally agreed with the provincial authorities by consensus, and the national authorities are kept fully informed about the progress.

Despite major setbacks, HMA activities in Angola managed to reach almost all given objectives for the various funding periods. Due to the renewed outbreak of war in late 1998, most of the objectives set by the MFA and INGOs could not be reached. INGOs looked for alternative tasks as a result, and shifted their focus to emergency demining. Policy objectives changed, too: the MFA diminished its funds and changed its funding priorities, but continued to financially support the INGOs in times of war. The professionalism, effort and resilience of INGOs, combined with their ability to adapt to the difficult working environment despite limited funding enabled them to continue their activities. This way the MFA in fact still contributed to improving the humanitarian situation in the non-war zones, albeit on a small scale. To no surprise, the peace agreement of 2002 made HMA more effective. The NGOs were able to work on their professional standards and continued to develop their overall demining strategy.

HMA involves a lot of overhead. Demining organisations in Angola spend a large part of their time and money on logistic tasks, such as obtaining fuel, food, equipment and spare parts or building accommodation for the teams. Even though expensive, their operational capacity, high quality standards, their actual clearance work and the structural training of Angolan staff are all greatly beneficial to the sector.

Even though the current LIS survey certainly remains the only existing reference document for demining in Angola, its accuracy and classification method is widely criticised and has at times lead to inaccurate planning.

In the period 1996-1998, HMA activities had a tremendous impact with respect to return and resettlement, rehabilitation of local infrastructure (as seen with remote sensing), free movement of people and goods, and general feelings of security. IDP camps quickly emptied after mine clearance had finished. After the renewed outbreak of violence in 1998, the post-clearance land use did not play a great role in Angola. This holds particularly true for the actual planning and prioritisation process during the 1998-2002 war, as the emphasis was on short-term needs and interim settlements. More recently, the trend is actually positive: there has been a substantial reduction in victim numbers since 2000.

The nature of demining suggests that most of the short-term impact of mine clearance will give continuous benefits to the population (not a single mine accident has been reported on a piece of land or stretch of road that has been cleared). At the same time, the more structural aspects of HMA activities are – in the long run – even more important. Angola has been able, especially in the post-2002 period, to set up an institutional framework for humanitarian demining, with components for policy-making and implementation at national and provincial levels. In practice, however, the system still faces many problems, due to a lack of human capacities (technical and managerial) as well as a lack of transparency and accountability. The latter in turn affects the way in which the Dutch-sponsored INGOs can operate: demining organisations in Angola are highly dependent on international funding, and are relatively expensive compared to other NGOs in the sector. This in combination with Angola's booming economy might lead to further decrease of funding options for INGOs. This uncertainty about international funding commitment leads the evaluation teams to doubt whether it is realistic for the national authorities to expect having 'solved' Angola's mine and UXO problem to a large extent by 2011.

The NGOs have by far been the most successful contributors to building national capacities in the area of HMA in Angola, in particular clearance. In fact, there are currently very few expat-staff involved – as all middle-level and many higher positions within the NGOs themselves are filled by nationals. Many of the deminers and other technical and managerial staff trained and employed by the NGOs have passed to Angolan demining agencies, both public or private. In contrast, the full transfer of responsibilities to national bodies has not materialised until today and there is a problem of inter-agency 'brain drain': public Angolan demining operators pay almost double the salary that the NGOs can offer, which obviously limits the NGOs' capacity to recruit and retain deminers and in various cases has resulted in industrial action.

In the future, HMA activities might look a little different. The NGOs are all, each in their own way, exploring new approaches to demining that can be labelled 'smart demining'. These put less emphasis on necessarily trying to clear all mines and UXO, but rather to study each situation in detail, with the active participation of local communities and, on the basis of a comprehensive identification and analysis of the problems and needs, to formulate a plan of action addressing them. Solutions may include full or partial clearance, but can also involve area reduction, marking, fencing, MRE, or other ways of 'learning to live with the mines', at least for the time being.

During the first years of the period under consideration, the Netherlands Embassy in Luanda closely monitored the activities of the demining NGOs, and Ministry delegations conducted visits to the country on a regular basis. Due to the diminishing role of humanitarian and development aid, the Embassy's capacity to monitor projects and programmes gradually decreased and, by 2006, had virtually disappeared.

V Recommendations

On the basis of the foregoing analysis of the humanitarian assistance by the Netherlands Ministry of Foreign Affairs to HMA in Angola over the years 1996-2006, the following recommendations should be taken into consideration:

- Given the scale of the remaining mine/UXO problem in the country, support to HMA activities in Angola should be continued. This should be done through the financing of INGOs, as national institutions remain weak and INGOs still play a key role in addressing the humanitarian needs of the most vulnerable communities. They, too have significantly contributed to the progress that has been made thus far.
- Objectives of financial assistance should be redefined. By using Angola's Mine Action Strategic Plan 2006-11 this should be done while considering the following issues:
 - 1 The need for international NGOs to put more effort in their liaison with, and integration into, national MA structures and institutions.
 - 2 Investing in the intensified NGO executed training and capacity-building of key Angolan institutions and staff in order for them to assume full responsibility for HMA by 2011.
 - 3 Phase out the need for international assistance in its present form, possibly by 2011 (in other words: a four or five year exit strategy).
- The necessary monitoring of Dutch funded MA activities could be organised in a way similar to (or even in combination with) the way the EC monitors its financial assistance to HMA, viz. by seconding (or contributing to the costs of) a qualified demining expert.
- Demining efforts should be embedded in a development plan for the area concerned in order to ensure sustainable impact. For example, the clearing of an area for building a school should not be followed up only by the actual construction of the school, but also the use of the school. This involves the intensifying of contacts with national, provincial and local authorities as well as with all other (international) development actors such as UN agencies, NGOs and private companies.

VI Methodology

Evaluation Approach and Methodology

The evaluation of Dutch financial assistance in the area of humanitarian demining involved three stages: (1) a preparation stage to collect relevant documents and make practical arrangements for the field visits; (2) field visits and (3) report writing. The schedule followed is given in figure 6.

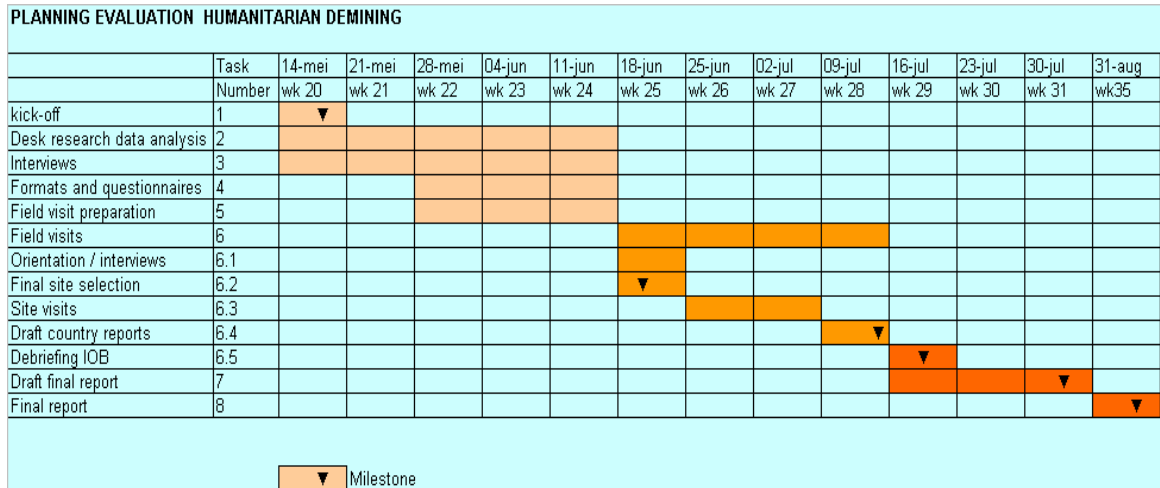


Figure 6 Time Schedule.

The preparatory stage involved two separate processes: desk-based research by the IOB consultant into Dutch demining policy and the collection of relevant written source material, including evaluation reports, landmine impact surveys and country-specific information. The second stage involved field-research in three countries: Angola, Bosnia-Herzegovina and Cambodia. In the third stage three country reports and a synthesis report were drafted and submitted to the IOB.

In Angola, remote sensing techniques were used to enhance the field-analysis.

The Evaluation Team

The evaluation team consisted of three field teams and a project leader. Each field team composed of a team leader and two team members. Each team as well as the overall team was multi-disciplinary in that it combined technical, military, developmental, political as well as country-specific expertise. In addition, the field teams hired local expertise in country. Detailed requirements as to the team’s expertise and composition were given in the ToR. The profiles of the evaluation team are attached in Annex 1B.

The TNO field teams were supported and backstopped by a ‘home team’. The home team participated in desk research, data analysis, organising field trips, acted as sounding board for the field teams, ensured consistency between the approaches taken in Angola, Bosnia, and Cambodia, and participated in drafting the reports.

| | Team Bosnia-Herzegovina | Team Cambodia | Team Angola | |
|----------------------------|-------------------------|-----------------|----------------|--------------|
| HCSS / TNO Evaluation Team | F Ory | G Gijbers | A Schoolderman | C Meindersma |
| | R Gasser | A Sprangemeijer | G Meijer | |
| | J Dees | T Sweijs | H Abdillahi | |
| | S Srnac Vukovic | Mao Vanna | I de Castro | |
| | A Music | | | |

Figure 7 The Evaluation Team.

Stage 1

The preparatory stage involved two separate processes: desk-based research by the IOB consultant into Dutch demining policy and the collection of relevant written source material, including evaluation reports, landmine impact surveys and country-specific information.

The questions for the IOB-led analysis of Dutch demining policy were set out in the ToR and concerned primarily the underlying principles of Dutch demining policy, criteria for selection of countries and programmes eligible for financial assistance and coordination with other policies and donors. The IOB research was intended to clarify how Dutch policy on humanitarian demining was formulated and the manner in which mine-affected countries eligible for financial assistance were selected. Its findings would form the basis for the field evaluation and form a chapter of the overall evaluation report. Unfortunately, though the evaluation teams received some policy documentation from the IOB, the research was not completed before the teams proceeded to the field or before the write-up of the final reports.⁹⁹ This hampered the evaluation by the field teams. In fact, in stage 3, the teams collected and analysed many of the available policy-documents themselves to complete their reports.

Simultaneously, the evaluation teams collected and analysed relevant documentary information resulting in site-selection for field-visits and an agreed outline for the final reports. In addition, this stage involved substantial logistical preparation to get the

⁹⁹ See email exchange IOB - HCSS, 30-07-2007. Document will be provided separately from this report.

teams on the ground, establish contact with demining organisations to facilitate the team's visit and hire qualified local expertise as required by the ToR.

Stage 2

The field visits to Angola, Bosnia-Herzegovina and Cambodia took place between 15 June and 15 July. The amount of time spent in each country varied according to the circumstances. These countries had been selected by IOB based on 10 criteria listed in the ToR. The ToR stated that field analysis should focus primarily on the use of demined land. Through discussions with IOB, it was clarified that the evaluation should be non-technical, that the use of land should be interpreted broadly and that the teams should in fact examine as much as feasible the impact of Dutch-financial assistance in humanitarian demining on the ground. Given the short timeframe, this was done through a selection of, at a minimum, 4 sites per country. The criteria used for site selection are listed in 6. A Matrix was developed to represent a systematic approach to examining the findings according to the five evaluation criteria (efficiency, effectiveness, relevance, impact, sustainability), along with Questionnaires for Focus group Discussions. (see Annex 3)

The field analysis involved visits to selected demining sites, interviews with relevant national, regional and local authorities, demining organisations supported by the Netherlands, national coordinating bodies, other relevant organisations and diplomatic representations, documentary research at Royal Netherlands' Embassies and focusgroup discussions with key stakeholders and communities. This resulted in Summary Field Notes and Notes of Focus group Discussions. A list of people interviewed and sites visited in included in Annex 2, 5 and 6..

Focusgroup discussions were conducted using the DANIDA method, which was especially recommended in the ToR for the evaluation (DANIDA, 2003). Focus group discussions were conducted by a local facilitator, involving not more than 7-10 persons at the time representing a cross-section of members of a particular community. Participants in focus group discussions were selected based on the following criteria: participants live or work in a community affected by landmines; are resettled because of mines; have had family members injured or killed by landmines; or live in a community where mine action was undertaken.

An additional characteristic of the DANIDA evaluation is that it viewed mine action from the broader perspective of international development co-operation and humanitarian assistance. Consequently, following the DANIDA approach, the present evaluation included an emphasis on the institutional factors that have contributed to the success or failure of humanitarian demining programmes.

Interviews with key interlocutors were conducted broadly following the CIIP approach. Thus the evaluation reviewed not only immediate outputs generated but attempted to assess the longer-term results (impact), the processes through which these results were produced and the post-conflict context in which the humanitarian demining activities took place.

In Angola, in addition to methodology explained above, remote sensing imagery was used to obtain additional information on the actual use of demined land. The use of

satellite data served to corroborate through scientific data gathered in the field and to extend the local observations to larger areas that were not visited.

In Angola and Bosnia-Herzegovina, the Embassy was briefed on the preliminary findings of the team before departure. In Cambodia, the Netherlands does not have an Embassy. In both cases, the opportunity to have a frank discussion about the impact and effectiveness of Dutch financial assistance for humanitarian demining was highly appreciated.

Stage 3

Drafting of the country reports took place following the return of the field teams. Field findings were analysed and correlated with the outcome of documentary research. Where necessary, additional documentary research was undertaken. This was particularly necessary because the A number of internal consultations were undertaken. An external TNO-staff read the draft reports as an independent quality assurance.

The findings in the country reports are presented following the outline agreed with IOB in advance. The findings, conclusions and recommendations provided in the report are objective, verifiable and based on the field observations of the evaluation teams. Given the policy focus of the evaluation, the absence of quantitative baseline data and the requirement to use the DANIDA methodology, the findings presented in the country reports are largely qualitative. Where the findings are subjective, this is clearly stated in the report and supported by arguments.

Limitations of the Methods Used

The main limitations on the evaluation were time constraints and the non-availability of the preliminary policy research.

1 Timelines

The timelines set for this evaluation were extremely tight. Moreover, the evaluation had to be conducted over the summer period. This posed a number of serious challenges. The timeframe allowed very little time to select and hire qualified consultants and make the requisite logistical arrangements for the teams to travel to Angola, Bosnia-Herzegovina and Cambodia (visa, vaccinations, travel arrangements). Contacting the relevant organisations in the three countries, making a site selection and practical arrangements to visit these sites posed a real challenge in this short timeframe, particularly given the fact that these are countries that have recently emerged from violent conflict. Making the necessary practical and logistical arrangements in time for the field visits to proceed according to the schedule set by IOB left little time for documentary research and analysis preceding the field visits. Time constraints also meant that not all sites where Dutch-supported humanitarian mine action had taken place could be visited in the countries selected. Therefore, the evaluation results are not based on a comprehensive analysis of the impact of Dutch-funded activities in the 1996-2006 period but on a sampling.

Given the short timeframe, and the requirement that each team be composed of a team leader and two team members, in practice nine persons were engaged to conduct the evaluations in three countries at the same time. It would possibly been more effective to have one core team, consisting of 2 persons of complementary

skills and expertise, complemented with country-specific and local expertise, evaluate the countries consecutively. This would have enhanced consistency of approach and analysis and facilitated report writing and synthesis.

2 IOB research

The methodology of the field visits was based on the assumption that the research into the priorities of Dutch humanitarian demining policy and eligibility of organisations and programmes would be available to the teams before proceeding to the field. In fact, a rudimentary draft was provided to the team. However, this draft proved to be incomplete, lacking analysis and containing mistakes. The policy documents were provided to the team but these proved not to be complete. Therefore, the field teams did not have a clear picture of priorities in Dutch demining policy before proceeding to evaluate the effectiveness of the use of Dutch financial assistance in the field. In the field, and also in the report-writing stage, the evaluation team spent much time and effort trying to complete and verify the accuracy of the findings of the preliminary IOB policy research. Finally, the evaluation team itself wrote this part of the evaluation report, which is included in the introduction and the chapter on relevance. This required extra time and effort and was contrary to the stated phasing and division of work agreed in the ToR.

3 Use of satellite imagery

Remote sensing imagery is commonly used for applications in cartography, forestry and agriculture. Images are obtained by radar or camera systems at several wavelengths, from both satellites and airborne platforms such as helicopters and fixed-wing planes. In the past ten years, the application of remote sensing imagery has increasingly been researched in the context of humanitarian demining. These projects focused mainly on the possibility to detect mine fields and individual mines (directly or by the presence of minefield indicators) from remote sensing images by the application of hyperspectral techniques, both in the visual and infra-red spectrum. For the purpose of this evaluation, TNO had proposed to use remote sensing images as a method to obtain additional information on the post-clearance use of demined land, complementary to documentary research, interviews with stakeholders, focus group discussions and field visits. For this evaluation, no new techniques were developed; the remote sensing images were available from existing archives.

The team adopted a two-folded approach. First, individual images of the existing archives would be interpreted and compared with the facts on the ground. Second, changes that occurred over time would be detected by the evaluators, and would then trigger more accurate inspections of the area in question, by either using satellite images with a higher resolution or by field visits.

The major impediment for the team to analyse this kind of data in Angola stemmed from the erratic national data. In the provinces of Bié, Huambo and Moxico, the evaluation team intended to compare the actual situation at the location of the demining tasks with the information from the remote sensing images. During preparatory discussions with demining organisations however, it became clear that the site selection had been based on incorrect data from CNIDAH, the national organisation that maintains the IMSMA demining database; these did not match the site information of the demining organisations. Especially the mismatch between the task IDs and the coordinates affected the use of the image maps, since the actual

locations of these tasks were not covered by the image maps. Further enquiries led to the conclusion that this mismatch was not due to a systematic error. Rather, it might have occurred through the mixing up of task IDs and GPS coordinates in the CNIDAH data base.

Minor issues concerned the limited amount of data that was available for the remote regions under evaluation. One limiting factor was cloud cover, which is a common problem in tropical regions. Angola is only sparsely covered by high resolution satellite 'cloud free' (less than 20% cloud cover) data. A number of 'cloud free' images were available from the Ikonos, Quickbird and EROS satellites, in addition to multispectral data (including information on vegetation) for Ikonos and Quickbird. A second issue concerns the period from 1996 onwards: even though the number of available images has been increasing since 2002, there are only low resolution images of African countries available for the period before 2002 (due to the lack of ground stations). The exact developments between 1996 and 2002 could therefore not be confirmed by remote sensing for this report.

Despite the incorrect data, one image map did in fact contain (apart from the task with the incorrect ID as provided by CNIDAH) the location of the task the evaluation team had selected: task BE277 in the province of Bié. This task was performed by HALO Trust and funded by the Netherlands. Also, the image maps of 2 June 2002 and 27 April 2005 contained the locations of a demining task in the province of Huambo (HU194 - task ID according to CNIDAH), also performed by HALO Trust. The findings from the visits to both of these sites are included in chapter 4.

In all, the use of remote sensing images still contributed to the findings of this report, despite the erratic data archives. Although the evaluation team was not able to perform this investigation in the way it was intended, it was possible to demonstrate changes over time, and satellite data also served as a confirmation to findings from the field visits in two of the inspected sites. As presented in this report, the use of remote sensing imagery can lead to additional insights, given that a sufficient amount of correct data is available. Coupled with the appropriate interpretation, satellite images do provide valuable information on land use and socio-economic developments in a specific area.

VII Photographs

- 1 Former IDP Camp Boa Esperanca I
- 2 Former IDP Camp Boa Esperanca II
- 3 Former IDP Camp Boa Esperanca III
- 4 Meeting with MgM about former IDP camp Boa Esperanca
- 5 Bridge Build by MgM (still used by locals)
- 6 Debrief with NPA in Malanje
- 7 UXOs and mines found during demining at Tenga in Kwanza Norte (NPA)
- 8 Sign completed Dutch-supported demining task in Moxico (NPA)
- 9 Promotion for voters registration
- 10 Angolan deminer working on a task (HALO)
- 11 MRE poster
- 12 Chicololo Village in Moxico Province 0074 Disabled mine
- 13 MAG operational base 0073
- 14 Soba of Chicololo Village (Moxico)
- 15 Disabled mine
- 16 MRE tshirt
- 17 Tank disabled by anti-tank mine on the side of the road in Kuito
- 18 Remote Sensing
- 19 Explaining of the completed task (HALO)
- 20 Domingas Manuel, second wife of Soba Zela Village (Malanje)
- 21 Completed task near airport Huambo, where construction is taking place
- 22 Warning sign mined area
- 23 Walking down the just demined road (Malanje)
- 24 Marcia Rodrigues, paramedic NPA
- 25 Completed HALO task in front of the house of family (Huambo)
- 26 Locals walking from a part of road that hasn't been demined yet
- 27 Locals walking towards a road that hasn't been demined yet
- 28 Soba of Km. 11 Village in Ndalatando (Kwanza Norte)
- 29 NPA Demining Vehicle
- 30 Sister Dolores Beira, Kudiedela Orphanage was build after completed task (Malanje)



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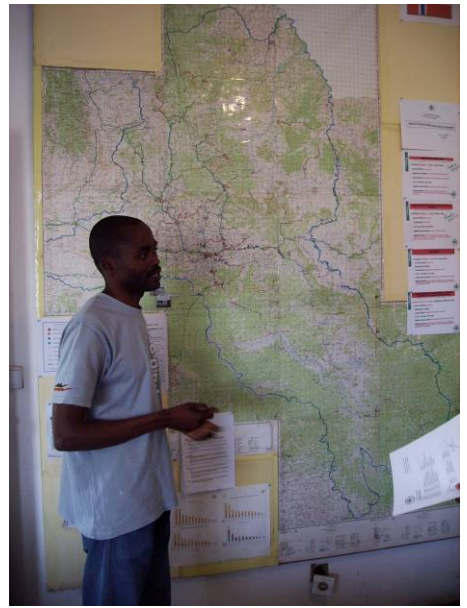
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CUIDADO!
O PERIGO ESTÁ AÍ!
Não entre nestas zonas!

CASAS DESTRUIDAS
PONTES CAÍDAS
CARROS DESTRUIDOS
ANIMAL MORTO.
ARAME FARPADO.
ESPOLETAS DAS MINAS

As Minas Matam e Mutilam.

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VIII Annexes (delivered separately)

| | |
|----------|---|
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| Annex 1B | Composition of the Teams |
| Annex 2 | Field Visit Reports |
| Annex 3 | Matrix for analysis |
| Annex 4 | Schedule of activities |
| Annex 5 | Organisations and individuals interviewed |
| Annex 6 | Site selection criteria and site visits |
| Annex 7 | Bibliography |
| Annex 8 | Report HU012 (original in Portuguese) |
| Annex 9 | LIS Map Impacted Communities 2005 |
| Annex 10 | MAG Strategic Mapping Alto Campo |
| Annex 11 | MAG Tchwia |
| Annex 12 | MAG Conflict Analysis Ludoco |
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