Research Proposal

Angola – Zaire Province Pilot Project:

Sustainable peace monitoring and risk mapping

Development Workshop

Luanda, Angola

October 2004

1. Problem Statement

Violent conflict in Angola ended in early 2002 after almost 40 years of conflicts, though a situation of "not peace but not war" continues in Cabinda Province between the Angolan army (FAA) and separatist movements. The "Luena Memorandum" of April 2002 between the FAA and the military wing UNITA re-initiated the Lusaka peace protocol of November 1994, and led to the incorporation of some UNITA troops in the national army, the effective demobilisation of the rest of UNITA troops, civilian administration and free movement throughout the country, the abandonment of camps by displaced people and the return of refugees from neighbouring countries.

It was widely recognised however that major challenges remained in the achievement of a true and sustainable peace for all Angolans. The post-conflict transition involves a large number of processes (economic, social and political) that have to be carried out under difficult circumstances. In Angola, physical, human and social capital has been lost during a long-term conflict. There are thus enormous challenges in transforming the cease-fire into a sustainable peace and in ensuring that the country does not, once again, lapse into violence.

It was also quickly recognised that progress with the various post-conflict processes was been uneven, and that a lack of progress with the key post-conflict transition processes could have important implications for creating a sustainable peace. It is widely recognised (internationally and nationally) that there is only a short "window of opportunity" after the end of open conflict in which to do create a sustainable peace.

Development Workshop recognised that is was important to understand progress with the post-conflict processes, and their viability and sustainability, and to identify any problems with implementation of these processes. DW recognised that it is particularly important to monitor progress, and to understand the dynamics of and challenges to peace, in areas distant from the capital where the challenges are greatest, where the capacity to implement some of the post-conflict processes is probably weakest and where a lack of progress may go unnoticed. Only if progress is monitored, and the dynamics of and challenges to peace understood, will it be possible to advocate actions that support peace-building.

DW has been carrying out during 2004 an assessment of post-conflict Angola and the outlook for sustainable peace and assessment of future risks. This has been done through a review of existing recent research and situation reports[1], interviews with key informants, visits to four Provinces[2] and localised case studies in these four Provinces. The main categories of information that have been collected, analysed and organised in a useful form are:-

-       the main post-conflict processes (such as population movements linked to return of refugees, closure of camps for displaced people and demobilisation of UNITA soldiers)

-       the state of infrastructure and the existence of plans to rehabilitate that infrastructure

-       the functioning of infrastructure or social services and plans to make it more functional

-       the functioning of local administration and community structures

-       the vulnerability of the population, according to social grouping and geographical location

-       the existence or risks of conflict, latent or open, in communities or between communities or outsiders.

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[1] Such as the World Food Programme's Vulnerability Assessments, situation reports of various UN agencies, provincial profiles produced for the Government's reconstruction programmes, Government plans for infrastructure rehabilitation, vulnerability studies carried out for the Social Action Fund and research being carried out for the NGO Land Network about land conflicts.
[2] Zaire, Huambo, Moxico and Benguela

The provisional conclusions of the assessment are:

- Angolans are highly relived that war has ended and that there are few signs of war breaking out again

- some studies seem to suggest that Angolans believe that there is now less crime and now feel more secure, even in areas that were remote from the war, because they perceive that the war was sometimes a cover for criminal behaviour and promotion of private interests (such as robbery or control of territory for individual gain)

- Angolans see the absence of war as positive but are concerned about the inequalities and injustices in the post-war society, and about the lack of channels available to deal with them

- the war ended with, in effect, a military victory by one party that leaves one social power dominant

- Angola has been "destabilised" by many decades of war with, as a result, weakened social structures and large-scale movements of population that bring different groups (with different identities and levels of assets) in contact with each other; while this was justified by outside actors in the past as being the price of bringing democracy to Angola, the final result has been a society with one dominant social power and without the mediating institutions necessary for transparency and accountability and for discussing ways to address the enormous needs of re-settlement, re-integration and reconstruction

- little information exists about the process of re-integration of returning or re-settling populations, but with clear signs that economic, social and psychological re-integration in some places is difficult and that there are few effective programmes

- the macro-level data about returning or re-settling populations does not reveal the complexity of population movements and re-integration strategies, and masks the fact that there are groups of people who are not following the assumed movements of population and that some of these are groups are ignored in re-integration programmes and are in situations of high vulnerability[3]

- some of the few case studies that have been carried out suggest that there are few conflicts within communities, though this may be because of conflict avoidance (such as returning refugees or people formerly with UNITA not returning to their original areas of origin), while other case studies suggest that there are divisions and tensions within communities

- population movements continue towards peri-urban areas, more than outweighing the movement from peri-urban to rural areas, and some of this has been explained as avoiding possible conflicts in rural areas and a preference for the "anonymity" of peri-urban areas

- divisions within rural communities have been noted as being linked to:-
  - divisions between groups considered as "residents" and "resettlers"
  - especially divisions between "residents" and those from Quartering Areas[4]
  - divisions between "residents" and those returning from urban areas
  - divisions between "residents" and those returning from refuge abroad[5]
  - those who have no assets and those who have some assets (even a few)
  - adults and children
  - women and men

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[3] For example refugees who return spontaneously to Angola because the official process is too slow, under-age soldiers, single women who were living with UNITA.

[4] Those who were with UNITA in some form, either voluntarily or against their will, pre-2002

[5] Some of those who have been refugees have gained or adopted new identities, such as speaking French or English in DRC or Zambia respectively, having higher education levels due to opportunities in refugee camps not available to those who stayed in war-torn Angola, adoption of other habits of the country of exile

- tensions are manifested through increasing numbers of accusations of witchcraft[6], exchanges of insults and cases of domestic violence

- some informants consider that the lack of channels to deal with feelings of resentment about vulnerability or inequality leads to diversion of these feelings into exchanges of insults with neighbours and cases of domestic violence

- people feel that there is a lack of information about many factors that affect their lives and that both "traditional" educational channels (community leaders, village elders, parents, grandparents) and the formal educational system is not equipped to provide this information[7]

- local administrations are weak, and are seen as weak and as ineffective in dealing with contemporary challenges

- information about the functioning of community structures is still incomplete, but there are signs that there are differences between parts of the country (with stronger community structures in the east and south) and that in some parts of the country (such as parts of the central plateau) community structures are seen as ineffective

- there are conflicts over natural resources such as over diamonds[8], between small-scale fishermen and foreign fishing boats on the coast of Zaire and Benguela, and over land in the highly populated central highlands

- governance structures are seen as having little capacity to deal with such conflicts, or as conceptualising situations in a way that obscures the existence of such problems[9]

- the future of information systems that were set up pre-2002 to provide information about the acute emergency is uncertain as the emergency has ended, but it is unclear whether any new forms of government or UN information systems will be created

- there has been a marked increase in the number of research studies carried out in Angola about vulnerability, conflicts or particular topics (such as land rights), but these are one-off studies and there is not guarantee that they will be followed-up or that the situations that they reveal will continue to be monitored.

The provisional results of the assessment have thus led Development Workshop to identify the need for a more systematic collection, in a number of Provinces, of information from a variety of sources that will permit a deeper understanding of the dynamics in those Provinces and subsequently the monitoring of changes there. Development Workshop intends to pilot this approach in Zaire Province, in the north of Angola. Zaire Province is one of the Provinces that has been included in the assessment carried out during 2004, and is an area for which there the most serious lack of information. (The World Food Programme's Vulnerability Assessments, for example, do not cover the Province and the Provincial Profile for Zaire lacks information available for other Provinces. It is a Province that is receiving returning refugees but has been slowest to improved services and infrastructure. It isa Province with some underlying conflicts (between the developed

[6] Accusations of witchcraft are often made against people who have more assets than their neighbours; being unable to explain rationally how, for example, two demobilised soldiers have returned with different size "demobilisation kits" or have more assets than the resident population, the accusation is made that they must have obtained their wealth through some supernatural powers

[7] Areas mentioned often include HIV/AIDS, drugs and alcohol, parenthood, family planning, how to deal with unwanted sexual attention, how to deal with latent conflicts and witchcraft accusations, how to effectively run a micro-business, how to communicate effectively without being aggressive or being too passive

[8] Though information about this is difficult to obtain, as diamond areas are relatively closed and those involved are unwilling to provide information

[9] For example, Government documents about land tend to highlight the low population density in Angola as a whole and downplay the existence of land scarcity in parts of the central highlands or in urban areas, which are precisely the areas to which foreign investment is being attracted without policies to deal with the resulting competition for land.

coastal areas and the interior, between returning refugees with an identity marked by the time spent in the DRC and "residents" and between small-scale fishing and foreign trawlers that come close to the shore). It is moreover an Province in which Development Workshop intends to develop activities in the near future, because of its pressing needs. Development Workshop's approach in the area will be one of "conflict sensitivity": it will attempt to work in the Province in a way that does not exacerbate existing tensions and that tries to reduce them; it will attempt to influence other actors to reduce inequalities and latent conflicts in the Province; to this end it will make available to other actors its experience in a number of areas (peace-building, micro-credit, small-scale construction, water and sanitation, information management and mapping).

Development Workshop therefore intends to test an approach to information gathering, analysis, archiving and dissemination in Zaire Province that might be used subsequently in other Provinces and that supports this approach.

2. Project Objectives

Knowledge Creation

The objective is to create a data-base of information about the Province of Zaire that can be used by Development Workshop, by other aid actors and by Government departments, to plan development activities with an emphasis on reducing inequalities and tensions between different social groups and different geographical areas.

The objective is also to learn from this process so that similar data-bases can be developed for other Provinces. It is expected that the process of creating the database will test methods of:
-        updating quickly information, particularly from remote areas
-        storing, collating, organising, summarising and analysing data that makes it accessible and useful for potential users
-        bringing together material from different sources and on different subjects in a way that is useful for potential users
-        bringing together material that is available in different formats and media
-        carrying out case-studies in widely dispersed areas with logistical difficulties.

Policy Development

The objective is to use the information for planning of Development Workshop activities and to actively make it available to other organisations working in the Province of Zaire. The emphasis will therefore be on generating knowledge in a form that is useful for all aid and development actors, and in a way that indicates potential tensions or inequalities in aid and development processes.

3. Methodology

The following activities will be carried out to realise these objectives:-

1)   collection of information from existing sources and putting in place processes that track sources of information and obtain updated information

2)   carrying out special field surveys to obtain information that is not available from existing sources
3)   organise a format for bring together information from different sources that is useful for potential users and easy to understand
4)   analysis of information from various sources
5)   dissemination of information and findings through presentations and publication.

Collection of information from existing sources

Existing information is available from UNHCR reports and bulletins, from NGO reports, from a Provincial Profile carried out by a local research institute for the Ministry of Planning and from Provincial Plans for future development. This has been backed up by key informant interviews with staff of the institutions involved in the research or information production. Other potential sources of information will be sought, as well as updates of this information. Attempts will also be made to discover what future plans exist for updating or repeating the studies that are the basis of this information or for carrying out other studies; for example it is unclear for how long UNHCR will continue to monitor processes in the Province after the closure of refugee camps in the DRC, and whether any other UN agency will provide monitor processes and provide information after the withdrawal of UNHCR.

Although published updates of this information are sometimes available, they are usually irregular and not announced systematically. Attempts will be made to put in place mechanisms that track updated information and obtain it when available.

Existing sources provide information about:
-       approximate population numbers and population movements
-       status of different areas to receive refugees according to UNHCR criteria
-       the state of infrastructure, roads that are passable in the dry and wet seasons
-       the time taken to make certain journeys by road in the dry and wet seasons
-       the location and state of social infrastructure
-       approximate location of mines
-       plans for upgrading infrastructure and services
-       activities in progress to upgrade infrastructure and services
-       local government administrative structures.

Carrying out special field surveys

Existing sources do not provide information about the following areas:
-       levels of vulnerability in different areas and social groups (the information that is available from VAM in other Provinces is not available in Zaire)
-       the process of re-integration of returning and resettling populations and any problematic factors in re-integration
-       the functioning of community structures, and their ability to assist in re-integration and in conflict resolution
-       conflicts and tensions at the local level.

Four small case-studies will be carried out in different communities in the Province. These will probably be:
-       a coastal, fishing community
-       the town of Mbanza Kongo or an area close by
-       a community in the interior with only a "resident" population
-       a community in the interior with returning refugees.

These case studies will be carried out in collaboration with NGOs working in the Province, namely PESNORTE on the coast and Save the Children Norway and the Norwegian Refugee Council in the interior. Each case-study will take about a week and will use a mixture of qualitative and quantitative techniques. One of the aims will be to assess the feasibility of carrying out more regular case-studies of this kind, given the logistical difficulties and the lack of experience of carrying out such studies among the aid and development actors in the interior of the Province (PESNORTE has experience though it works in the coastal areas only).

Organise a format for bringing together information from different sources

The experience of carrying out the assessment so far in 2004 has shown to Development Workshop that there are now more studies being carried out in Angola and more information is being made available, but this information can be difficult to access. Reports are available in limited numbers or their publication is not announced, and there are few libraries or other spaces where information is available and arranged systematically by area or by theme. The value of much of the information is increased by bringing it together with other information and making comparisons. For example, UNHCR information on the status of different areas to receive refugees according to UNHCR criteria could be compared with government plans for infrastructure upgrading and on reports about actual activities to assess how rapidly the degradation of infrastructure is being tackled. This can best be achieved if information is brought together in a logical archiving system.

Sources identified so far have been in digital form (from UN web sites, for example) and on paper. The design of the format for bringing together information from different sources will take into account the practicalities of a referencing system that allows for both media. This may involve making available on a computer or network the sources available in digital form plus references to paper documents that are stored in a document archive. Sources in digital form will be downloaded; reference will not be made to website addresses as sources on the web may be removed and thus be lost which will hinder making temporal comparisons and plotting trends.

The design of the format will also take into account the need to make it available both in Luanda and in at least one place in Zaire Province, and for the future need to update both in parallel.

Analysis of information from various sources

The information that is collected will be analysed to attempt to answer a number of questions. This will usually involve bringing together information from a number of sources, or comparing data from the same source at different times. Some of the main questions are as follows:
- what are the main post-conflict population movements?
- what is the emerging social geography of the Province as a result of these population movements?
- why are certain groups of people moving to certain areas?
- are they moving to their "areas of origin"?
- are they moving to places where there are perceived to be better opportunities?[10]
- are they moving to certain areas to avoid conflicts?
- are conflicts being generated by the resettlement of dissimilar groups of people in the same area?
- are there other conflicts with other causes?
- how do plans for rebuilding infrastructure and restoring social services compare with needs (as set out, for example, in UNHCR assessments or the Provincial Profile)?

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[10] There is some indication along the coast that returning refugees or displaced people have moved to areas where they perceive that there will be some development activity, when it is not their "area of origin", thus creating tensions with "residents" who perceive that the value of future development activities will be diluted by resettling populations

- how does actual implementation of rebuilding infrastructure and restoring social services compare with plans
- what are the actual role of local administrations and community structures in assisting re-integration and dealing with any conflicts?

Mechanisms will be designed to potentially allow systematic updating of this information when more information becomes available or is updated. The suitability of the methods used for collecting and analysing information (on progress to sustainable peace and on mapping of conflict risks) will be evaluated. This analysis will be used to assess the possibility of putting in place a longer-term tracking and monitoring system.

Dissemination of Findings

There will be various outputs. One will be a short report on the situation in the Province on the basis of the information collected, which will be published and will be discussed in a seminar in Luanda and in Zaire Province itself.

The second will be a series of presentations of various results and analyses in formats that appear to be useful to Development Workshop and other aid actors. Feedback will be sought from the potential users and adjustments made if necessary. The formats will include diagrams and maps and other visual forms that are usually more accessible to potential users. This will draw on DW's capacity for production of maps.

The third will be a technical report that will focus on how the information can be organised and analysed to be most useful to potential users, and how the database can be continued and replicated in other Provinces.

4. Institution and Personnel

The work will be carried out by Development Workshop - Angola, which is an NGO that has been present in Angola for over 20 years. Development Workshop - Angola has carried out development projects in the areas of water, sanitation, shelter and micro-credit, but has also felt the need to build a capacity to carry out background research on topics related to its field of interest, due to the lack of background information and the poor functioning of institutes of research and learning in Angola. Development Workshop - Angola has carried out two Beneficiary Assessment for the World Bank on water and sanitation in Luanda (major research exercises about people's views on improvement in water and sanitation), has been contracted to write the strategic plan of Norwegian People's Aid for Angola, and has also been contracted to carry out smaller studies and evaluations for NGOs in Angola and Mozambique. Development Workshop - Angola participated in the 1996/97 study on "Communities and Community Institutions" funded by UCAH, IDRC and Alternatives, and has recently carried out research into social cohesion in peri-urban areas (funded by IDRC), land access in urban areas (funded by the British Government) and into access to land by demobilised ex-combatants (funded by the Canadian Government).

The overall coordinator will be Paul Robson who was the principal advisor in the study on social cohesion in peri-urban areas. A field research coordinator and assistant to the overall coordinator will be recruited for the three month period of the pilot project, or will be seconded from within DW personnel who have experience of field research of this kind. These two posts are funded from other sources until March 2005 as part of the overall assessment of post-conflict Angola and the outlook for sustainable peace and assessment of future risks.

5. Timeframe & Budget

The pilot project in Zaire Province will be carried out in the first quarter of 2005. Sources of information have already been identified for the Province, and preparations will be made in the last quarter of 2004, such as contacts with local partners, identification of areas for case-studies and identification of local needs for information. Preliminary ideas for formats for information collation will also be developed in the last quarter of 2004. It is intended to begin fieldwork in the Province in January 2005.

The budget is for fieldwork in Zaire Province, namely local fieldworkers and travel and accommodation for them in the Province. The funding for the overall coordinator of the assessment of post-conflict Angola and the outlook for sustainable peace and assessment of future risks, and for the fieldwork coordinator is already available from other sources as is the funding for costs of dissemination and creation of a database.

6. Evaluation

The project will be evaluated on three levels:

Methodology and participation in research
>Level of participation of local communities in research process
>Training given to research staff
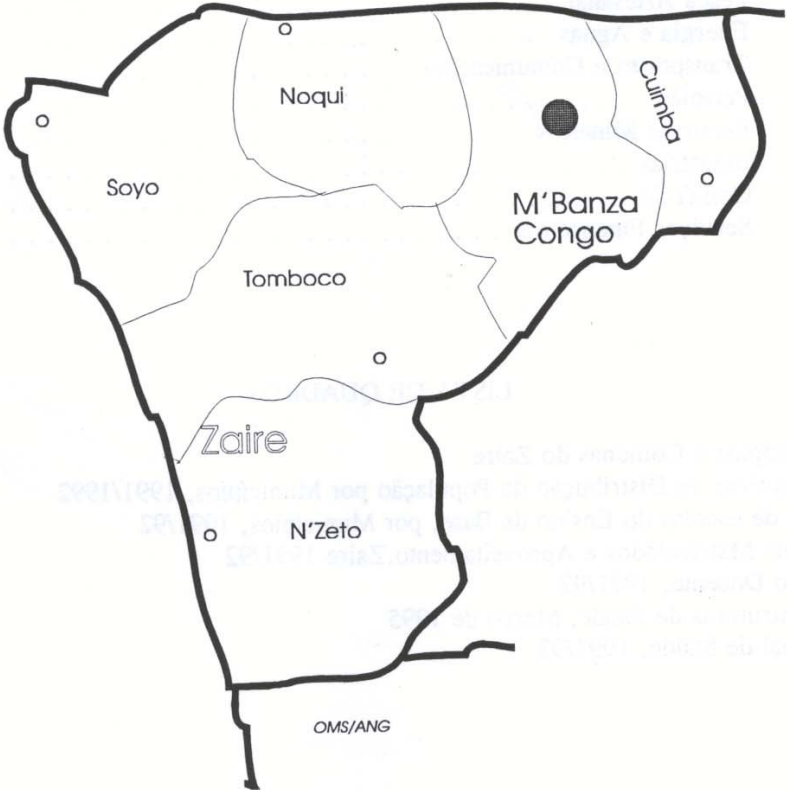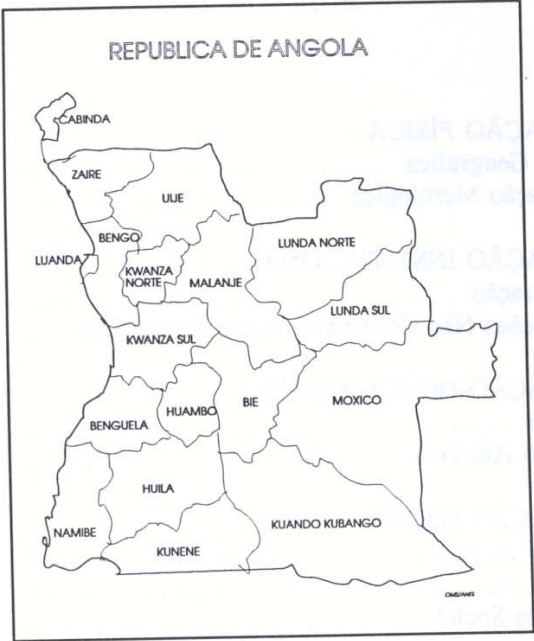
Quality of results of research
>Production of original and meaningful research findings
>Quality of paper/report produced in broad and academic terms
>Specific relevance of information and recommendations to policy-making

Impact of research findings
>Level of dissemination of report/paper within Angola and internationally
>Level of participation in dissemination seminars in Huambo and Luanda
>Uptake of research findings by policy-makers and NGOs working on post-conflict reintegration/reconstruction in rural areas

A final project report will include an evaluation of each of the above criterion. It is important to remember, however, that while the first two are specifically under the control of the project team, the final impact will depend in part on the willingness of government, donors and NGOs to heed the findings and recommendations of this research.

Annex 1: Province of Zaire

REPUBLICA DE ANGOLA

CABINDA
ZAIRE
UIJE
BENGO
LUANDA
LUNDA NORTE
KWANZA NORTE
MALANJE
KWANZA SUL
LUNDA SUL
BENGUELA
HUAMBO
BIE
MOXICO
HUILA
NAMIBE
KUNENE
KUANDO KUBANGO

OMS/ANG

Noqui
Cuimba
Soyo
M'Banza Congo
Tomboco
Zaire
N'Zeto

OMS/ANG

MUNICÍPIO	COMUNA	ESTIMATED POPULATION	AREA in sq. Kilometres
Mbanza Kongo	Mbanza Kongo Luvo Madimba Kiende Kaluka Kalambata	71,990	7,651
Soyo	Soyo Pedra do Feitiço Sumba Kelo Mangue Grande	109,550	5,572
N'Zeto	N'Zeto Kindegi Musserra	37,560	10,120
Tomboco	Tomboco Kinzau Kinximba	40,690	8,023
Noqui	Noqui Lufico Mpala	28,170	5,275
Cuimba	Cuimba Buela Serra da Kanda Luvaca	25,040	3,489

The province of Zaire is situated on the north coast of Angola and has an area of 40,130 sqaure kilometres. The northern boundary of the Province is with the Democratic Republic of the Congo, partly along the Congo River. The provincial capital is Mbanza Kongo, which at one time was the capital of the kingdom of the Kongo. The town was badly damaged during the war and the functions of the Provincial Government were transferred to Soyo. These functions are being transferred back to Mbanza Kongo, but there continue to be many operational difficulties in Mbanza Kongo. Petroleum companies operate in Soyo, which thus continues to rival Mbanza Kongo in importance.

The Province can be classified in three types of area. Soyo is economically dynamic, because of the petroleum industry; there is investment in infrastructure and social services by the Provincial Government and by the petroleum industry and accessibility is good. N'Zeto e Tomboco Municipalities are a second group, where accessibility is reasonable and there is some spin–off from the petroleum industry in Soyo. The three Municipalities of the interior are a third group, which were severely damaged during the war and where transport is difficult and where there is little investment in infrastructure.

It is possible that the contrast between the coastal areas and the interior may continue and even deepen as reconstruction gets underway. There is direct financing for development projects in the coastal zone by petroleum companies. The Provincial Government also from central government funds that are a proportion (10 %) of the oil receipts generated in the Province and these funds have also tended to be directed towards the coastal areas. For example the Provincial Government has contracted the consulting company Dar Al-Handasah to prepare a master plan for the three coastal Municipalities as a basis for development in these areas, but has not yet identified or allocated finance for the interior areas.

The NGOs Norwegian Refugee Council, African Humanitarian Action and Save The Children Norway are operating in the Province, mainly in the interior areas with funds from UNHCR for activities linked to the return of refugees. There is also a presence of CARITAS, MSF (Holland) and Kimbanguista church in social and development activities. Of the UN agencies WFP and UNHCR are represented in Mbanza Kongo. It is as yet unclear how long these will continue in Zaire Province, as much of the funding is linked to the return of refugees from the DRC. Nor is it clear whether other agencies will take their place.

There have been large population movements in the area for more than 40 years. In 1961 there was a massive flight of population what is now the DRC as a reaction to Portuguese military operations in the area. There was a very limited return of these populations after Independence, and UNHCR organised some population returns in the period of peace in 1991 and 1992. However during the renewed fighting from 1993 onwards, UNITA occupied parts of the Province and at one stage attacked Soyo, and there was another flight of people from the interior to the coast, into the DRC and to Cabinda and Luanda Provinces.

The Province is affected by Tryponosomiasis (sleeping sickness).

There were formerly camps for internally displaced people in Nzolani and Mbanza Manzina, which closed in 2002. In 2003, UNHCR began organizing the return of refugees to the interior Muncipalities of Mbanza Kongo and Cuimba. The first return of refugees during the dry-season of 2003 was to the Comuna of Mbanza Kongo only as this was the only area where it was judged conditions had been met for return. Further returns are taking place during 2004 to the Comuna of Mbanza Kongo and to places along the main road between Mbanza Kongo and Cuimba where conditions are judged to have been created, but it is known that returning refugees are settling in places more than two days' walk from the road and from any services.

The petroleum industry dominates the economy of the Province, though it is an enclave sector that has little linkage with the rest of the economy and creates few local jobs. The first oil production was on-shore in 1965 close to Soyo by Petrofina. Offshore production began in 1980 in Block 2, followed by Block 3 in 1985 and Block 1 in 1991. There is a logistical base at Soyo (Kwanda Base) from which more than 40 oil companies operate. There is also a maritime terminal for the petroleum industry 15 kms south of Soyo at Kifunquena. UNITA occupied Soyo in 1993 and the Kifunquena terminal was destroyed, the Kwanda Base was damaged and onshore and some offshore production stopped. However these were all rebuilt by 1997 and production resumed.

There are small-scale fishing activities along the coast, and small-scale agriculture in the interior areas. Almost all the industrial activities in the Province, apart from petroleum, have been destroyed.

More than a half of the population lives in two Muncipalities: Mbanza Kongo and Soyo. Services such as health and education only function in practice in these two Muncipalities.

Some sources have estimated that about 70,000 people have left their homes and sought security in the RDC or in other Municipalities or in other places in Angola. This represents almost a quarter of the estimated population of the Province. However most of the displaced or refugees probably came from the Municipaities of Mbanza Kongo and Cuimba the population of which is estimated as about 96,000, so perhaps almost three-quarters of the population of these two Municipalities were displaced.

The Province of Zaire has experienced a very low level of investment in the social sectors. Between 1997 and 2001 the expenditure per head was 5.8 US Dollars in the sector of education and 4. 9 US Dollars in the sector of health. For the Provinces of Angola as a whole, expenditure in

education varies between 2.5 US Dollars and 24.2 US Dollars per head in the sector of education and 1.3 US Dollars and 18.2 US Dollars in the sector of health. Zaire is thus near the bottom of the range of Provinces, and has lower expenditure than other coastal Provinces especially in comparison with Cabinda, the other Province with a strong presence of the petroleum industry.