

Angolan Citizens' Participation Initiative

Final Report

**America's Development Foundation
101 North Union Street, Suite 200
Alexandria, VA 22314**



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EXECUTIVE SUMMARY

The Angolan Citizens Participation Initiative (IPCA¹/ACPI) was a 20-month program designed by America's Development Foundation and funded under USAID Cooperative Agreement 690-04-00025. The Initiative took place in fourteen communities of the Planalto region in Angola. Activities contributed to participatory local development while building citizen participation and fostering productive engagement between communities and local government.

From February 2005 through September 2006, IPCA/ACPI worked closely with fourteen communities to develop effective approaches to citizen-based local development. The Initiative had three key components:

- citizens' meetings to define local priorities and elect representative Community Development Groups (CDGs), which were trained as effective interlocutors with government and project managers;
- promoting dialogue and partnerships between communities and local government; and
- implementing local development projects responding to priorities identified by participating communities.

IPCA/ACPI achieved important results that paved the way to stronger democratic governance in the provinces in which it took place, contributing to USAID/Angola's Strategic Objective for *Constituencies Promoting Democratic Governance Strengthened*. Fourteen communities in the municipalities of Caála (province of Huambo), Lubango and Cacula (province of Huila) gained direct experience in electing representative Community Development Groups and, more importantly, holding these Groups accountable for their mandate to transparently serve the community's interests. These Groups included and actively involved previously marginalized groups such as women, youth, ethnic minorities and ex-combatants. Additionally, communities recognized that the solution to some of their problems was most effectively met by collaborating with other communities and they formed five Cluster Committees (CCs) to pursue shared goals. Both CDGs and CCs learned to engage local government as a partner in improving local conditions and, through experience, highly productive collaboration developed between local government authorities and community representatives, overcoming a tradition of passivity and distrust. There were 268 contacts, meetings and conversations between citizens and local government that resulted in 21 projects being developed and implemented by communities with IPCA/ACPI funding support, including schools, health posts, water points and agricultural investments and improvements. Local cost-sharing contributed 40 percent of the total cost for community projects, including both resources raised within the community and those leveraged from

¹ The Initiative is referred to by both its Portuguese and English acronyms.

partners. More than 46,000 citizens benefited from socio-economic improvements that were a direct result of democratic and highly participatory processes.

One of IPCA/ACPI's key achievements was to significantly increase dialogue and productive collaboration between local governments and their constituents. This increase occurred in every community and was manifested in a variety of ways. Citizens were no longer reticent to contact local authorities, and were eager to engage with them in open and productive dialogue. Community Development Groups successfully leveraged State resources for local projects, as well as technical assistance in their design. Increased confidence allowed citizens to identify strategies and allies to work around problems and unhelpful officials. Authorities increased instances of community consultation. This increased dialogue will be crucial to sustain high levels of citizen participation beyond IPCA/ACPI's implementation.

Citizens in the target communities also became more effective at mobilizing their communities in an inclusive manner. This was evident in how CDGs interacted with their constituents towards the end of the Initiative, compared to the months after they were first established. There was a significant increase in dialogue, greater demand for information and clarifications and more collective efforts on the part of both CDG members and citizens.

The report concludes that the community mobilization approach introduced by America's Development Foundation produced a level of engagement that is crucial to help Angola's transition from post-conflict to equitable and participatory development. ADF recommends that similar initiatives have longer time periods during which democratic and participatory processes can be fully integrated into the activities and habits of citizens and local government and become firmly entrenched as standard behavior.

1. Background

The Angola Citizens Participation Initiative (IPCA²/ACPI) took place from February 2005 through September 2006 under USAID Cooperative Agreement 690-04-00025 in the Planalto region of Angola. America's Development Foundation (ADF) developed the IPCA/ACPI in response to a USAID/Angola Annual Program Statement that sought innovative approaches to building communities and promoting reconciliation through enhanced citizen participation and engagement between communities and local government. With limited funding and geographic scope, the IPCA/ACPI was conceived as a pilot project to demonstrate the applicability and relevance of approaches ADF has used in other parts of the world.

Decades of civil war in Angola had not only divided the country and destroyed critical infrastructure, but had also impeded Angolans from making the advances in political and social development that had taken place elsewhere in southern Africa. Centralized government, weakened local institutions, poverty and a disenfranchised population were part of the conflict's legacy. The end of hostilities in 2003 provided a window of opportunity not only to start rebuilding infrastructure and developing economic activity, but also to begin the transition to democracy and good governance. While a series of regional, bilateral and multilateral initiatives worked to promote democratic governance within national level government and civil society, it was also essential that work begin at the local level to educate and inform Angolans on issues related to this new form of governance.

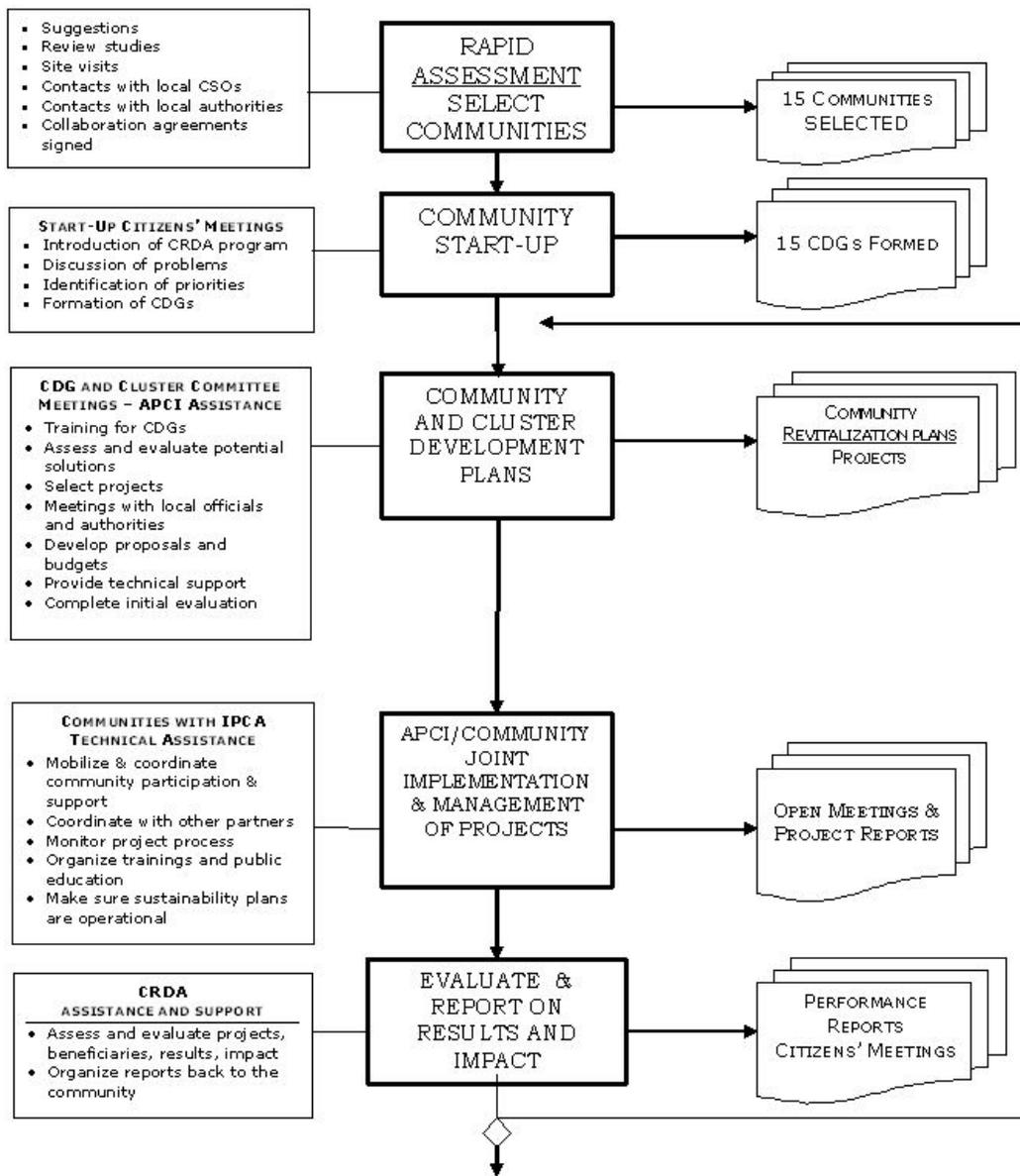
It was in this context that the Angolan Citizens Participation Initiative took place in fourteen communities, specifically in the municipalities of Caála (province of Huambo), Lubango and Cacula (province of Huila). The goal of IPCA/ACPI was to foster citizen empowerment and to build citizen participation at the grassroots level so that Angolans could be better equipped to be actively involved in rebuilding their war-torn country. In doing so, IPCA/ACPI aimed to contribute to the development of democratic practices in Angola by fostering civic engagement and creating productive relationships between citizens and local government authorities.

2. Project Description

2.1 Program Approach

The following figure presents an overview of the IPCA/ACPI program approach.

² The Initiative is referred to by either or both Portuguese and English acronyms.



ADF brought to Angola and applied in IPCA/ACPI a combination of highly effective approaches to the use of community mobilization as a means to:

- Facilitate reconciliation and build collaboration among disparate groups within a community;
- Promote and expand civic engagement and action;
- Enhance participation of groups that are often marginalized in decision-making;
- Increase the number and quality of consultations and cooperation between citizen groups and local government;

- Build inter-community collaboration to resolve problems; and
- Resolve priority problems identified by the community and improve conditions at the local level.

2.2 Results Framework

IPCA/ACPI contributed to USAID/Angola's Strategic Objective of *Constituencies Promoting Democratic Governance Strengthened*, and specifically to Intermediate Result 6.2 "Improved Civic Advocacy on Key Issues" and 6.3 "Improved Government-Constituency Relations".

The initiative had five distinct objectives, each of which had expected results that were tracked and are reported on later in this report.

Objective 1: To introduce to Angola new methodologies for community mobilization which utilize local level dialogue, consultation and cooperation to build civic engagement, community-local authority collaboration, and citizen participation.

- Expected Result 1.1: All sectors of community life in 15 communities in the Planalto region meet to discuss problems, select priorities, and commit to taking action to improve local conditions.
- Expected Result 1.2: Existence in 15 communities of broadly representative Community Development Groups that draw potentially marginalized groups such as women, former refugees and ex-combatants into community action in partnership with others in the community.

Objective 2: To create improved socio-economic conditions in 30 communities through community based self-help projects

- Expected Result 2.1: Citizens and grass-roots organizations in 15 communities will organize, mobilize resources, and take action to undertake 45 projects that resolve shared problems and improve their communities, benefiting 30,000 people.
- Expected Result 2.2: Fifteen communities will mobilize local resources valued at \$75,000 for local self-help projects.

Objective 3: To expand local level understanding of the concepts of democratic governance and the role of citizens, grassroots organizations and local authorities in this process.

- Expected Result 3.1: A minimum of 300 local leaders in 15 communities increase their understanding of the concept of democratic governance and the role of civil society in assuring democratic governance.

Objective 4: To contribute to reintegration of returning populations and reconciliation through processes that assist community members in recognizing common problems and addressing these needs together for the benefit of all.

- Expected Result 4.1: Returning populations and ex-combatants participate equally with other community members in discussing problems, defining priorities, and taking action.

Objective 5: To enhance citizen participation and local government-community cooperation in planning for and implementing self-help activities that respond to local priorities.

- Expected Result 5.1: Increased local government-community consultation and collaboration in at least 15 communities.

As described in greater detail below, IPCA/ACPI worked with fourteen communities (rather than the anticipated fifteen) and achieved important results. Democratically elected and broadly representative CDGs were created. These Groups included and actively involved previously marginalized groups such as women, youth, ethnic minorities and ex-combatants. They engaged in community-wide dialogue to identify common needs. In addition, five Cluster Committees (CCs) were formed to address issues common to several communities. The CDGs and CCs received legitimate mandates from their constituents and engaged in highly productive collaboration with local government, developing projects that not only addressed local needs, but also were incorporated into local government planning. As a result, 21 projects were locally developed and implemented. Local cost sharing came to 40 percent of the total cost for community projects funded under IPCA/ACPI. These contributions included not only community resources, but also significant levels of government participation. In total, 46,785 citizens benefited from socio-economic improvements that were a direct result of democratic and highly participatory processes.

2.2.3 Beneficiaries

ADF's first step was to identify communities, as well as municipal and communal authorities, that were willing to actively collaborate in IPCA/ACPI. Selection criteria are presented in Attachment I. ADF identified 15 target communities and ended up working with 14 communities³ in three municipalities: Caála (Huambo province), Lubango and Cacula (Huila province). The selected communities in Caála and Cacula were rural.

³ The 15th community, Sacanombo, decided not to take part in IPCA/ACPI. Its traditional leaders (Caála municipality), on the day before its Citizens Meeting, notified ADF that they felt their community did not have the conditions to effectively benefit from IPCA/ACPI. They claimed the drought had led many active community members to farm further away and many youth to migrate in search of employment. Many community members disagreed with this, but opted to follow their leaders' decision. Because of the time invested in identifying a community and laying the necessary foundations for IPCA/ACPI, this gave ADF no more time to identify another community in Caála in which to produce the desired results.

Communities in Lubango were mostly peri-urban, in that all were close to the city of Lubango and economically linked, although Eywa and Arimba were also largely agricultural in nature. These communities had a total population of 39,139 people. Improved infrastructure such as water points, electricity, schools and medical facilities also benefited other communities surrounding their location.

Table 1 presents a summary of the composition of communities selected to participate in the IPCA/ACPI program.

Table I
Composition of target communities

Community	Type	Population	Ethnic composition	Existence of returnees, IDPs and ex-combatants
Lubango:				
Arimba	Peri-urban / rural	8,604	Nhaneca (95%), Umbundu (5%),	Yes
Eywa	Peri-urban / rural	963	Nhaneca (75%), Umbundu (21%), Nganguela (4%)	Yes
Mitcha	Peri-urban	1,450	Umbundu (45%), Nhaneca (30%), Nganguela (10%), others: Kimbundu, Kimbari, Tchokwe, Bacongo	Yes
Ferrovía	Peri-urban	2,740	Nhaneca (61%), Umbundu (20%), Nganguela (7%), others: Bacongo, Mucubal	Yes
Sofrio	Peri-urban	12,500	Umbundu (50%), Nhaneca (30%), Nganguela (15%), Kimbundu (5%)	Yes
Cacula:				
Mawengue	Rural	2,745	Nhaneca (55%), Umbundu (45%)	Yes
Ekamba	Rural	1,070	Nhaneca (85%), Umbundu (15%)	Yes
Tchipalakassa	Rural	1,414	Umbundu (60%), Nhaneca (35%), Nganguela (5%)	Yes
Kavissy	Rural	515	Nhaneca (60%), Umbundu (26%), Khoisan (14%)	Yes
Tchiquaqueia	Rural	2,245	Umbundu (75%), Nhaneca (25%)	Yes
Caála:				
Chandenda	Peri-urban / rural	1,706	Umbundu (99%), others: Kuanhama	Yes
Kassoko Missão	Rural	1,377	Umbundu (99%), others: Kimbundu, Tchokwe	Yes
Kassupi II	Rural	639	Umbundu (100%)	Yes
Kangongo	Rural	1,171	Umbundu (100%)	Yes
TOTAL POP:		39,139		

Data on the numbers of IDPs, returnees and particularly ex-combatants was hard to identify. In part this was because local administrations didn't keep such information. The main reason for this difficulty, however, was that people were reticent to label themselves and others in such categories, as many feared that the information could be politicized. This was especially the case with ex-combatants, as the term was generally perceived to be an attempt to label only ex-UNITA fighters and further inquiries tended to raise suspicions. However, as ADF gained local trust, we determined that there was a high presence of ex-combatants, particularly in Cacula and Caála. Returnees and IDPs were more easily identified ethnically. In Cacula and Lubango, most Umbundu arrived during the war, fleeing from battles in the north. In Cacula, most Nhaneca were returnees, as they had fled in previous periods when the war raged there. In Lubango, the ethnic diversity reflected the variety of people who commonly seek large cities in time of war. In Huambo's communities, there seemed to be no IDPs, and the ethnic homogeneity made extrapolations harder. However, there were many ex-combatants present in Huambo.

2.3 Program Components

2.3.1 Forming and Training Accountable Community Development Groups

Once communities were identified, Citizens' Meetings were convened for the community at large to learn IPCA/ACPI's objectives, identify local development priorities and elect the members of the representative Community Development Groups (CDGs). Citizens' Meetings were the crucial starting point for IPCA/ACPI, as they provided a democratic forum in which citizens were empowered to decide not only what community needs should be addressed by the Initiative, but also who would work on their behalf in finding solutions for these problems. Consequently, elected CDG members understood from the very beginning that their constituents were members of their communities and that they were accountable to their communities. The presence of local government officials at the Citizens Meetings consolidated the legitimacy of community-driven decision-making and of the CDGs as representatives of the community. Further Citizens' Meetings took place mid-way through the program, in which the CDGs were required to report back to their constituents on results achieved. This enabled the communities to re-orient the work of the CDGs and elect new members, if they wished.

In convening Citizens' Meetings, ADF identified community leaders who represented all social groups, including women, youth, various ethnic and religious groups, and ex-combatants. ADF's field interviewers asked members of the different groups to identify people whom they thought represented their group. It was not surprising that many identified leaders were already in local leadership positions such as traditional leaders, school and clinic directors, neighborhood coordinators or local representatives of institutions like OMA, the Organization of Angolan Women, but it was important to seek from the communities respected individuals who were not part of more formal structures.

Identifying local leaders served two purposes. These leaders were instrumental in mobilizing others of their social group to attend the Citizens Meetings. Second, they became natural candidates for CDG election. Citizens Meetings were generally well attended (see Table IV on

page 18) and the CDGs that were formed were broadly representative (see Table V on page 19). While all elections were democratic, this was not always achieved in the same way due to differences in local literacy levels. In peri-urban areas where literacy rates were higher, secret ballots were used. Where literacy was particularly low, such as in rural areas, an inclusive process of consensus was more appropriate.

Once elected, CDGs were given their mandate. Most CDG members had never been in a position to make decisions for large groups of people, and few had any capacity to make such decisions, or to plan and carry out activities. IPCA/ACPI developed a training plan to help the CDGs be better equipped to carry out their mandate. As the educational level was generally low, and in the rural communities some CDG members were illiterate, IPCA/ACPI's Community Mobilizers devised a variety of strategies and approaches that allowed them to effectively train diverse audiences. For example, ADF was able to include written materials in their training of literate CDGs, while workshops with illiterate CDGs included more role-playing as a means of enhancing understanding and memorization of new approaches.

Capacity building was not limited to training sessions or workshops, but took place continually throughout the project in all settings. Training sessions served to introduce a topic; one of the main roles for ADF's community mobilizers during field visits was to identify and address weaknesses in understanding the various concepts being introduced.

IPCA/ACPI's training fell into two general areas: operational and governance-related. **Operational training** focused on giving the CDGs the necessary tools to become more effective in carrying out their basic functions of managing local development processes. **Governance-related** capacity building emphasized the CDGs' role as democratically-elected representative bodies. It was vital that the two areas were not seen as separate; rather, the latter (good governance) was introduced as the process through which the former (operational) would be achieved.

Five training modules were developed to address the operational needs of the CDGs:

- Module I: Role and Functions of the CDG and other Groups – In this module, the terms of reference of the CDG were elaborated. An organizational structure for the Group was proposed, leadership was elected, CDG or CC functions were clarified, and initial planning skills were introduced.
- Module II: Data Collection – With this module, the Group was introduced to the need to have quality information in order to develop meaningful development projects and strong proposals. The most important questions addressed were: What information is needed? Who has it? How can it be obtained? This module was also used to reinforce the Group's mandate as community representatives, since much of the data collected had to come from the various community social groups. This module took the form of a live exercise in collecting information for the community's first priority intervention.

- Module III: Project Development – This module was specifically aimed at allowing the Group to develop a project for IPCA/ACPI funding support, using IPCA/ACPI's proposal format. The planning skills acquired were applicable for all community projects that are developed in the future and the proposal writing element of this module is applicable to other proposal formats. The topics covered were identifying needs, planning and developing projects, and participatory monitoring and evaluation (M&E).
- Module IV: Resource Mobilization – Resources were understood as coming both from within the community and from external institutions. However, the focus of this module was on local resource identification and mobilization.
- Module V: Project Management – This module focused on the project cycle and key management issues needed to complete a project successfully.

Building governance capacities focused on strengthening the roles of CDGs as legitimate representatives of their constituents. This primarily involved making their decision-making transparent and accountable to their communities, as well as effectively presenting citizen concerns to local government. Rather than developing governance-specific training modules, IPCA/ACPI's methodology emphasized accountability, transparency and representation as integral components of the above-listed modules, and throughout the community mobilization process.

The following processes were integrated into the five training modules listed above:

1. The composition of those attending Citizens Meetings and of those elected into the CDGs had to approximate the demographic diversity of the community. Additionally, at mid-project Citizens Meetings, CDGs had to give progress reports at their meetings and allow the community to decide if they should be re-elected;
2. The minutes of CDG meetings and of decisions taken were publicly available;
3. Decisions that involved a shift from the mandate given to the CDGs in the Citizens Meetings required that the community be consulted in making that decision;
4. Because democracy cannot be the dictatorship of the majority, any consultative process, from collecting information for projects to seeking consensus, required that all social groups (ethnic minorities, women, youth.) be given an opportunity to express themselves;
5. The results of CDG meetings with external institutions had to be reported back to the community; and
6. All matters related to resources, such as locally mobilized resources, ADF grants and project budgets, were recorded and made publicly available.

As a result, effectiveness and legitimacy became mutually inclusive components of the training and follow-up provided by IPCA/ACPI's community mobilization staff. There are various instances that exemplified the approach's success:

- Arimba (Lubango): One of the priorities the citizens of Arimba identified in the first Citizens Meeting was to build an annex to the existing health post where patients, particularly pregnant women, could stay overnight. However, as the CDG engaged in negotiations with communal and municipal authorities, they faced some opposition because municipal plans foresaw a larger clinic for Arimba in the future and the existing post was made of adobe and was located in a plot that was not big enough to either add the annex or allow for future expansion. Local authorities suggested that the community instead build a new health post on a larger plot of land. As the CDG had been mandated to build an annex, it couldn't agree to these suggestions without again consulting the community. Two separate community meetings were held where the population agreed that a new post be built in the plot offered by local authorities, and the building plan for the post allowed it to be expanded into a larger clinic at a future date.
- Kavissy (Cacula): Before the mid-term Meeting, this CDG had been one of IPCA/ACPI's lowest performing Groups. Some members rarely participated in meetings and there were regular internal conflicts. When the CDG presented its results to the community there was general dismay at the lack of progress, and many citizens feared that the opportunities offered by IPCA/ACPI would be lost to them. Community members were openly critical of their elected representatives (probably the first time they had been given the opportunity to do so) and elected a significantly different Group. Although Kavissy's second CDG election result was the most dramatic, it should be noted that in all communities where CDGs were re-elected, the new Groups were generally more cohesive and motivated. Not only did citizens learn to make better choices, but the Groups themselves felt their legitimacy reinforced.
- Eywa (Lubango): In developing their health post project, the CDG counted on a community member who offered his truck to move materials as a cost-sharing contribution as long as ADF would purchase fuel. This funding was provided to the CDG Treasurer to manage. Time passed and the promised truck was rarely made available so ADF met with the CDG to ask for an update. As usual, many community members were present. At the meeting the CDG explained the truck was suffering from many mechanical problems. ADF staff requested that the unused fuel money be returned so ADF could hire a truck outside of the community. When they learned that ADF had given money to the CDG, other community members were disconcerted since they had never been told that the Group was handling cash. They interpreted this lack of transparency to signify that the CDG was using the money for their personal needs. This caused a small crisis in the community, which almost led to the dissolution of the Group. However, with ADF's help, the CDG carefully explained that the money had not been ill-spent, but rather that the Group had failed to disclose it. As a result the CDG was very careful from then on to publicize all material and financial transactions.

As can be seen from this last example, CDGs did not automatically assimilate the various aspects of good governance. Many Group members had never been in leadership positions before, and issues of transparency and accountability are new to Angola. Nonetheless, there was much progress during IPCA/ACPI's implementation, and today many CDG members continue to play a leadership role and are consulted by both their communities and local authorities.

2.3.2 Promoting Local-Level Dialogue with Government and Others

A key role of the Community Development Group was to serve as a link between the communities and local administrations. The Groups also represented community interests before other external institutions, such as provincial government bodies, NGOs and churches. Enabling CDGs to take on this role was complex. The notion that the Groups had the legitimacy to engage local authorities and other institutions for the betterment of their communities as its representatives was completely new. Group members were often reticent to initiate contact, and in a few cases IPCA/ACPI's mobilization staff needed to intervene and schedule the meetings for them until the CDG gained confidence.

Government institutions, both local and provincial, were generally regarded at first as unapproachable, uninterested and, occasionally, to be feared. This latter perception was particularly evident in rural areas, where authorities on both sides of the civil war had often regarded communities with suspicion of collaborating with the other side. Although the war had ended and the country had begun a reconstruction and development period, many citizens were still reticent to regard government as a development partner. This was reinforced by the legacy of centralized government, under which communities were passive recipients of distant decisions, rather than active stakeholders in local development.

IPCA/ACPI made tremendous progress in promoting local-level dialogue between communities and government bodies. Initial reticence was eroded as contacts grew more frequent, and citizens who hadn't known local officials became comfortable making regular visits to their offices. Conversely, government officials also became increasingly engaged with their constituents. This was particularly true of communal and municipal authorities, who were generally very open to meetings with CDGs and made significant contributions to assisting the communities address their needs.⁴

Improved relations were important milestones in strengthening relations between local government and communities. Local dialogue was linked to specific objectives and became instrumental in the implementation of community projects. Below are examples of the main results achieved:

⁴ The only notable exceptions were the communal authorities of Arimba and Sofrio, who throughout IPCA/ACPI demonstrated little willingness to engage with CDGs.

Table II
Results achieved from contacts with external institutions

Community	Institutions contacted	Results
Eywa	Commune Administration	Authorized construction of health post, and interceded with Provincial Health Directorate on Eywa's behalf
	Provincial Health Directorate	Agreed to supply staff and medicine for Post, facilitated procurement of medical equipment, and provided health and hygiene training to community groups
Sofrio	Municipal Administration	Provided materials for community-led garbage collection campaign
	Provincial Water Directorate	Provided technical expertise in developing project proposal, provided its plumbers to implement the project, and trained local water and hygiene groups
	National Electricity Company (state-owned)	Agreed to expand existing grid further into the community, contributing significant amounts of their own resources
Ferrovia	Commune Administration	Interceded on behalf of the community in a land dispute and granted a plot of land for project implementation
	Moçamedes Railroad Company (state-owned)	Granted use of its trucks to transport sand and stone for project
	Provincial Water Directorate	Provided guidelines and technical expertise in developing the project, agreed to assist in training and providing technical assistance
Arimba	Commune Administration	Ceded land and gave authorization for construction of health post
	Provincial Health Directorate	Agreed to supply staff, equipment and medicine for Post, facilitated procurement of medical equipment, provided health and hygiene training to community groups, trained traditional midwives
Kavissy	Municipal Veterinary Services	Provided cattle vaccines free of charge, and facilitated 50% discount on fees to move cattle
	Communal Administration	Assisted CDG in promoting higher acceptance and involvement of the Khoisan minority
Tchupalakassa	Municipal veterinary services	Provided free of charge all documentation regarding transport of cattle, as well as vaccinations. Committed to train 12 para-veterinaries in community
Tchiquaqueia	Commune Administration	Authorized construction of school, ceded land. Was also instrumental in assisting CDG to mobilize community.
	Municipal veterinary services	Provided free of charge all documentation regarding transport of cattle, as well as vaccinations. Committed to train 12 para-veterinaries in community
	Municipal Administration	Guaranteed placement of teachers
Ekamba	Municipal Administration	Authorized construction of school, provided food for community volunteers and instrumental in assisting CDG in mobilizing community
Chandenda	Municipal Administration	Provided truck to transport materials
Kangongo	Municipal Administration	Provided truck to transport materials, authorized construction of school, and guaranteed placement of teachers
		Agreed to equip school

	Provincial Government Commune Administration	Acted on complaint by CDG to replace pedophile soba (traditional leader)
Education Cluster Committee (Cacula)	Municipal Administration Provincial Education Directorate	Provided initial authorization to build schools, confirmed placement of teachers and initiated negotiations with Provincial Government to equip classrooms of schools in Ekamba and Tchiquaqueia Endorsed school building authorization and interceded with Provincial Government in favor of equipping classrooms
Water Cluster Committee (Cacula)	Municipal Administration Provincial Water Department	Endorsed plan to build five water point in Tchiquaqueia, Kavissy, Tchipalakassa, Ekamba and Mawengue Agreed to supply considerable resources to drill for water and build water points, as well as to train community water & hygiene groups. Additionally, and without being requested, decided to build laundry facilities at each point

2.3.3 Implementing Community Projects

The implementation of community projects funded by IPCA/ACPI grants reinforced the lessons of citizen participation. In order for the long process of collectively identifying needs, building capacities, developing proposals and negotiating them with external partners to become sustainable as a community-wide practice, they needed to produce concrete gains. Funding from IPCA/APCI was one means of realizing these gains, although other community projects did take place without this funding.

The implementation of projects was one of the last steps in the community-led process. After identifying priority needs, communities elected CDG members. The CDGs, with technical assistance from ADF, developed projects responding to community priorities and sought partners with whom they could implement their projects. This entailed a series of bureaucratic steps, including requesting licenses and support, adapting the proposals to national and local laws and regulations, and agreeing on implementation protocols. Throughout this process, ADF provided assistance, but the CDGs led the process.

Some communities were more successful than others at organizing for community projects. This depended on the capacities and persistence of the CDG, availability of local resources, the ambition of the proposed project and the responsiveness of government institutions. Therefore, some communities managed to successfully implement two or three projects, whereas most only implemented one. Below is a summary of the implemented grants:

Table III
Community Projects Supported by IPCA Grants

Community	Projects
Arimba	Health Post
Eywa	Health Post
Ferrovia	Rehabilitation of Natural Spring
Sofrio	Expansion of Electric Grid

	Rehabilitation of Water Fountains
Mawengue	Construction of Teachers Residence
Ekamba	Construction of Primary School
Tchipalakassa	Distribution of Draft Animals
Kavissy	Distribution of Draft Animals
Tchiquaqueia	Distribution of Draft Animals Construction of Primary School
Kassupi II	Fertilizer Credit Scheme
Kangongo	Fertilizer of Credit Scheme Construction of Primary School Construction of Community <i>Jango</i> (community center)
Chandenda	Construction of Two Bridges

Cluster Projects Supported by IPCA Grants

CC	Project	Communities
Water (Cacula)	Drilling 5 bore holes, construction of water fountains and training of Water and Sanitation Groups	Mawengue, Ekamba, Tchipalakassa, Kavissy and Tchiquaqueia

The following summarizes the projects supported by grants.

Arimba: The IPCA/ACPI-funded project was the construction of a new **health post**, which was part of a larger community project. The community also felt that pregnant women had great difficulties reaching the city hospital in Lubango. They wanted some of the midwives who lived in the commune to be re-trained and equipped. A partnership was established with the Provincial Health Directorate, which not only provided training to these midwives, but also gave a week-long course on health and hygiene to local leaders.

Eywa: The CDG designed a project to construct a **health post** in Eywa. This health post is a vital asset to the community and its neighbors, as Eywa is six kilometers from the main road with limited access to transportation. Prior to the construction of the health post, access to health care for most people involved an arduous walk to the main road to catch a taxi. Besides Eywa, two neighboring community now also have access to local health care.

Ferrovía: The problem identified in Ferrovía was the need to **rehabilitate a key local water source**. The rehabilitated spring has more than tripled the availability of water to the community and its quality has significantly improved.

Sofrio: The CDG in Sofrio proposed two community projects. The **expansion of the electric grid** involved long negotiations between the CDG and the National Electricity Company (ENE) and eventually resulted in the largest cost-sharing contribution of any IPCA/ACPI grant. The project also enabled many existing ENE clients to have access to better electricity, and many other people to become ENE clients. This community also **rehabilitated three water fountains** that had been turned off for many years. In addition to the physical rehabilitation, this project required the Sofrio CDG to negotiate with the Provincial Water

Directorate. The fountains had been turned off because the community had failed to pay for their use, and the CDG had to meet with the Directorate and rebuild their trust in the community. This CDG was also keen to develop into an association, which would give it legal status. ADF provided some funding that enabled the nascent Association to develop a charter and have it recognized at the Notary Public.

Mawengue: Two community projects took place in Mawengue. The main concern for most of the population was the regular absence of teachers due to poor housing conditions. The CDG developed and IPCA/ACPI funded a project to **construct a new teachers' residence**. The CDG also received training in how to manage the building, including charging rent and financing rehabilitation. Mawengue also was represented in the *Cacula Cluster Committee* that went to Lubango to meet with the Provincial Water Directorate in order to negotiate the **drilling of a new water point**, as well as **forming and training a Water and Sanitation Group**⁵. The Cacula water project brought potable water to five communities which previously had no source of drinkable water.

Ekamba: Ekamba benefited from one community project and one cluster project. Although Ekamba had primary school teachers and students, it had no school. Children learned under the shade of a tree when weather permitted, or in a dark chapel (if at all) when it rained. With the **construction of the school**, fewer classes will be canceled and education levels will rise. Ekamba was also a beneficiary of the **Cacula water project**.

Tchibalakassa: The first priority was to address the need of many families for **draft animals** with which to expand their agricultural production. The target families were mostly from the Umbundu ethnic group, who also needed greater access to land⁶. The CDG negotiated expanded land rights for these families with the Nhaneca landholders. Additionally, groups of five families received a pair of draft animals and a plow, in part purchased with their cash contributions. They were trained to form management groups that would rotate the use of the animals fairly and charge the families for their use. With this payment, not only can the animals be maintained, but in time they will have collected enough to purchase more animals, eventually allowing them to have one pair per family. Tchibalakassa was also a beneficiary of the **Cacula cluster water project**.

Kavissy: Kavissy implemented a **draft animal and land rights** project similar to the one in Tchibalakassa, which addressed the needs of farmers with little land and no cattle. Additionally, the **Cacula water** project was also implemented in Kavissy.

⁵ Water and Sanitation Groups, known by the Portuguese acronym GAS, are formed and trained by the Provincial Water Directorate to maintain the water points functioning, charge user fees and promote improved water sanitation practices.

⁶ As in the rest of Cacula municipality, the Umbundu are originally from further north, having been displaced from their land during the civil war. They settled in mostly Nhaneca land, who rent out small parcels of land to Umbundu families.

Tchiquaqueia: Like Ekamba, this community had no primary school, and its large number of students studied in dark chapels or private homes. The **construction of a primary school** brought significant improvement in their learning conditions. A **draft animal project** was also implemented here, as was the **Cacula water project**.

Kassupi II: This community's priority was access to agricultural credit. ADF was not able to provide credit so the CDG developed a community-based scheme. With significant cost-sharing, farmers who adhered to the scheme got **access to fertilizer** on the condition that they repay a community fund, which would in turn re-loan the money for future credit. The CDG negotiated with SNV, a Dutch NGO with years of experience in micro credit, and they agreed to provide training for the managers of the community fund.

Kangongo: The CDG in Kangongo also implemented a project to create a **community credit fund**, with technical assistance and SNV training conducted jointly with Kassupi II. Additionally, the Kangongo CDG developed and implemented a project for **construction of a primary school**, since the community had no school. As they had no separate project for a water point, the school project included the **digging of a well**. Kangongo also wanted a meeting place where the CDG and the rest of the community could meet and discuss local issues. A *jango*, a traditional community meeting house, was therefore built.

Chandenda: There are two roads that access this village, and both go through a valley floor with a stream on the bottom. Access is by two poorly built bridges that cannot support larger vehicles and flood in the rainy season, making Chandenda virtually inaccessible. In response to the community identification of this priority, the CDG developed a project to build **two higher and stronger bridges**, thus ensuring that Chandenda can now be reached by any vehicle throughout the year.

2.4 Difficulties Encountered

IPCA/ACPI was a challenging program to implement. It required a significant shift in perceptions regarding local development, particularly from the beneficiaries themselves. The Initiative required citizens to engage directly with local government, which itself had limited capacities. It required expediency from bureaucracies that are slow and inefficient. Lastly, it had a relatively short time period in which to produce the planned results. These challenges are described in further detail below.

Culture Shock: IPCA/ACPI's methodology presented at many levels a completely new way of promoting local development. First, citizens were not used to initiating contacts with external partners, particularly state institutions. Citizens expected little from government, and were often fearful of initiating contact. Therefore, meetings were initially sporadic and inconclusive, as CDG members lacked the confidence to negotiate proactively for assistance. Second, after years of conflict and emergency, most communities (and to some extent even state bodies) developed a culture of passivity, particularly with regard to foreign NGO

engagement. There existed a perception that the NGO should do all the work and finance the whole budget. This became evident during project implementation, when the provision of locally-committed resources faltered. Whereas CDGs generally understood the importance of contributing to their own development, the communities at large (especially those in peri-urban areas) needed regular reminding that their direct contribution was essential for the success of their development effort.

Capacity of local government: Of all government bodies, municipal and communal authorities were consistently IPCA/ACPI's strongest allies. They appreciated the increased confidence of communities in approaching and negotiating with them, were encouraged with the prominent role IPCA/ACPI gave them in planning local development, and were pleased to see local needs addressed. Municipal and communal authorities played a very active role in project development and implementation. However, local government has very limited powers and many of its staff has poor professional capacity. In a centralized governance structure, municipal and communal bodies are mostly the eyes, ears and spokespeople of central and provincial government. This greatly limited the extent to which they could provide complementary financial support. The local governments were very helpful in facilitating support from provincial bodies, but would have done a lot more if they had had the resources to do so.

Angolan Bureaucracy: Bureaucratic delays not only caused some setbacks in project implementation, but in some cases even prevented proposed projects from ever becoming reality. Authorizations to build, letters of commitment and other documentation necessary for project approval were in most cases slow to materialize. It should be noted that IPCA/ACPI received important support from provincial institutions, particularly from their leadership, but it was the execution of that goodwill that was slow. For example, on July 7th 2006 the Vice Governor of Huila province agreed that the state would equip schools being built, and issued a memo requesting the Office of Planning to include this activity in the provincial budget. A month after the program closed, the memo had still not been answered.

Time: With the constraints presented above, the time allotted for the successful completion of IPCA/ACPI also became a constraint. Although ADF managed to meet its overall objectives, ensuring that the target communities develop continuous participatory practices and progressively productive relations with local government will require more years of regular support.

3. Project Results

3.1 Progress Towards Achieving Result 1.1

Result 1.1: All sectors of community life in 15 communities in the Planalto region meet to discuss problems, select priorities, and commit to taking action to improve local conditions.

This result was fully met in the 14 communities where IPCA/ACPI took place. As the table below demonstrates, the main forum for community members to meet (the Citizens Meetings) had high participation by two key social groups that are often marginalized in Angolan decision-making processes: women and youth. Although it was difficult to capture the composition of ethnic diversity and military history at these gatherings, the fact that minorities and former combatants were elected into CDGs demonstrates inclusiveness (see Table IV). In addition to the Citizen Meetings, there were many other fora that gave community members the opportunity to gather and discuss local issues. These included informal gatherings and information-collecting exercises. However, most Groups developed the practice of having individual Group members report back to, and collect opinions from, members of their own social group. Young CDG members related more regularly with youth, female members with women, and so on

Table IV
Community involvement in Citizens Meetings

Community	Designation	Dates of Citizens Meeting	Average number of participants	Average % women (Estimate)	Average % youth (Estimate)
Arimba	Peri-urban	12.08.05 & 11.03.06	190	46%	44%
Sofrio	Peri-urban	16.07.05 & 25.03.06	110	30%	45%
Eywa	Peri-urban	25.06.05 & 04.03.06	182	51%	42%
Ferrovia	Peri-urban	02.07.05 & 25.02.06	364	63%	60%
Mawengue	Rural	03.10.05 & 24.03.06	347	47%	42%
Tchupalakassa	Rural	11.08.05 & 20.03.06	217	46%	47%
Kavissy	Rural	08.08.05 & 21.03.06	156	39%	47%
Tchiquaqueia	Rural	11.08.05 & 22.03.06	152	39%	48%
Kassoko Missão	Rural	03.03.06	212	55 %	45%
Ekamba	Rural	05.10.05 & 05.04.06	153	41%	46%
Chandenda	Rural	03.11.05 &	238	33%	55%

		08.06.06			
Kangongo	Rural	01.11.05 & 09.06.06	173	44%	29%
Kassupi II	Rural	31.10.05 & 07.05.06	231	36%	36%
Mitcha	Peri-urban	23.07.05	100	40%	30%
CONSOLIDATED AVERAGES:			202	44%	44%

3.2 Progress Towards Achieving Result 1.2

Result 1.2: Existence in 15 communities of broadly representative Community Development Groups that draw potentially marginalized groups such as women, former refugees and ex-combatants into community action in partnership with others in the community.

All 14 Community Development Groups were broadly representative and included marginalized social groups. The table below not only demonstrates that CDG composition was broadly representative of all social groups, but also illustrates how, in most instances, this representation improved after the second CDG election. There are a few exceptions, and in some cases there was also better data collection in latter periods (and ex-combatants felt comfortable enough to declare themselves), but on the whole there was a definite shift towards greater inclusiveness of all groups as IPCA/ACPI progressed.

Table V
Composition of CDGs as proportional representation of the community

	Population / # members	Ethnic diversity (%)	% Women	% Youth / Other Groups
CACULA				
Ekamba	1070	Umbundu: 15% Muhumbi: 85%	40%	39% youth
Second CDG	20	Umbundu: 25% Muhumbi: 70% Khoisan: 5%	15%	20% youth 15% ex-combatants 5% IDPs
<i>First CDG</i>	12	Umbundu: 17% Muhumbi: 75% Khoisan: 8%	33.3%	17% youth 8.3% IDPs
Kavissy				
Kavissy	515	Muhumbi: 60% Umbundu: 26% San: 14%	56%	Not available
Second CDG	30	Muhumbi: 70% Umbundu: 26.7% San: 3.3%	43%	18% youth
<i>First CDG</i>	20	Muhumbi: 45% Umbundu: 40% San: 15%	25%	15% youth

Tchiquaqueia	2245	Umbundu: 75% Muhumbi: 25%	59%	Not available
Second CDG	15	Umbundu: 80% Muhumbi: 20%	33%	13% youth 6.6% ex-combatants 80% IDPs
<i>First CDG</i>	15	Umbundu: 33% Muhumbi: 66%	47%	7% youth

Tchihalakassa	1414	Umbundu: 60% Muhumbi: 35% Nganguela: 5%	53%	Not available
Second CDG	22	Umbundu: 59% Muhumbi: 41%	36%	13.6% youth 18% ex-combatants 59% IDPs 4.5% handicapped
<i>First CDG</i>	24	Umbundu: 79% Muhumbi: 21%	33%	8% youth

Mawengue	2745	Umbundu: 45% Muhumbi: 45% Mumuila: 10%	57%	Not available
Second CDG	22	Umbundu: 50% Muhumbi: 50%	31.8%	9% youth 18% ex-combatants 50% IDPs
<i>First CDG</i>	22	Umbundu: 27.3% Muhumbi: 72.7%	22.7%	18% youth 9% ex-combatants 9% IDPs

CAÁLA

Kangongo	1171	Umbundu: 100%	52.1%	25.11% youth
Second CDG	16	Umbundu: 100%	43.75%	12.5% youth
<i>First CDG</i>	11	Umbundu: 100%	46.66%	25.11% youth 13.3% ex-combatants

Kassupi II	639	Umbundu: 100%	52.51%	32.16%
Second CDG	16	Umbundu: 100%	19.75%	81.25% youth
<i>First CDG</i>	12	Umbundu: 100%	33.3%	16.66% youth 16.66% ex-combatants

Chandenda	1706	Umbundu: 99.94% Kuanhama: 0.06%	58%	26.67% youth
Second CDG	16	Umbundu: 100%	43.75%	56.25% youth
<i>First CDG</i>	15	Umbundu: 100%	40%	33.3% youth 13.3% ex-combatants

Kassoko-Missão	1377	Umbundu: 99.38% Kimbundu: 0.31% Tchokwe: 0.31%	56.27%	Not available
CDG	19	Umbundu: 94.7% Kimbundu: 5.26%	36.8%	10.5% ex-combatants

LUBANGO

Sofrio	12,500	Umbundu: 50% Nhaneca: 30% Nganguela: 15% Kimbundu: 5%	54%	Not available
Second CDG	30	Umbundu: 66.7% Nhaneca: 23.3% Tchokwe: 3.3% Kimbundu: 3.3% Kimbari: 3.3%	20%	13.3% youth 6.7% ex-combatants 3.3% IDPs 13.3% other needs
<i>First CDG</i>	12	Umbundu: 58% Nhaneca: 33% Kimbundu: 8%	8%	25% youth 8% ex-combatants 8% IDPs

Eywa	963	Nhaneca: 75% Umbundu: 21% Nganguela: 4%	62%	Not available
Second CDG	19	Nhaneca: 73.6% Umbundu: 26%	36.8%	21% youth 15.7% ex-combatants 5.2% IDPs 5.2% returnees
<i>First CDG</i>	15	Nhaneca: 93% Umbundu: 7%	27%	13% youth 7% ex-combatants 7% IDPs

Ferrovía	2740	Nhaneca: 61% Umbundu: 20% Nganguela: 7% Others: 12%	54%	Not available
Second CDG	16	Nhaneca: 37.5% Umbundu: 56.3% Nganguela: 6.2%	56.25%	37.5% youth 6.25% ex-combatants 6.25% other needs
<i>First CDG</i>	10	Nhaneca: 50% Umbundu: 50%	30%	30% youth 20% ex-combatants 20% other needs

Arimba	8604	Nhaneca: 90% Umbundu: 5% Others: 5%	56%	37% youth
Second CDG	17	Nhaneca: 58.8% Umbundu: 29% Kikongo: 5.88%	41%	41% youth 23.5% ex-combatants 3.3% IDPs 3.3% returnees
<i>First CDG</i>	15	Nhaneca: 60% Umbundu: 33% Nganguela: 7%	30%	27% youth

Mitcha	1450	Umbundu: 45% Nhaneca: 30% Nganguela: 10% Others: 15%	56%	Youth: 22%
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CDG	10	Umbundu: 80% Nhaneca: 20%	40%	Youth: 50% Demobilized: 10%
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3.3 Progress Towards Achieving Results 2.1 & 2.2

Result 2.1: Citizens and grass-roots organizations in 15 communities organize, mobilize resources, and take action to undertake 45 projects that resolve shared problems and improve their communities, benefiting 30,000 people.

Result 2.2: Fifteen communities mobilize local resources valued at \$75,000 for local self-help projects.

Seventeen community projects and one cluster project (in five communities) were funded for a total of 22 projects. These projects benefited more than 40,000 people. Three additional projects (see section 5.1) were implemented by communities without funding from IPCA/ACPI, either because the project did not qualify or funding was not needed. Communities mobilized \$198,017 in local resources.

ADF's target of an average three projects per community for Result 2.1 within the 18-month timeframe was not met, though our targets for local resource contributions and number of beneficiaries was exceeded. The inability to meet the target of three projects per community was due to a combination of factors, including the period of time needed for inexperienced CDGs to develop projects and the laborious requirements for government approval for many of the projects identified by communities participating in the Initiative. Two communities, Mitcha and Kassoko Missão, implemented no project at all. Both these communities witnessed very low participation levels, initially from the community at large and eventually from demoralized CDG members. Various attempts were made to revive the flagging participation, but IPCA/ACPI's limited timeframe meant that there was a "point of no return", after which there would be insufficient time to re-energize the Groups, develop proposals and implement grants.

Table VI summarizes projects funded by IPCA/ACPI.

Table VI
Community Projects: Costs, Cost Sharing and Beneficiaries

	Project	Community	Total Cost (USD)	IPCA/A CPI Grants (USD)	Cost-Sharing (USD)	# Beneficiaries
1	Fertilizer Credit	Kangongo (Caála)	8,371	6,113	2,258	437
2	School	Kangongo (Caála)	30,709	26,820	3,669	268
3	Community <i>Jango</i>	Kangongo (Caála)	1,075	450	625	16
4	Crop production	Kassupi (Caála)	11,564	9,112	2,452	492
5	Bridges	Chandenda (Caála)	14,211	12,476	1,735	1,706

6	Water Fountains	Cacula (5 projects) ⁷	90,570	57,430	33,140	11,124
7	Draft animals	Tchiquaqueia (Cacula)	22,304	14,596	7,708	470
8	School	Tchiquaqueia (Cacula)	28,620	23,725	4,895	371
9	Draft animals	Tchupalakassa (Cacula)	13,277	8,951	4,326	300
10	Draft Animals	Kavissy (Cacula)	23,852	18,367	5,485	630
11	School	Ekamba (Cacula)	24,048	22,144	1,904	192
12	Teachers' Residence	Mawengue (Cacula)	33,894	29,381	4,513	372
13	Health post	Eywa (Lubango)	32,709	25,255	7,454	1,483
14	Rehabilitation of Natural Spring	Ferrovia (Lubango)	11,949	7,267	4,582	2,740
15	Health Post	Arimba (Lubango)	25,535	16,123	9,412	12,214
16	Expanded Electricity Supply	Sofrio (Lubango)	110,198	23,400	86,798	12,500
17	Water Fountains	Sofrio (Lubango)	9,309	7,068	2,241	1,470
TOTALS:			492,195	294,178	198,017	46,785
(%)			(100%)	(60%)	(40%)	

The projects that were implemented represented not only a significant success in mobilizing communities and local government to create partnerships, but also provided important socio-economic benefits for the target beneficiaries. Schools were built in communities that didn't have them, safe drinking water, health services and electricity were provided where none was previously available, and agricultural productivity was enhanced. Women and children were the social groups that most benefited from the community projects. Children had improved access to education, women and children were burdened with dramatically smaller distances for carrying water, and the most vulnerable had better chances to access safe drinking water and health services.

Cost sharing represented 40% of total investments in these community projects. Although a large share of this amount resulted from a single project where the bulk of the costs were cost-shared (Sofrio's electric grid expansion), other projects also mobilized significant resources, though a few fell short of expectations. For example, the three schools were to be furnished with support from the provincial government, and whereas negotiations for this support are ongoing and are expected to be successful, the results cannot be reflected in this report. FAS and UNICEF had committed to joint funding for three projects and later were unable to fulfil these commitments due to shortages in their financing. Additionally, drought

⁷ The Cacula water project was budgeted as a single project because a single agreement with the Provincial Water Directorate was made by the Water Cluster Committee. However, the result was five separate community projects in Mawengue, Ekamba, Tchupalakassa, Kavissy and Tchiquaqueia.

in rural areas decreased significantly the resources available to communities for cost sharing, such as food for builders or to trade for other materials. As explained earlier, it was difficult to mobilize all the resources initially committed by the communities and local government, and in some cases these fell below the minimum requirement of 20%. Nonetheless, overall cost sharing exceeded expectations.

In addition to the community projects that were funded, IPCA/ACPI communities fully designed nine other projects which are ready to take place if and when new resources are located. In Kassupi, Chandenda, Mawengue and Arima, CDGs developed plans for building new schools but did not obtain the necessary licenses and signed agreements from government partners within the time constraints of the Initiative. In Eywa and Sofrio, projects to extend the electric grid and rehabilitate the main road required investments that surpassed the funding envelope available through IPCA/ACPI and additional funding sources were not secured by the end of the Initiative. The Sofrio CDG also planned projects for the rehabilitation of an additional three water fountains and to build 12 latrines for three schools. Now that approvals have been obtained, the CDG is looking for other sources of funding.

3.4 Progress Towards Achieving Result 3.1

Result 3.1: A minimum of 300 local leaders in 15 communities increase their understanding of the concept of democratic governance and the role of civil society in assuring democratic governance.

270 local leaders elected to CDGs in 14 communities increased their understanding of the concept of democratic governance and the role of civil society in this process. As elected leaders, they received regular training and follow-up throughout IPCA/ACPI's implementation, belonged to increasingly transparent and accountable bodies, and ended up as legitimate representatives of their communities.

Many others also increased their understanding of democratic governance and the importance of community organizations in achieving it. These include other community members as well as government partners. Community members held their elected representatives accountable for results, as well as transparent implementation of projects and funding. Government partners, from commune administrators to provincial directors, gained first-hand experience in dealing with organized communities in productive relationships. As these were indeed productive relationships that addressed the issues of local populations as formulated by their elected bodies, it is expected that most government officials also increased their understanding of democratic governance.

3.5 Progress Towards Achieving Result 4.1

Result 4.1: Returning populations and ex-combatants participate equally with other community members in discussing problems, defining priorities, and taking action.

In all instances of community dialogue, returning populations and ex-combatants, as well as IDPs, participated as equal community members. As mentioned above, gathering community-level data on the numbers of returnees, IDPs and ex-combatants was difficult. However, their inclusion in decision-making can be extrapolated from the fact that these groups were regularly elected into CDGs. Additionally, economic development projects that did not benefit every family of the community (draft animals in Cacula and credit in Caála) aimed at assisting those families most in need; these were mostly made up of IDPs and ex-combatants that had reached the end of the war with no or few resources.

3.6 Progress Towards Achieving Result 5.1

Result 5.1: Increased local government-community consultation and collaboration in at least 15 communities.

In all target communities, there was an unprecedented increase in levels of local government-community consultation and collaboration. This result was measured in two ways; through quarterly evaluations and by the number of contacts. The evaluation measured the effectiveness of contacts, the type of contacts, the kinds of institutions contacted, and increased openness of government bodies on a variety of issues. The number of contacts gave a wider overview of interaction.

As can be seen in the table below, all fourteen communities scored significant improvements in their evaluations. Improved relations are also reflected in the results mentioned earlier regarding specific CDG interactions with various government institutions. It can also be noted that Lubango's communities were much more prolific in their contacts. The main reason for this was access: in order to negotiate with institutions that had resources to contribute, i.e. provincial institutions, one needed to go to the provincial capital, and Lubango's CDGs were obviously better positioned to do so. However, CDGs in other municipalities, particularly Cacula, made good use of Cluster Committees to pool resources and afford trips to Lubango to negotiate with provincial bodies.

Table VII
Evaluation of Community – Local Government Interaction

Community	Initial Evaluation Score	Final Evaluation Score	Change	Total Number of Contacts
Sofrio	12.50%	62.50%	+50.00%	44
Eywa	25.00%	56.25%	+31.65%	25
Ferrovía	6.25%	43.75%	+37.50%	36
Tchupalakassa	25.00%	75.00%	+50.00%	11

Kavissy	18.75%	75.00%	+56.25%	14
Tchiquaqueia	31.25%	75.00%	+43.75%	19
Mitcha	43.75%	43.75%	+00.00%	9
Arimba	43.75%	87.50%	+43.75%	37
Ekamba	31.25%	75.00%	+43.75%	8
Mawengue	37.50%	75.00%	+37.50%	14
Chandenda	31.25%	41.18%	+09.93%	9
Kassupi II	31.25%	62.50%	+31.25%	6
Kangongo	31.25%	68.75%	+37.00%	7
Kassoko Missão	25.00%	29.41%	+04.41%	3

Consolidated Averages:	28.13%	62.19%	+34.06%
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Cluster Committees:

CC Education (Cacula)	12
CC Civil Registration (Cacula)	8
CC Water (Cacula)	3
CC School (Caála)	3

TOTAL CONTACTS:	268
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4. Project Impact (USAID's Strategic Objective 6)

4.1 Progress Towards Intermediate Result 6.2

Intermediate Result 6.2: Improved civic advocacy on key issues.

ADF contributed to USAID Indicator 6.2.2 "Advocacy Index". Because the Advocacy Index was developed to measure the capacity of civil society coalitions rather than CDGs and CCs, ADF joined with USAID and Catholic Relief Services (CRS) to develop an Index that reflected the work of grassroots organizations. The Advocacy Index was divided into eight sub-groupings: legitimacy, management, data collection, implementation strategy, information dissemination strategy, consolidation processes, sustainability and gender. The final score measures the organizations' level of development: 0-1 "emerging", 1-2 "developing", 2-3 "consolidating" and 3-4 "maturing".

Table VIII
Progress in Advocacy Index Scores

Community	Initial Score	Final Score	% increase	Level of development
Sofrio	0.6	2.5	317%	Consolidating
Eywa	1.1	2.1	182%	Consolidating
Ferrovia	0.8	1.8	125%	Developing

Tchipalakassa	1.2	2.7	125%	Consolidating
Kavissy	1.2	2.7	125%	Consolidating
Tchiquaqueia	1.0	2.6	160%	Consolidating
Mitcha	0.6	0.6	0%	Emerging
Arimba	0.9	2.3	155%	Consolidating
Ekamba	0.8	2.1	163%	Consolidating
Mawengue	1.3	2.6	177%	Consolidating
Chandenda	1.2	2.5	108%	Consolidating
Kassupi II	1.0	2.0	100%	Consolidating
Kangongo	1.1	2.3	109%	Consolidating
Kassoko Missão	0.7	0.7	0%	Emerging

As demonstrated in the table above, most communities received a final assessment of “consolidating”. Reaching the level of consolidation meant that CDGs were becoming institutions in their own right: legitimate, with their own goals and strategies, recognized by external institutions and with a defined management structure. This was significant progress for Groups whose members had initially never belonged to a representative body before.

4.2 Progress Towards Intermediate Result 6.3

Intermediate Result 6.3: Improved government-constituency relations.

ADF also contributed to USAID Indicator 6.3.1 “Constituency Relations” and Indicator 6.3.2 “Number of government-constituency contacts”.

Indicator 6.3.1 looks at changes in constituencies’ perceptions of government responsiveness to their needs and requests. As reported earlier, IPCA/ACPI significantly changed the perceptions that citizens had of government. In many cases, it is fair to say that citizens discovered for the first time that government bodies can respond to needs and requests. The process was nonetheless challenging because significant barriers and fears had to be overcome. Additionally, it must be noted that in most instances the government bodies’ perceptions of their communities also positively changed from being perceived by officials as passive and unmotivated, to an increase in mutual respect between officials and constituents in the end.

Indicator 6.3.2 tracks the number of government-constituency contacts, including public hearings, meetings, debates, consultations, responses to letters, petitions, requests for information, etc. Within the IPCA/ACPI program there were a total of 268 contacts between constituents and government.

5. Conclusions and Recommendations

5.1 Conclusions

Communities and local authorities have become effective development partners.

One of IPCA/ACPI's key achievements was to significantly increase dialogue and productive collaboration between local governments and their constituents. This increase occurred in every community and was manifested in a variety of ways. Citizens are no longer reticent to contact local authorities and have become eager to engage with them in open and productive dialogue. Community Development Groups successfully leveraged state resources for local projects, as well as technical assistance in their design. Increased confidence allowed citizens to identify strategies and allies to work around problems and unhelpful officials. Authorities increased instances of community consultation. This increased dialogue will be critical to sustain high levels of citizen participation beyond IPCA/ACPI's implementation.

Communities have improved their capacity for democratic self-organization.

Citizens in the target communities not only became more assertive, as mentioned above, but also became better at mobilizing their communities in an inclusive manner. This was evident in how CDGs interacted with their constituents towards the end of the Initiative, compared to the first months after they were set up. There was significantly increased dialogue, greater demand for information and clarifications and more collective efforts. There were also instances where this capacity was demonstrated in activities not funded by IPCA/ACPI, such as when Kassupi II applied learned methodologies in mobilizing citizens to build a new church, when Kangongo's citizens met and discussed what to do regarding the drunk and paedophilic *soba*, or when Ferrovia's citizens met with local health officials and presented a clear and consensual plan to tackle a cholera epidemic. In many communities, CDG members that demonstrated good work gained prominence within the community and became the first locally elected leaders, which in some cases complemented or even rivalled traditional leaders.

The community grants not only improved socio-economic conditions, but also mobilized considerable cost-sharing resources.

Although mobilizing the local resources that were initially committed proved a very difficult task, the total amount cost-shared was significant. ADF continually reinforced the message that the project was about building citizen participation rather than just funding projects, and that no project would be implemented without significant community participation. As a result, ADF was more successful than other NGOs in mobilizing local resources. Additionally, the Initiative demonstrated that government resources can be mobilized by a community, if this community is well organized and has a well-defined plan.

5.2 Recommendations

USAID should continue promoting citizen participation and community organization.

A true democratic culture, with an active civil society and inclusive governance, requires that its citizens are informed and engaged in order to be sustainable. Additionally, support should be given to local government bodies, as their poor capacity limits the results attainable with increased citizen participation.

Initiatives like IPCA/ACPI should be funded for longer periods of time.

This program was very successful in reaching its desired results, but consolidating a culture of democratic governance and citizen participation requires long-term involvement in order to ingrain it in local perceptions and expectations.

If possible, IPCA/ACPI's target communities should continue receiving support.

Significant groundwork has been done, and these communities offer excellent potential to make concrete impacts in promoting improved local governance. However, they currently lack the capacity to do this without further assistance.

Selection Criteria

The process of identifying target communities was central to our ability to implement IPCA. Given the Program's objectives and time frame, and considering the varying needs and realities of each community, as well as those of local administrations, not all communities were equally suitable. ADF therefore set the following selection criteria to which all potential communities were compared.

- Distinct village, town, or other distinct neighborhood
- Potential for grouping together with other communities to resolve problems that need to be shared on an inter-community level
- Number of IDPs, returnees, ex-combatants and potential for conflict within the community and/or between the community and its neighbors
- Degree to which community groups exist, whether as informal associations or local NGOs
- Degree to which the community was affected by the war
- Degree to which the community needs the inputs that will be provided through the IPCA
- Level of community and municipal buy-in to the program concept and interest in participation
- Willingness and ability of community and groups, as well as local authorities, to contribute their own resources to improving local conditions
- Opportunities for exceptional progress in civic participation, reconciliation or economic development
- Degree to which there are other existing complementary programs
- Degree to which the community will be able to serve as a model for others

Success Story: Kangongo

The community of Kangongo in Caála municipality demonstrated an extraordinary ability to benefit from IPCA/ACPI in every respect. Three projects were successfully implemented, citizens and their elected CDG became more assertive and relations with local government visibly improved. All this occurred in less than a year, as Kangongo's CDG was one of the last to be elected: the first Citizens Meeting took place on November 1st, 2005.

In itself, the volume of implemented projects in a relatively short period of time was impressive. However, the three projects also exemplified the levels of commitment and participation of Kangongo's citizens:

- Fertilizer credit: This project aimed at both supplying fertilizers on credit to increase farmed land (for potato cultivation) and consequently income, as well as to train an elected group to manage loans and reimbursements. Rather than become dependent on external institutions, Kangongo preferred to manage its own resources. In the field, the project was an immediate success. More land was made available, as higher yields meant farmers could afford to hire drought animals to plow their fields. Though an increase in regional potato supply lowered prices, good yields meant that net incomes also increased. Equally important, all beneficiaries repaid 100% of their loans, including penalties when payments were late. This was possible in large part because the Credit Working Group, in connection with the CDG, was effective in mobilizing the whole community to monitor and encourage beneficiary repayments. Additionally, the Group received specific training for micro credit management from a partner NGO, so that in the future the community fund could be managed without having to depend on external institutions. Therefore, Kangongo completed this project with a larger fund than was initially invested, the capacity to manage it and the understanding that it can only benefit the community continuously if all stakeholders manage this resource well.
- Community *jango*: This project was not one of those identified in a Citizens Meeting, but grew as a result of the credit project mentioned above. The Credit Working Group had to meet often, both among themselves and also with the CDG and other stakeholders. However, Kangongo had no community center in which meetings could be held. The Group suggested the building of the *jango* to the CDG, which in turn consulted with other members of the community to seek their approval. The idea was met with enthusiasm, to the extent that it cost-shared almost 60% of the project. The *jango* was built and became not only the meeting place for the community groups, but also traditional leaders, elders and other citizens.
- School: The greatest achievement in this project was the superlative effort made to build the school. Due to many delays in getting government authorizations, this project started very late. ADF explained to the community that the project could only be successful if everyone made a huge effort to build the school in time; Kangongo's citizens understood and agreed to go ahead. Under considerable pressure, with lapses

in the delivery of materials and with the first rains diverting attention to preparing the fields, the community persisted. Community builders worked incessantly for symbolic wages, other community members assisted with free labor on a rotational basis, most families provided food for all who worked, and neighbors irrigated their fields. For this to be possible, the CDG and the traditional leadership were in permanent contact with the community, mobilizing, cajoling and occasionally haranguing them. As a result, the school was built in less than two months.

The three projects listed above demonstrate an advanced level of cohesiveness within the community, and determination to improve their conditions. However, another episode illustrated the community's understanding of democratic governance. The *soba* (traditional leader) had not only grown increasingly resistant to the CDG's authority, but was also a heavy drinker who sexually assaulted Kangongo's children. Previously, as the *soba* was the only link between Kangongo and local government, and because the community had no other form of local leadership, this behavior was not met with any challenge. However, with the training and empowerment that resulted from working with IPCA/ACPI, and because of meetings with local government officials, CDG members understood they were not powerless. They held several meetings with the community and reached a decision that the *soba* must be exposed and demoted. A committee was put together, and it visited the commune administrator to explain the problem and request that the *soba* be replaced. (Until recently, no one but the *soba* had even dared meet with the commune administration!) The presentation was well received and shortly afterward the *soba* was demoted. The administration also consulted with the CDG, as legitimate community representatives, when selecting a new *soba*.