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# EVALUATION

## The Municipal Development Program

### Final Evaluation Report

March 29, 2012

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# **THE MUNICIPAL DEVELOPMENT PROGRAM**

## **FINAL EVALUATION REPORT**

**Version 2: March 29<sup>th</sup> 2012**

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## Acronyms and Abbreviations

|         |   |
|---------|---|
| ADRA    | Acção para o Desenvolvimento Rural e Ambiente                             |
| CACS    | Conselhos de Auscultação e Concertação Social                             |
| CBOs    | Community-Based Organizations   |
| CDPA    | Centro de Desenvolvimento de Parcerias de Angola                          |
| CMACS   | Conselhos Municipais de Auscultação e Concertação Social                  |
| DLG     | Decentralization and Local Governance                                     |
| DW      | Development Workshop  |
| FAS     | Fundo da Apoio Social   |
| GAS     | Grupo de Água e Saneamento  |
| GDP     | Gross Domestic Product  |
| GoA     | Government of Angola  |
| HDI     | Human Development Index   |
| IDP     | Integrated Development Plan   |
| IFAL    | Instituto de Formação da Administração Local                              |
| LKI     | Lazare Kaplan International   |
| LUPP    | Luanda Poverty Program  |
| M&E     | Monitoring and Evaluation   |
| MA      | Municipal Administration  |
| MAT     | Ministério da Administração do Território                                 |
| MDP     | Municipal Development Program   |
| MinUA   | Ministério de Urbanismo e Meio Ambiente                                   |
| MoU     | Memorandum of Understanding   |
| MPLA    | Movimento Popular de Libertação de Angola                                 |
| NGO     | Non-Governmental Organization   |
| ODA     | Organização de Desenvolvimento de Área                                    |
| OPSA    | Observatório Político e Social de Angola                                  |
| PMGM    | Programa de Melhoria da Gestão Municipal                                  |
| PMIDRCP | Programa Municipal Integrado de Desenvolvimento Rural e Combate à Pobreza |
| SCiA    | Save the Children Angola  |
| UNDP    | United Nations Development Programme                                      |
| UNITA   | União Nacional para a Independência Total de Angola                       |
| USAID   | United States Agency for International Development                        |

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## EXECUTIVE SUMMARY

According to its logical framework, the purpose of the MDP is to increase the accountability of municipal governments to the communities they serve and to achieve broad community participation in decision-making and oversight of local public investments.

Based on the evidence available and presented in this evaluation, the conclusion is that the program purpose has generally been attained, mostly regarding the broad community participation in planning (decision-making) and in the oversight of a specific set of public investments: those planned and decided upon with the participation of the communities, in this case, the micro-projects. Additionally, through the support in the introduction of the mechanisms and methodologies of participatory planning; whose output were the municipal profiles and the Integrated Development Plans, the program contributed to the creation of a sound basis for a productive dialogue and participation in the pursuance of socioeconomic development in the targeted municipalities. The program was also successful in building awareness in the communities on their rights and capacities to participate in the public arena in policy-making, as well as in their potential to be able to solve their problems through self-organization. In sum, all the MDP municipalities produced their municipal profiles and their Integrated Development Plans, and these tools are becoming the cornerstones of their development planning; even to access central government funds and to link up with broad national strategies, such as the PMIDRCP.

This process of planning will likely be consolidated with the adoption of the methodologies used across the country. The same is not guaranteed regarding the mechanisms of community participation at the local level, which still depend on their legal incorporation in the formal structures of participation at the municipal level (the CACS). In November 2011 the ODAs were legalized. This is a step forward to create the conditions for a potential incorporation of these forms of community participation in the local governance institutional setting.

However, the performance of the program was not uniform in all municipalities. The sensitive political setting in Cabinda and the difficult socio-economic conditions in Cuito Cuanavale influenced on the relatively weaker performance of these municipalities in some outputs. One of the insights stemming from this is that, due to the approach adopted that privileged the adoption of a model that could be used for all municipalities, the program might have overlooked the different contexts where it operated, applying a standardized approach in all components for all cases. Whilst the alternative of applying different policy models for different municipalities cannot be considered realistic, finding ways to address the specificities of the municipalities in a diverse country like Angola is important to ensure the relevance and effectiveness of governance interventions like the MDP. Despite these differences in performance, generally the outputs of the program were almost entirely produced. However, in some indicators this conclusion should be qualified, since targets have been set on an annual basis and have been revised, also taking into account the continuous extension of the program. In the cases the revision implied setting more conservative targets, the outstanding performance (more than 100% of the targets achieved) should be qualified. The M&E database presents minor numerical errors due to deficiencies in links that affected counting of some outputs. This did not affect the reporting but a thorough revision of the database to correct this errors is important to guarantee the accuracy of the data..

The program comes to its end after introducing innovative methods of local governance. Its closing at this juncture, without a strategy of transition and without a clear perspective of continuation of these initiatives, poses a high risk of sustainability. Moreover, the program produced a considerable amount of

information and knowledge that, because of its innovative approach, is part of the institutional memory of the process of decentralization in Angola that is worth preserving.

During the implementation, the program faced some constraints, among them rapidly changing legal and policy framework, lack of cooperation from some provincial governors and municipal administrators, low qualification of staff, high mobility of public functionaries, and lack of a forum for dialogue between the decentralization partners and the government. Some of these aspects affected the program's sustainability, such as the high mobility of staff, a lack of a sound regulatory framework for the public service at the local level. The MDP leaves a good legacy of knowledge and practices that should not be lost with the end of the program and also of the CARE operations in Angola. Hence, since these problems affect other actors working in decentralization in the country, it is recommended that MDP should work with such stakeholders using lessons of its implementation to help improving other programs to effect decentralization in Angola. These stakeholders are donors, civil society, policy-makers and future project designers. The recommendations for the MDP and for the different stakeholders are presented below.

- **For the MDP**
  - It is important to preserve the knowledge legacy produced during the implementation of the program. Potential beneficiaries of this information might be the Decentralization Working Group (DWG) or any other reliable partner dealing with decentralization. Such information should be made available to them;
  - The M&E database should be reviewed to correct some inaccuracy of data;
  - The continuation of some of the MDP's initiatives at the community level will depend above all on the commitment of key stakeholders, particularly community leaders (Sobas). Therefore, if available, MDP should also organize information about this network of community leaders that could be used in future projects, dealing with similar areas as MDP's.
- **For the civil society/Decentralization Working Group**
  - Revitalization of the DWG with more of an advocacy role and a policy-oriented dialogue with the government;
  - Combine personal and institutional elements in building a coalition (leaders and organizations);
  - Advocate for a public service reform focused on decentralization – restructuring of central government as part of redefinition of functions, human resources development, pay and employment reforms as key decentralization issues;
  - Take into consideration and embed MDP's Legacy and continue with the process of legalization of ODAs, municipal and communal forums and their integration with the CACS;
  - Work with GoA to develop effective tools to monitor the impact of decentralization – and ensure there are adequate metrics of participatory planning that can be tracked by a number of actors
- **For donors**
  - Support to CBOs is still important. It is important to develop the legacy of MDP to avoid losing the gains that were attained;



- In supporting projects that involve direct disbursements to communities, it is important to adopt more flexible ways of funding, reducing red tape stemming from the formalities of the donors financial management procedures. This would imply designing more flexible procedures that combine the needs of financial accountability and of responsiveness to the beneficiaries' needs and capacities;
- In the current context of an initial and important phase of decentralization in Angola, design programs with mid and long-term in mind. Short-term programming in a context of CBOs with little experience can produce outputs which are not sustainable.
- **For policy-makers and decentralization project designers**
  - Future projects involving municipalities should be context specific. This means that the project approach should integrate the specificities of the municipalities and set the targets and logic of intervention accordingly, to ensure that the existing capacities and contexts contribute adequately to the attainment of the intervention goals;
  - Include in the design process a political economy or risk analysis that can reveal the bottlenecks in the institutional and political setting of decentralization and allow for anticipation or to plan accordingly.

## 1. INTRODUCTION

### 1.1. General Information

Angola is a country located in the Western coast of the African continent, bordering the Democratic Republic of Congo in the north and the east side, Zambia in the east, Namibia in the south, and the west lies the Atlantic Ocean. Angola has also the Cabinda enclave in north, which borders the Republic of Congo (Brazzaville). The total area of the country is approximately 1.2 million Km<sup>2</sup>, divided into 18 provinces, 163 municipal administrations and 532 communes.

Population estimates in 2011, based on the 2008 electoral registration, is 19.6 million inhabitants. The young (up to 15 years old) accounts for 47.8% and youth population up to 30 years old accounts for approximately 62%. Population density is 14.7/Km<sup>2</sup>, and rural population is 41.5%.<sup>1</sup>

Following a long period of liberation struggle and civil war, in 2002 Angola came to peace after the military defeat of UNITA (União Nacional para a Independência Total de Angola) by the government led by MPLA (Movimento Popular de Libertação de Angola) since the country independence in 1975. Among the post-war challenges was the reconstruction of basic infrastructure severely damaged by the war, the redefinition of the institutions from a conflict to a post-conflict country and the creation of the necessary conditions for socio-economic development.

Despite its sizable GDP, estimated at US\$ 82.4 billion, with a GDP *per capita* US\$ 4322 (in 2010), Angola still faces socio-economic development challenges. According to the Human Development Report 2011, Angola's Human Development Index (HDI) is 0.486. Life expectancy at birth was 51.1 years in 2011. Literacy rate of persons 15 years of age or over was 67.4 in 2010; access to potable water and sanitation in 2008 was 50% and 57% respectively. Gross enrollment rate in all schools was 65.3% in 2010.<sup>2</sup>

In the process of post-war state building the country has undergone significant reforms, among them the approval of a new constitution in 2010, replacing the 1992 constitution that underpinned the 1992 unsuccessful general elections, whose results contributed to reigniting the civil war, which came to an end with the Luena Peace Agreement in April 2002, following a military defeat of the UNITA movement by the government-led by MPLA. One of the recommendations of the reconciliation process, which tentatively began with the failed Lusaka Protocol in 1994 (between the Angolan government and UNITA), was that, according to the Constitution of 1992, which prescribed the existence of sub-national governments ("autarquias locais") and local administrative structures, Angola's administration should be decentralized and deconcentrated, which implied granting more autonomy to the provincial authorities

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<sup>1</sup> Relatório Económico de Angola 2009 CEIC/UCAN, pp. 205 e 206; Human Development Report 2011. Sustainability and Equity: A Better Future for All. New York: United Nations Development Programme, 2011.

<sup>2</sup> <http://www.ibge.gov.br/paisesat/main.php>, Relatório Económico de Angola 2009 CEIC/UCAN, pag. 205 e 206; Human Development Report 2011. Sustainability and Equity: A Better Future for All. New York: United Nations Development Programme, 2011.

in administrative, financial, tax and economic matters.<sup>3</sup> Therefore, after the end of the civil war, decentralization was at the top of the country's post-war institutional reconstruction agenda.

### 1.2. A Brief Contextualization of Decentralization in Angola

In the late 1990s, despite the civil war, the government introduced important decentralization legislation, such as the Decree-law 17/99, related to the deconcentration of some managerial functions from the central government ministries to the provinces; the Decree-law 27/00 that clarified the responsibilities of the provincial governments and communes; and the Executive Decree 29/00, defining the organization and functioning of the provincial governments, as well as communes and municipal administrations.

In the eve of the end of the civil war, in January 2002, the government took a step further in the decentralization process adopting the Strategic Plan for Decentralization and Deconcentration. According to this instrument, the reforms aimed at improving the effectiveness of the state, local administrations should be implemented in a phased way with a final aim of creating the conditions for the creation of directly elected local authorities. Eventually, the enactment of the Decree-law 2/07 laid the basis for the transformation of the municipalities as budgetary units, introduced and to some point formalized already existing informal participatory practices in local governance (e.g. municipal and communal forums) experimented in some pilot municipalities by NGOs and international organizations<sup>4</sup>. In this regard, the Decree-law 2/07 prescribed the mandatory introduction of formal structures for citizens' participation in planning at provincial, municipal and communal level, the Councils for Social Concertation and Consultation (CACS) at the provincial, municipal and communal levels and furthered the clarification of the roles of these state structures. The CACS are composed of the respective head of the government tier (provincial, municipal and communal), the heads of the subsequent levels of the territorial unit<sup>5</sup>, traditional authorities, trade union organizations, peasants' associations, business representatives, NGOs, registered religious organizations and invited people. Nevertheless, the law does neither define the method of selection of these representatives nor guarantees the representation of women. The CACS are consulted before the approval of the development plans in each territorial level, but the final decision is of the relevant government bodies.<sup>6</sup>

In the meantime, stemming from the ongoing work on decentralization, the Informal Group of Reflection on Decentralization and Deconcentration (referred to as the Decentralization Working Group, DWG) was created in 2003, comprising the government body FAS (Fundo de Apoio Social), civil society, donors, UNDP and some national and international organizations.<sup>7</sup> The main objectives of the

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<sup>3</sup> Mac Dowell M. C., Araújo E. A., Cialdini A. S., Ferruglio N., (2006). *Diagnóstico da Descentralização Fiscal em Angola*. Luanda, Agosto de 2006.

<sup>4</sup> Orre, A. (2007). "The local administration of the state: New law but little change?". Unpublished paper; Italconsult (2006). *Análise sobre as melhores práticas de diagnóstico e planificação a nível de Administração Local*. Programa de Apoio à Reconstrução. 2º DRAFT, Março 2006.

<sup>5</sup> This means that at the provincial level apart from the governor the municipal administrators should be represented. At the municipal level, communal administrators should be represented.

<sup>6</sup> Orre, 2007:11.

<sup>7</sup> Termos de Referência: Grupo informal sobre a Desconcentração e Descentralização. Versão de 15 de Fevereiro de 2008.

Decentralization Working Group were: to facilitate and coordinate the support to the fourth National Assembly (responsible for public administration) and the government on issues related to decentralization; integrate different interventions from various actors to facilitate its alignment with government plans, exchange and facilitate the exchange of information among stakeholders involved in decentralization in the country; draw lessons from the various interventions; look for opportunities to influence the decentralization agenda based on such experiences. The DWG alternated between intense activism with lethargy, mostly in moments of change of legislation or of institutional focal points, which resulted frequently in the loss of institutional memory.

Following up on the enactment of law 02/07 the Government of Angola (GoA) approved in August 2007 the program for the Improvement of Municipal Management (PMGM). The main focus of the PMGM was to reduce the gap between the growing responsibilities of the local governments on basic service delivery and the capacities for their adequate performance, with a particular focus on human and material resources and infrastructure. Still in the same year, under the proposal of the Ministry of Territorial Administration (MAT) and the United Nations Development Programme (UNDP), the GoA created the Municipal Development Fund, a mechanism to allocate funds to allow the municipalities to build capacity in fiscal management and in the promotion of the socio-economic development, and to contribute to poverty reduction. Under the PMGM, 68 municipalities were selected for piloting the initiative and were allocated US\$ 1 million for the 2008 fiscal year and an additional bonus of US\$ 5 million. Three MDP municipalities – Andulo, Cabinda and Chitato – were among this group. Some of these municipalities (22) were eventually sued for misuse of funds and because of this the Government of Angola (GoA) developed protocols for disbursing money to Municipal Administrations. Some interviewees, during this evaluation, argued that MDP municipalities, because of the capacity on financial management that was created under this program, managed and accounted for the funds appropriately.

In 2008 the first general elections after the failed 1992 elections were held. Although the Government party (MPLA) had a landslide victory, there was a considerable turnover in National Assembly that implied the replacement of the members of the Fourth Commission, thus, the decentralization group lost its allies in this body. At the same time, the leadership of the Ministry of Territorial Administration (MAT), mainly the vice minister, Mr. Mota Liz, who had been supportive of the involvement of civil society in the dialogue on decentralization, was moved to other ministry. These changes represented a setback in the objectives of the DWG to collaborate with decision-making bodies involved in decentralization, including the 4<sup>th</sup> Commission.

In 2010 a new Constitution was approved, with a new section on the local government. Apart from defining that local government consists of three pillars: local state authorities, traditional leaders and citizens' participation), the Constitution introduces a hybrid system (similar to the Mozambican case) in which autarchies/local authorities, to be created from the communes and municipalities and with direct election for their legislative and executive branches, are combined with the current form of state deconcentration; the municipalities and communes. The conversion of communes and municipalities to more autonomous and directly elected local authorities is defined as a gradual process, which means that in the near future both forms of local government organization will cohabitate.

The 2010 Constitution was followed by the revision of the deconcentration law, through Decree 17/10, which redefines the norms of state organization at the local level and the composition and functioning of the deliberative bodies (CACs). This new legal instrument grants more power to the provincial governors to appoint and dismiss municipal and communal administrators, and opens space for the participation of political parties in the CACS. Further changes came with the constitutional reform,

namely through the Presidential Decree 43/10 that approves the Organic Statute on the organization and functioning of the Casa Civil (Chief of Staff) and the General Secretariat of the President's Office. Under this instrument, the Secretary for Local Affairs was created, a new entity responsible for monitoring the execution of projects, plans, policies and initiatives of rural and urban development.

Still in 2010, Casa Civil prepared and launched the Integrated Program for Rural Development and Fight against Poverty (Programa Municipal Integrado de Desenvolvimento Rural e Combate à Pobreza - PMIDRCP). This program puts municipalities at the core of the anti-poverty agenda, and municipal administrations are urged to prepare plans to benefit from the funding allocated to the PMIDRCP, which is the main channel to access public funds for investment. However, the disbursement of funds still remains a top-down process. While the budget allocations to the provinces increased from 11.2% (in 2011) to 16% in 2012, decreasing the amount of state funds managed centrally from 88% to 83% in the same period of time, the decentralization of the management of public funds in practice does not translate to increased autonomy for budgetary allocations at the municipal level (OPSA & ADRA, 2011). The PMIDRCP in effect requests that municipalities tie their priorities to centrally-determined plans and policies. This does not necessarily include a dialogue or an interaction that could allow for a negotiation of the local level interests to be funded. In sum, in the current format, even if the poverty reduction municipal plans (PMIDRCP) are participative at the local level, since the final approval of the funding to these plans depends on the central level, the final outcome might not necessarily reflect this participatory effort of the local actors.

In sum, the enactment of Decree 02/2007 and its replacement by the recently approved Decree 17/10, the Constitutional reform, the President's Office reform and the attribution of the new competencies on decentralization to *Casa Civil* and the implementation of the PMIDRCP are all institutional and policy challenges that emerged during the implementation of the Municipal Development Program (MDP), and these were changes that the program had to continually adapt to in order to reach its objectives.

## **2. THE MUNICIPAL DEVELOPMENT PROGRAM FINAL EVALUATION**

### **2.1. Context of the Program**

The Municipal Development Program follows the initiatives of some decentralization programs already being implemented in Angola, with a particular emphasis on the promotion of citizen's participation in local governance and the fight against poverty. Most of these initiatives initiated in the 1990s, following or complementarily to emergency interventions. Among these was the Luanda Urban Poverty Program (LUPP), the Social Action Fund (FAS), managed by the Ministry of Planning and the UNDP's Decentralization and Local Governance Program (DLG). It was from this experience that the program was designed, also benefitting from the record of the intervening organizations in this field.

The goal of MDP is to work in selected municipalities (originally five and then four since 2009) to increase the capacity of communities and their Municipal Administrations (Municipal administrations) to better articulate their needs and to jointly plan the development of their municipalities. It was expected that this work will lead to more accountable, participatory and transparent governance. It was also expected that MDP's interventions and outcomes will contribute to the national strategy for municipal development.

Thus, the purpose of the MDP is to establish spaces in which different actors – state and non-state - can meet and build their common interests. Particular focus was given to developing capacities in targeted communities to organize themselves effectively to make decisions, contribute to local issues and demonstrate basic skills in participatory planning, management and evaluation. In addition, cross-cutting issues, such as HIV/AIDS and gender were included in the program due to their influence in social inclusion and impact upon socio-economic development.

The program was initially implemented in five municipalities, namely Andulo (Bié) Cabinda (Cabinda), Chicala Chohohanga (Huambo), Chitato (Lunda Norte), and Cuito Cuanavale (Kuangdo Kubango). The program was funded by the United States Agency for International Development (USAID), Chevron and Lazare Kaplan International (LKI) and was planned to be implemented for from July 19<sup>th</sup> 2006 to July 18<sup>th</sup> 2009. The program was awarded a no-cost extension up to September 30<sup>th</sup> 2009, and eventually a one year extension (up to September 30<sup>th</sup> 2010), with a water component. In 2010 USAID announced a one year extension with a commitment of US\$ 3.3 million, afterwards followed by another six-month extension (from October to December 2011), for the conclusion of the micro projects, close-out of field operations and from January to March to close pending activities and conclude the final evaluation of the program.

A consortium of three NGOs – CARE (as the lead agency), Development Workshop (DW) and Save the Children Angola (SCiA) – was responsible for the implementation of the MDP. The same consortium has been implementing the Luanda Urban Poverty Program (LUPP), with a similar focus on capacity-building of local organizations, good governance, municipal planning, vulnerability and basic service delivery (Proposal). The rationale of the program was also to replicate the consortium’s experience gained in the implementation of LUPP, as well as this program approaches; particularly those related to development forums, micro finance networks, and community participation in management of basic services (MDP Proposal, page 3). Initially, CARE was implementing the program in Cuito Cuanavale and Andulo, SCiA in Chicala Chohohanga and DW in Chitato and Cabinda Sede. During the course of the program, in 2008, LKI ceased its funding due to the global economic crisis and stemming from this situation Chitato was excluded from the program in the same year. In November 2009 CARE discontinued the contract with DW and became responsible for the management of the Cabinda operation.

Up to its closure in December 2011 (with an extension up to March 2012 for the phasing out), the program was being implemented in four municipalities – Andulo, Cabinda, Chicala Chohohanga and Cuito Cuanavale. Hence, this evaluation analysis the implementation of the MDP in the five municipalities, but the field work was only carried out in the four municipalities that remained up to the closure of the program.

## 2.2. The Program Logic of Intervention

According to the MDP’s Results Framework, the program’s purpose is:

**To increase the accountability of municipal governments to the communities they serve and to achieve broad community participation in decision-making and oversight of local public investments.**

To achieve this purpose, the program comprises of three results, namely<sup>8</sup>:

- *Result #1: Municipal planning, budgeting and project implementation routinely follow a process of broad and inclusive community participation, meet minimum standards for design, implementation and accountability and feed effectively into the provincial planning and budget process.*
- *Result #2: Targeted communities can organize themselves effectively to make decisions, feed into local issues and demonstrate basic skills in participatory planning, management, and evaluation.*
- *Result #3: Completed projects demonstrate social inclusion value to the community, including sufficient community support to give evidence of sustainability.*

These results are unbundled in some key elements as follows: reinforcing the capacity of Municipal Administrations (municipal administrations) and Community-Based Organizations (CBOs) to jointly develop, implement, and monitor plans and programs that seek to improve social and economic conditions in the targeted municipalities; strengthening the capacity of CBOs to determine their own development; building alliances with the private sector as well as public and community institutions and organizations; scaling up the provision of affordable but sustainable basic services through the implementation of micro-projects; and strengthening vulnerability assessments to respond to 'shocks' and develop pro-poor and socially-inclusive policies, plans and services.<sup>9</sup> The program outcome was also expected to influence the national strategy for municipal development.

Building on previous experience of other decentralization programs, namely FAS, LUPP and DLG, the Municipal Development Program intended to adopt an innovative approach, combining institutional (municipal administrations) and community capacity development, fostering of participatory planning and mechanisms of accountability, infrastructure development and service delivery to respond to socio-economic needs of the beneficiaries. The program also included cross-cutting issues, such as gender, HIV/AIDS and social inclusion (participation of children and youth), and natural resources protection. Consequently, the MDP intended to adopt a more holistic approach to decentralization capacity development in comparison to other programs.

The program architecture privileged the coordination with some government entities, such as the Ministry of Territorial Administration (MAT) and the Ministry for Urbanism and Environment (MinUA), which at the time of the design of the program were considered "ultimately responsible for the Government's decentralization program" (Program Proposal, page 2), hence, strategically key actors to engage to ensure the Government's buy-in. It was also expected that consortium members would use the MDP as a foundation upon to integrate their on-going initiatives (idem).

At the beneficiaries' level, the program combined capacity development for municipal administrations and communities, creation and promotion of participatory mechanisms to promote accountability and a rights-based approach with a focus on inclusion of vulnerable groups such as women and the youth. These elements complemented a micro-project component, focusing on service delivery, which was envisaged as a motivational and a didactic tool to demonstrate how communities can engage effectively

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<sup>8</sup> See MDP proposal.

<sup>9</sup> See Terms of Reference for this evaluation.

in service delivery. It was also considered a way of ensuring the communities' buy-in of the program, through the provision of visible/tangible and short-term benefits. This approach was adopted to avoid the beneficiaries' fatigue, which is likely to occur in interventions that only focus on the philosophical aspects of governance and overlook the responsiveness to the immediate needs of the beneficiaries.

Although the focus of the program was on five municipalities (and later four), where the primary impact should occur, the broad objective of the program was to influence national strategies and policies on decentralization that have particularly experienced some changes as described before. In this regard, the MDP joined also the DWG. Because of its composition, the DWG was considered a privileged forum for debate, exchange of ideas, collaboration, building of alliances, and advocacy for national policies<sup>10</sup>.

### **3. OBJECTIVE AND METHODOLOGY OF THE EVALUATION**

#### **3.1. Evaluation Objective**

This report's focus is the final evaluation of the Municipal Development Program mainly from 2006 to 2011. However, whenever justifiable, some references are made to some activities carried out in the first quarter of 2012, during the closure of the program.

According to the Terms of Reference (ToR), the objective of the evaluation is to assess the overall performance of the program and the extent to which it has achieved its purpose. In this regard the evaluation must:

- Analyze the changes in the social and political context of Angola during the project period and identify factors that influenced in the project's output
- Assess progress against purpose and outputs
- Positive and negative, intended and unintended consequences in relation to intended objectives
- Review likelihood of sustainability

In this regard, the scope of the review should consider: the relation between purpose and outputs; analyze the sustainability of the program achievement; review governance and management arrangements; and analyze the lessons' learning process.

#### **3.2. Methodology**

The methodology of the evaluation consisted of the following elements:

- Desk review of program documents, legislation and decentralization studies

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<sup>10</sup> DWG Terms of Reference 15/2/2008



- Interview with Central Government representatives mainly in key entities such as the Ministry of Territorial Administration (MAT); Social Action Fund (FAS) under the of Ministry of Planning; and Institute of Training in Local Administration (IFAL)
- Interviews with program team and central and local level in the four targeted municipalities
- Interviews with municipal administrators and municipal administration staff
- Interviews with stakeholder such as donors, consortium partners, members of the DWG and other experts;
- Interviews with beneficiaries, mainly communities' representatives (ODAs).

A total of 61 people were interviewed in December 2011 and February 2012 – 42 at the local level and 19 at the central level (see appendix).

At the end of the field work, the evaluation team made a presentation to key stakeholders such as government entities, donors, civil society and program staff (see appendix).

### 3.3. Constraints and Limitations

Having been carried out the field work in the municipalities in December 2011, a particularly busy period of reporting and closing of the year, the evaluation team faced difficulties in meeting some key informants, particularly representatives of the provincial governments. This undoubtedly is a limitation for the evaluation, but it is worth mentioning that in the cases of the provinces of Huambo and Bié the evaluation team was told that the relatively most informed functionaries about the MDP were people that only recently and superficially had contact with the project. This problem has been also found in some municipal administrations, which face a frequent staff turnover.

### 3.4. Organization of the Report

Apart from the introduction, the report comprises four sections related to the evaluation per se and a fifth section presenting general conclusions, lessons learnt and recommendations. The four evaluation sections are based on the key elements and their sub-questions indicated in the ToR for the scope of this evaluation, namely:

Purpose and Outputs:

- To what extent have the outputs been achieved? How have program activities supported the delivery of outputs?
- Have the outputs of the program resulted in progress towards the program's purpose and intended outcomes?
- What outcomes has the program contributed to at various levels (community, municipal, provincial, and national level)?

Sustainability of Achievement

- Are the outputs and outcomes of the program sustainable?
- Has partner capacity been strengthened as a result of the program?

- Has the program worked effectively with partner institutions and organizations? Has it taken into account the political context in which the institutions work and been able to effectively react to change?
- Has the program contributed to the policy, institutional and/or regulatory environment in a sustainable way?
- Are there any unexpected or unintended consequences, positive or negative, resulting from the program?

#### Governance and Management Arrangements

- Were/are governance and program management arrangements (location, resources available at local and national level) among the MDP partners appropriate, efficient and effective?
- Has project funding been spent in line with the project purpose?

#### Lesson learning

- What are the key lessons that should be learned, in terms of: working with partners, innovation and best practice, program management?
- How is learning being disseminated? What are the plans for the dissemination of lessons?
- Have recommendations from the mid-term review have been implemented?
- How is the program addressing cross-cutting issues such as gender, HIV/AIDS, etc.?

## 4. PROGRAM EVALUATION

This section will focus on the main elements of program evaluation as defined in the scope of this exercise.

### 4.1. Purpose and Output of the MDP

The program has brought about changes in the key areas of its interventions: namely in municipal administration and community capacities to articulate their needs and jointly plan the municipality's development. In this regard, program reports and interviews with various stakeholders acknowledge that the MDP has contributed to a visible change in the discourse and practices of municipal administrators, in targeted communities and in the way these two actors relate with each other. The planning instruments produced in the context of the program through participatory methods, namely the Municipal Profiles and the Integrated Development Plans (IDP) have become key instruments of planning at the municipal level and also became fundamental instruments to integrate local with national planning. In some cases, like in Andulo, these planning tools are being used for the mobilization of additional resources for the implementation of the municipality's development plan. For example, Andulo's IDP was able to attract the interest of the petroleum company ESSO to contribute financially for its implementation (MDP 2008c:5).

The municipalities of the program were also able to respond to the government's request to present poverty reduction plans to be funded under the Integrated Municipal Program for Rural Development and Fight Against Poverty (Programa Municipal Integrado de Desenvolvimento Rural e Combate à Pobreza, PMIDRCP), a program adopted in 2010 and being managed by Casa Civil. The MDP municipalities were in a better position to respond swiftly and consistently to this request, drawing plans from the already existing IDPs (MDP, 2011a: MDP, 2011b).

Although targeted to the municipalities, the PMIDRCP is considered a top-down program with little participation of civil society (OPSA & ADRA, 2011). Taking into account that the IDPs of the MDP municipalities were produced in a participatory way, it is reasonable to conclude that despite its top-down nature, the implementation of PMIDRCP in MDP-supported municipalities was influenced by the participatory experiences already in place. Moreover, the three municipalities of the program – Andulo, Chitato and Cabinda – that were among the 68 municipalities selected as pilot budgetary units, following the introduction of the Municipal Development Fund in 2007, were also considered more capable of managing and accounting for the funds allocated by the central government, due to a strong emphasis on building a sound financial management capacity adopted by the program. In this context, the contribution of the program should be also weighted, taking into account that in the same year, after the approval of Decree 02/2007, the government launched the Program for Improvement of Municipal Management (Programa de Melhoria da Gestão Municipal, PMGM), aimed at improving the capacities of the municipalities to better perform their growing responsibilities, as defined by this new legal framework.

The program worked with municipal administrations, ODAs and communities to improve their capacity of preparation, implementation and motoring of plans and budgets. Despite being still early to consider this result an impact, Table 1 shows that in the municipalities of the program, ODAs and the municipal

administrations are involved in monitoring of municipal plans, which is expected to improve accountability. In the municipalities visited there are two strong signals of change that also underpin this process: the first is the awareness that the government should be accountable and promote dialogue with the local actors. The second, has to do with participation and inclusiveness, and is the visible participation of women in the ODAs and forums, which, in the context of a rural environment is a significant change. There is no data available to assess the impact of this intensive monitoring on accountability, but if this type of culture persists, combined with the various existing mechanism and participatory forums, the output of the MDP will consequently contribute to more accountability.

**Table 1: Joint CBOs and AM Monitoring**

| Municipality       | # of Monitoring Visits (in duration of the project) |            |            |
|--------------------|---|------------|------------|
|                    | ODA   | AM         | MDP        |
| Andulo             | 63  | 55         | 93         |
| Cabinda            | 39  | 16         | 45         |
| Chicala Chohohanga | 90  | 90         | 90         |
| Chitato            | –   | –          | –          |
| Cuito Cuanavale    | 34  | 31         | 34         |
| <b>TOTAL</b>       | <b>278</b>  | <b>192</b> | <b>262</b> |

Source: MDP micro-project database

Another area of change that has been pointed out is the growing quality of leadership of the community leaders (of the ODAs), and the capacity of the communities to resolve conflicts in a peaceful way. Many interviews referred to a visible increase in quality of community leaderships, which are able to organize the communities to present issues in their interaction with the municipal authorities and also to solve problems of access to basic services, such as water and education facilities.

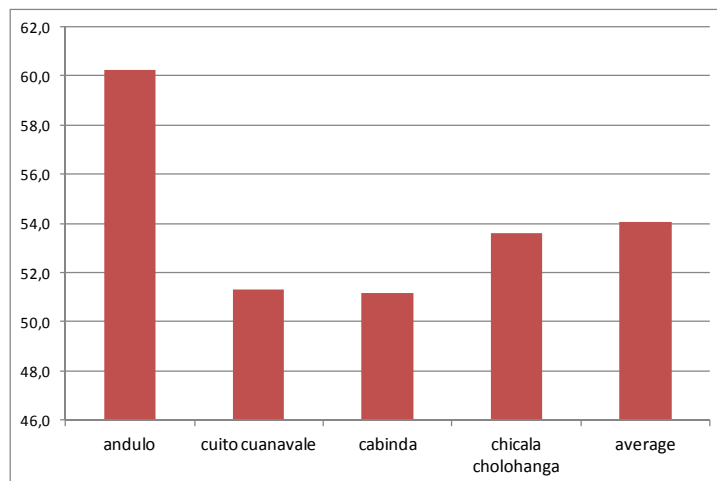
Although some of these aspects have been monitored during the course of the program, the evaluation team tends to agree with the mid-term evaluation team that participation, in its multiple facets and combined with the different components of the program, is at the core of its impact. This, as also argued by the mid-term evaluation team, poses challenges for the measurement of this impact, since it can hardly be quantified (Lubkemann & Neves, 2008)<sup>11</sup>. However, in line with the scope of work of this evaluation, the team selected from the set of monitoring and evaluation (M&E) data available, as quantitative proxies, the community and government score cards, which measure perceptions of these two actors about the quality of the participatory processes, and the level of development of the municipal fora.

Figures 1 and 2 present data on the perceptions about participatory processes and the level of development of the municipality fora, gathered in the four municipalities that implemented the program up to its end in 2011.

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<sup>11</sup> Lubkemann, S & Neves, J (2008). *The Municipal Development Program: Mid Term Assessment*, Final Draft. 7 December 2008.

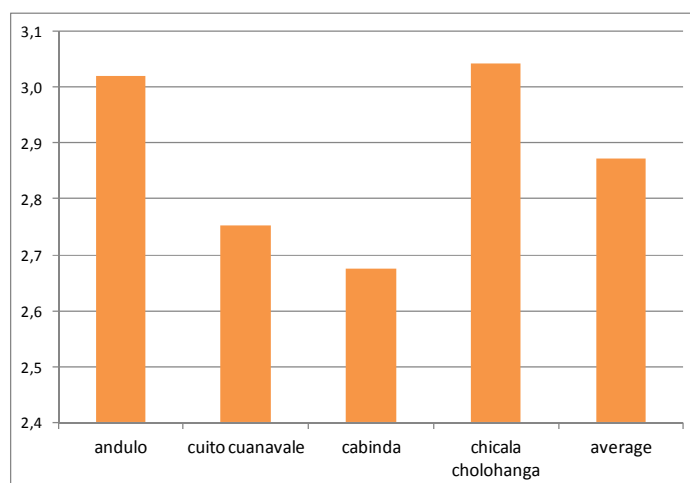
**Figure 1: Public Perceptions on Participatory Processes**



Source: MDP Community Score Card Database

Figure 1, based on community score cards data shows that generally there is a perception that participatory processes are fair (an average of 54 point in a 0-100 scale). In the case of Andulo, the perception is that the participatory processes are good. The same impression is repeated in the communities' perception about the extent to which municipal forums are sound mechanisms of participatory local governance. Based on a 0-4 point scale for communities and 0-5 scale for government, community perceptions are generally that the forums are effective mechanisms for participation, with an average score of 2.8.

**Figure 2: Municipal Development Fora Index (Community)**



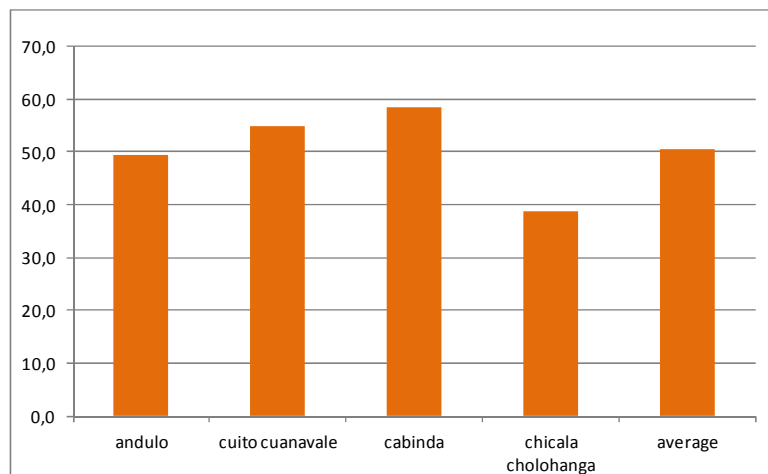
Source: MDP Community Score Card Database

In both sets of data, Andulo and Chicala Cholohanga have a better performance than the other two municipalities (Cuito Cuanavale and Cabinda). In the four municipalities, perceptions about the level of development of the municipal forum, as well as of the quality of the participatory processes are generally positive (higher than the midpoint of the scores – 2.5 or 50). Cabinda's communities'

perceptions' score about the level of development of the municipal forum is the lowest, which is understandable, due to the particularly sensitive political situation of this municipality. According to some interviewees, in some cases MDP community gatherings and participation were confused with political parties' activities. The difficult conditions of Cuito Cuanavale, a municipality severely affected by the civil war and with few experiences of community development can also explain the relatively weaker performance in comparison to other two municipalities.

Government scorecards, presented in figures 3 and 4, show that government representatives have a slightly different opinion about the participatory processes and fora in the same municipalities. Thus, the weak performers according to the communities – Cabinda and Cuito Cuanavale – became the good performers, from the government representatives' points of view, in the two indicators.

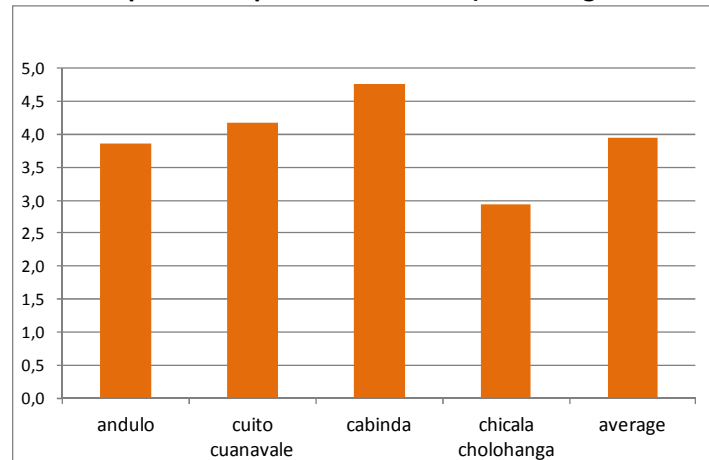
**Figure 3: Perceptions on Participatory Processes (By the Government)**



Source: MDP Government Score Card Database

The results stemming from the score cards show that participation has improved, taking into account that at the departure point (at the beginning of the program) there were no mechanism for community participation. The average assessment of the participatory processes in both cases is at the mid-point of the scale (approximately 50); whilst in the development fora index the score is higher than 50% of the scale range.

**Figure 4: Municipal Development Fora Index (According to Government)**



Source: MDP Government Score Card Database

As mentioned before, the metrics of this program poses serious challenges, due to the complexity of measurement of its impact. These indicators provide subsidies to assess the impact of the program. However, the information provided is related to the period between 2009 and 2011, three years after the beginning of the program, and it is not clear how the perceptions about participation have evolved. A panel analysis, based on a sound sampling method, would provide a more accurate view about the impact of the program over time using these indicators.

Monitoring metrics aside, the main impact of the program can be considered the incorporation in the municipal governance practices – in the administration and in the communities – of participatory practices, manifested in the awareness and increasing the initiative of the communities and the civil society to engage with other citizens and the government in shaping the local development. Even with the caveats that will be presented in the following sections, the evaluation team, based on the field work and the interviews made with various stakeholders, had the strong impression that the MDP has substantially changed either the lives of some communities or the approach and the tools the municipal administrations used to perform their responsibilities, or both. The next section will shed more light on this, assessing what contribution the program made at the community, municipal, provincial and national level, followed by the section that details the outputs per each result of the program.

#### **4.2. Contribution of the Program Outcomes at Various Levels**

The program can be considered successful in attaining its purpose; however, its contribution across the targeted municipalities as well as at the different levels varied. This sub-section analyses what contribution the program made at the community, municipal, provincial, and national levels.

At the community level, ODAS have been very active actors in demanding accountability and rights. For example, in Chitato some Sobas succeeded in working with the provincial government to remove an illegal prohibition of a mining company for small-scale diamonds' mining, whilst the company was not employing the local people (MDP 2009a:7). In the same municipality, in Calumbia, the ODA successfully ensured that a mining company reconstructed a water point after its attempts to forgo its social responsibility obligations, and despite having bribed a local Soba to avoid compensating the community (idem).

ODAs have also been active in conflict resolution. For example in Cabinda, in the community of Lucula Zenze (Tchinsua commune) the local ODA worked with local authorities to solve, in a consensual manner and with MDP as adjudicator, a conflict between the local communities and companies that were being accused by the former of destroying the latter's important natural resources, without due compensation (MDP, 2009a:7). The significance of the ODAs in consensual conflict resolution methods can be illustrated by the way different communities of Chitato – Cambulo and Calumbia – tried to solve the problem of lack of employment for local people with a mining company. Whilst in the other community, Cambulo, facing the same problem, the members preferred to confront the company throwing stones and smashing windows, in Calumbia the community opted for an engagement in a formal and more structured dialogue, which was made possible because of the existence of the ODA (MDP, 2008a:15-16).

At the national level the program has contributed to the adoption of an integrated vision of the participatory planning in the country through the adoption of the IDP manuals through IFAL. It also has contributed for the training of municipal staff with the production of the Manual of Financial management, in conjunction with the Ministry of Finance, also adopted by IFAL.

Moreover, the MDP municipalities positively contradict the general trends of weak participation of municipalities in the design of national policies and programs. In this regard, an analysis of the 2012 budget carried out by the civil society organizations Angola Political and Social Observatory (OPSA) & Action for the Rural and Environmental Development ADRA shows that the participation of civil society and local governments (provincial governments and municipal administrations) in the State Budget is still weak. The participation of civil society in the design of the Programa Municipal Integrado de Desenvolvimento Rural e Combate à Pobreza (PMIDRCP) at the local level is also weak (OPSA & ADRA, 2011).<sup>12</sup>

However, the MDP experience seems to contradict this trend. In January 2011 the Casa Civil hosted the First Forum on the Implementation of Integrated Municipal Programs to Combat Poverty (PMIDRCP). The participants of this event were representatives from central and provincial governments, directors of finance and municipal administrators. In the meeting, the Minister of State for the Casa Civil, Mr. Carlos Feijó, stressed the importance of participatory planning and the involvement of civil society in combating poverty. This Forum was considered a result of the advocacy effort led by ODAs and civil society supported by the MDP, and has been considered an evidence of this program's influence at the national level. The recommendations of the meeting include the promotion of MDP's mechanisms of integrated development planning to address poverty reduction (MDP, 2011b:3). In the MDP municipalities the program has supported the municipal administrations in integrating the IDPs to the PMIDRCP, which, at least in these municipalities, is contributing to change the non-participatory tendency of this national policy instrument.

Generally, at the national level the most immediate contribution has been more on the operational aspects of the ongoing policies – such as methodologies of integrated municipal development planning (IDPs) and in training in financial management – and less on shaping policy and legislation per se. The relatively weak contribution to policy and legislation, were due to four factors:

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<sup>12</sup> OPSA – Observatório Político Social de Angola & ADRA – Acção para o Desenvolvimento Rural e Ambiente (2011). *Análise Preliminar do OGE 2012*. Luanda, Dezembro de 2011.



- i) Changes in the leadership of the ministry, mainly the replacement of Vice Minister of MAT, Mr. Mota Liz, who had been championing decentralization and was open to dialogue with civil society (Suyama et al, 2009; MDP, 2008c). In the absence of a formal institutional agreement with the ministry, the replacement of the leadership changed the relations with the program, and consequently limited the possibilities of contact of the program with MAT, a Central Government actor key in decentralization policy and legislative issues. This had also operational implications at the local level. Without leverage from a central level actor like MAT, which participated in the selection of the municipalities of the program, or a policy instrument, the MDP had to continuously renew the alliances with the provincial governments and municipal administrators in most of the times new appointees came to office. In the case of Cabinda, this has contributed to delay the implementation of the program;
- ii) The change in the institutional setting stemming from the new constitution, with Casa Civil – an entity linked to the Presidency and with much less contact with MDP – assuming new responsibilities in decentralization;
- iii) The demobilization of the decentralization group (DWG), and consequently lack of an active coalition and channel for advocacy that used to have a more direct contact with MAT and the fourth commission of the Legislative branch; and
- iv) The generally weak role civil society plays in policy-making and in the legislative process in the country, which cannot be changed by a program targeting only few municipalities like MDP.

These factors, which are beyond the control of the program, reduced the entry points and opportunities of the program to directly influence national policy. Nevertheless, the program had a remarkable influence on key operational processes of the implementation of the existing policies, such as those described above: planning methodologies, training methodologies and materials. Through a strategic alliance with IFAL, the MDP is contributing for the capacity development of municipalities all over the country in the areas of strategic development planning and public financial management. The creation of communal and municipal forums, and the federated network of ODAs which led to the establishment of a National ODA, were the main factors, given the above national constraints, which contributed most to the visibility of the MDP's community participatory methods beyond the context of its targeted municipalities. The National ODA was legalized in November 2011. However, the lack of a legal and binding instrument incorporating the ODAs into the institutional setting of local governance pose a moderate risk to the continuation of these entities and it is not sure whether after the end of the program their participation at the local level will continue being vibrant.. Therefore, whilst at the discursive level these experiences are reasonably well known and praised among the experts within government, donors, MDP staff, beneficiaries and civil society dealing with decentralization issues, their incorporation into the decentralization institutional setting is not guaranteed and their contribution to local governance can end up being lost, unless advocacy efforts are intensified to keep these initiatives up on the country's decentralization agenda.

Finally, the MDP's influence at the provincial level has been somewhat intangible and ambiguous, mostly depending on the combination of the interaction between Municipal Administrations and Provincial Governments' leaderships. The signature of a tripartite Memorandum of Understanding (MoU) between Provincial Government, Municipal Administrations and the MDP for the implementation of the program was among the key initial activities of the program. Nonetheless, this did not necessarily contribute to the integration of the MDP's activities and results into the Provincial Governments' processes. Regarding this point, the program has different examples that show the variation of this

contribution. For example, Andulo's good performance was used by the Governor of Bié to group municipalities according to their capacities and to stimulate exchange of experiences using the good practices in good governance by Andulo's municipal administration as a stimulus for the improvement of capacities by weaker municipalities (interview). This allowed the MDP to have spill-over effects on other municipalities of the province, hence, expanding the experience beyond Andulo.

In the case of Cabinda the outcome was different. Stemming from the complex political environment, the program had difficulties in liaising with the provincial government, which was also exacerbated by the continuous change of governors in this province. In this regard, the program had to continuously spend time and effort to reactivate the relations with the Provincial Government in order to create a working environment for the implementation of MDP in Cabinda. This had implications on the impact of the program in the province, which had less spill-over effects than in Bié.

As mentioned above, provinces had different experiences, and consequently the impact of the program at this level varies. Looking globally at the different provinces, contributions of the program in two areas can be highlighted: to local governance processes and structures and to administrative processes. Regarding governance the program contributed to the creation of a critical mass of the participatory planning process through the creation of ODAs' federations, the revitalization of Municipal and communal forums and incentivizing participation in the CACS. This critical mass can play a relevant role in future policy discussions about the decentralization process, and particularly in the forthcoming process of creation of autonomous local authorities (autarchies). In the administrative area, MDP's training for municipal administrations on budgeting and financial management is considered to have contributed significantly to the improvement of the quality of the financial reports, which are mandatory to send to the Provincial Government (MDP, 2008a:13). Not much is documented about the effects of this training on the financial management at the provincial level for a conclusive assessment of the MDP's contribution in this area.

#### 4.3. Main Outputs and Overall Performance of the Program

Along its three results the program produced mostly all of the expected outputs and in some cases it even outperformed the expected outputs. This section presents the main outputs per result and the level of achievement against defined targets.

***Result 1: Municipal planning, budgeting and project implementation routinely follow a process of broad and inclusive community participation, meet minimum standards for design, implementation and accountability and feed effectively into the provincial planning and budget process.***

Under this result the program supported the five municipalities in the preparation of the municipal profiles and design of Integrated Municipal Plans (IDPs) based on participatory mechanisms. The program also trained municipal administration staff, ODAs and communities to gather information for the municipal profile and on methodologies of participatory planning. Based on these capacities, the municipalities were able to update their municipal profiles. Training on public management matter, such as financial management, budgeting and procurement involving staff from municipal and communal administration were at the core of the objective of strengthening the capacity of the municipal administrations. In this process, a total of 14,715 people were trained in 470 training activities carried out by the program. In the component of training the program achieved 162% of the target.

**Result #2: Targeted communities can organize themselves effectively to make decisions, feed into local issues and demonstrate basic skills in participatory planning, management, and evaluation.**

The program also supported in the creation or activation of already existing Communal and Municipal forums, and supported the organization of CACS in the five municipalities of the program. ODAs and forums were capacitated to participate effectively in the communal and municipal forums and to contribute in the CACS, as part of the strengthening of the participatory processes in planning specifically and local governance in general. Table 1, based on the MDP Monitoring and Evaluation (M&E) data base shows that a total of 88 communal forums, 42 municipal forums and 19 CACS were held with direct support of the program. Cabinda is the municipality that held fewer meetings, whilst Andulo held communal and municipal forums and CACS with more frequency.

**Table 2: Community and Municipal Participatory Mechanisms**

| Municipality     | ODAs | Communal Forums | Municipal Forums | CACS |
|------------------|------|-----------------|------------------|------|
| Andulo           | 63   | 29              | 13               | 6    |
| Cuito Cuanavale  | 21   | 14              | 10               | 6    |
| Cabinda          | 37   | 13              | 4                | 1    |
| Chicala Chohanga | 54   | 19              | 10               | 2    |
| Chitato          | 43   | 13              | 5                | 4    |
| Total            | 218  | 88              | 42               | 19   |

Source: MDP Quarterly Results by Indicators (2006-2012) Database

At the community level, the program supported the creation of 218 ODAs. A total of 339 ODAs and 195 communities were involved in the delivery of basic services from 2008 to 2011 as presented in table 2 (since some ODAs/communities were involved in the delivery of more than one project). In the first quarter of 2012 additional 4 communities and 5 ODAs were involved in service delivery in Cuito Cuanavale, totaling 199 communities and 344 ODAs.

**Table 3: Number of ODAs and Communities Involved in Service Delivery**

| Municipality | 2008 |         | 2009 |         | 2010 |         | 2011 |         | Total |         |
|--------------|------|---------|------|---------|------|---------|------|---------|-------|---------|
|              | ODAs | Commun. | ODAs | Commun. | ODAs | Commun. | ODAs | Commun. | ODAs  | Commun. |
| Andulo       | 18   | 8       |      |         | 12   | 12      | 45   | 29      | 75    | 49      |
| Cuito C.     | 41   | 39      |      |         | 7    | 6       | 10   | 11      | 58    | 56      |
| Cabinda      | 3    | 3       |      |         | 2    | 2       | 7    | 7       | 12    | 12      |
| Chicala Ch.  | 40   | 5       | 92   | 12      | 12   | 8       | 12   | 15      | 156   | 40      |
| Chitato      | 38   | 38      |      |         |      |         |      |         | 38    | 38      |
| Total        | 140  | 93      | 92   | 12      | 33   | 28      | 74   | 62      | 339   | 195     |

Source: MDP Quarterly Results by Indicators (2006-2012) Database

The indicators on the participation of ODAs and communities in service delivery were not cumulative although there were annual targets. The overall calculation of the level of achievement was made based on the average of the annual targets, divided by the total number of ODAs and communities involved in

service delivery for each indicator. The result of this exercise is a level of achievement of 167% and 109%, for the ODAs and communities respectively. Tables 4 and 3 present annual performance against targets and the average contribution of each municipality. Due to their specificity, the performance of these indicators will be discussed in more detail below.

**Table 4: % of ODAs Involved in Service Delivery against Defined Targets**

| Municipality                         | 2008       | 2009      | 2010      | 2011      | Average contribution to Targets |
|--------------------------------------|------------|-----------|-----------|-----------|---------------------------------|
| Andulo                               | 18         |           | 5         | 15        | 12,7                            |
| Cuito Cuanavale                      | 41         |           | 3         | 3         | 15,7                            |
| Cabinda                              | 3          |           | 1         | 2         | 2,0                             |
| Chicala Chohohanga                   | 40         | 42        | 5         | 4         | 22,8                            |
| Chitato                              | 38         |           | 0         |           | 19,0                            |
| <b>Total Achieved Against Target</b> | <b>140</b> | <b>42</b> | <b>14</b> | <b>24</b> |                                 |

Source: MDP Quarterly Results by Indicators (2006-2012) Database

Chicala Chohohanga is the municipality with more ODAs involved in delivery of basic services, followed by Chitato, although the implementation of the program in this municipality ceased in 2008.

**Table 5: % of Communities Involved in Service Delivery Against Target**

| Municipality                         | 2008      | 2009     | 2010      | 2011      | Average contribution to Targets |
|--------------------------------------|-----------|----------|-----------|-----------|---------------------------------|
| Andulo                               | 4         |          | 9         | 19        | 10,7                            |
| Cuito Cuanavale                      | 19        |          | 4         | 7         | 10                              |
| Cabinda                              | 1         |          | 1         | 5         | 2,3                             |
| Chicala Chohohanga                   | 2         | 5        | 6         | 10        | 5,8                             |
| Chitato                              | 18        |          | 0         |           | 9,0                             |
| <b>Total Achieved Against Target</b> | <b>44</b> | <b>5</b> | <b>20</b> | <b>41</b> |                                 |

Source: MDP Quarterly Results by Indicators (2006-2012) Database

Andulo and Chitato were the municipalities with more communities involved in service delivery.

MDP contributed to the creation and promotion of mechanisms for discussion, decision-making combined with follow-up on issues discussed in forums. According to the definition of the USAID M&E guidelines, these mechanisms can be the municipal forums, civil society conferences, CACS and other events involving mostly government and societal actors. Exceptionally, the meetings can only involve civil society actors or ODAs, but what is a distinguishing aspect in these arenas is that decisions are taken

and followed upon. These are considered spaces of change, which can be led by or come from either the government, civil society or even the private sector.<sup>13</sup>

**Table 6: Mechanisms of Discussion, Decision and Follow Up of Concerns**

| Municipality       | 2007 | 2008 | 2010 | 2011 | 2012 | TOTAL | % CONTRIBUTION TO TARGET |
|--------------------|------|------|------|------|------|-------|--------------------------|
| ANDULO             | 13   | 12   | 26   | 28   | 8    | 101   | 31%                      |
| CUITO CUANAVALÉ    | 6    | 5    | 29   | 16   | 4    | 73    | 22%                      |
| CABINDA            | 4    | 7    | 15   | 4    | 1    | 49    | 15%                      |
| CHICALA CHOLOHANGA | 11   | 12   | 32   | 28   | 9    | 110   | 33%                      |
| CHITATO            | 4    | 12   | -    | -    | -    | 46    | 14%                      |
| NATIONAL           | 1    | 1    | -    | 3    | -    | 5     | 2%                       |
| TOTAL              | 39   | 49   | 102  | 79   | 22   | 384   | 116%                     |

Source: MDP Quarterly Results by Indicators (2006-2012) Database

Generally the program output in stimulating the creation of mechanism for effective change has been beyond the initial targets in all but two years. Chitato, Chicala Cholohanga and Andulo had used more of these mechanisms than Cuito Cuanavale and Cabinda, although in these municipalities there has been a remarkable recourse to these forms of deliberation.

Resulting from the implementation of the program, and as a process of strengthening the dialogue between the communities and the local government, formal interactions between municipal administrations and ODAs or other civil society actors<sup>14</sup> have increased from occasional meetings in municipalities of Andulo and Cuito Cuanavale (the baseline indicates 4 and 3 meetings respectively) to an expressive number of 685 meetings, signaling a radical change in the relation between government and communities in the five MDP's municipalities. Formal meetings were more frequent in Andulo and less frequent in Cuito Cuanavale and Cabinda (table 6).

<sup>13</sup> PDM (n/d). Monitoria e Avaliação do PDM. Power Point Presentation.

<sup>14</sup> The formal interactions indicator indicates how many times in a month or quarter the municipal administration and ODAs (or other civil society actor) met.

**Table 7: % of Formal Interactions (AM and Civil Society) Against Target**

| Municipality       | 2007       | 2008       | 2009      | 2010      | 2011       | 2012      | TOTAL      | % CONTRIBUTION TO TARGET |
|--------------------|------------|------------|-----------|-----------|------------|-----------|------------|--------------------------|
| ANDULO             | 67         | 33         | 20        | 32        | 72         | 9         | 233        | 33%                      |
| CUITO CUANAVALÉ    | 26         | 20         | 9         | 23        | 19         | 8         | 105        | 15%                      |
| CABINDA            | 37         | 27         | 15        | 11        | 21         | -         | 111        | 16%                      |
| CHICALA CHOLOHANGA | 31         | 41         | 14        | 25        | 51         | 5         | 167        | 24%                      |
| CHITATO            | 22         | 17         | 30        | -         | -          | -         | 69         | 10%                      |
| <b>TOTAL</b>       | <b>183</b> | <b>138</b> | <b>88</b> | <b>91</b> | <b>163</b> | <b>22</b> | <b>685</b> | <b>96%</b>               |

Source: MDP Quarterly Results by Indicators (2006-2012) Database

Table 8 presents the figures about events that produced any kind of consensus<sup>15</sup> in the interaction between the local government and society. The data cover only two years, which is a limitation for an analysis of how this process is consistent and sustainable. This indicator was only introduced in 2010. The two year period suggest a significant improvement in the performance of the program in supporting consensus building in the municipalities. A total of 256 actions, out of 260 projected, involved consensus building, yielding an average rate of achievement of 98% for the two years.

**Table 8: % of Actions of Consensus Building Carried Successfully Against Target**

|                    | 2010      | 2011       | 2012      | TOTAL      | % CONTRIBUTION TO TARGET |
|--------------------|-----------|------------|-----------|------------|--------------------------|
| ANDULO             | 21        | 61         | 7         | 89         | 34%                      |
| CUITO CUANAVALÉ    | 19        | 34         | 9         | 62         | 24%                      |
| CABINDA            | 14        | 34         | -         | 48         | 18%                      |
| CHICALA CHOLOHANGA | 11        | 36         | 10        | 57         | 22%                      |
| <b>TOTAL</b>       | <b>65</b> | <b>165</b> | <b>26</b> | <b>256</b> | <b>98%</b>               |

Source: MDP Quarterly Results by Indicators (2006-2012) Database

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<sup>15</sup> The MDP M&E guidelines consider consensus as the change of one's mind, behavior or reaching an agreement to accommodate the ideas of the other interlocutor – normally the municipal administration discussing and coming to an agreement with the civil society or the Provincial Government accommodating the points of view of the municipal administration. This change can be a result of a meeting, training or a forum. The indicator was introduced in 2010.

**Result #3: Completed projects demonstrate social inclusion value to the community, including sufficient community support to give evidence of sustainability.**

This result comprises the program initiatives that promote the community’s capacity to cooperate to manage its affairs and be able to sustain processes of improvement of their conditions.

Among the activities under this result are typical activities aimed at improving the “soft” element of governance, under this the building of human and social capital; and a “hard” or practical element related to service provision, building of infrastructure and capacity development to solve problems faced by the communities.

Regarding the “soft” element, the program contributed considerably to the promotion of collaborative action in the communities aimed at resolving their own problems. The M&E data base indicates a baseline of only 7 collaborative initiatives at the beginning of the program. This number increased to 822 initiatives. Interestingly, the municipalities that normally perform relatively poorly in other indicators in comparison to other, namely Cabinda and Cuito Cuanavale, in this indicator are performing better. Generally the expected outputs were achieved.

**Table 9: % of Concrete Collaborative Initiatives Against Target**

| Municipality       | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | TOTAL | % CONTRIBUTION TO TARGET |
|--------------------|------|------|------|------|------|------|------|-------|--------------------------|
| ANDULO             | 0    | 5    | 12   | 20   | 51   | 62   | 17   | 167   | 31%                      |
| CUITO CUANAVALÉ    | 0    | 16   | 21   | 8    | 54   | 60   | 20   | 179   | 33%                      |
| CABINDA            | 0    | 3    | 113  | 14   | 23   | 34   | 6    | 193   | 36%                      |
| CHICALA CHOLOHANGA | 0    | 8    | 43   | 19   | 55   | 78   | 17   | 220   | 41%                      |
| CHITATO            | 0    | 4    | 22   | 37   | -    | -    | -    | 63    | 12%                      |
| TOTAL              | 0    | 36   | 211  | 98   | 183  | 234  | 60   | 822   | 151%                     |

Source: MDP Quarterly Results by Indicators (2006-2012) Database

The implementation of micro-projects had also a motivational and didactic drive, which, apart from providing basic services and contributing to improving social and human capital consisted of putting in practice the values of transparency, accountability and efficient management of resources.

Generally the micro-projects have been successful in complementing the GoA’s reconstruction efforts, providing the communities with opportunities for building social infra-structures, investing in small-businesses and even building their capacities to be able to respond to their social and economic needs, through vocational training or training of traditional midwives, who play an important role in the communities, often with deficient access to the regular health system.

Initially small projects were fraught with excessive red tape, mainly due to the financial management demands of the funding, which was endangering the motivational aspect of this initiative and at some point the credibility of the program among the communities. To allow for a swifter disbursement of funds, the MDP created a more flexible funding mechanism, the Caixa de Parceria Municipal, comprising representatives of the communities, of the municipal administrations and of the MDP. This mechanism combined flexibility and accountability, through a considerable reduction of red tape and for allowing the participation of the main stakeholders in the management of the micro-project funds.

Table 9 below summarizes the level of implementation of the micro-projects. Until December 2011, more than 90% of the projects approved had been completed and benefitted more than 17,000 people and 13,000 families. According to the October-December 2011 Quarterly Report (MDP, 2012), six micro-projects were due to be finalized and inaugurated in January 2012. The targets of the program pertaining to the micro-projects are not included in the M&E indicators matrix; hence, it is not possible to assess the performance against the targets. Another element that would be important to assess is the rate of the disapproved projects, which would provide insights about the effectiveness of the program in building capacities in the communities to design projects. However, the team had the opportunity to visit micro-projects in the four municipalities and witnessed that, apart from their social utility; the micro-projects often stand-out in often poor areas where they are built as the most solid infrastructure.

**Table 10: Implementation of Micro-Projects (until December 2011)**

| Municipality    | Projects Approved | Completed Projects | Projects by end | Approved not started | Beneficiaries     |               |
|-----------------|-------------------|--------------------|-----------------|----------------------|-------------------|---------------|
|                 |                   |                    |                 |                      | Individual people | families      |
| Andulo          | 19                | 9                  | 10              | 0                    | 12,138            | 8,324         |
| Cabinda         | 10                | 8                  | 2               | 0                    | 2600              | 970           |
| Chicala         | 42                | 40                 | 0               | 2                    | 1.083             | 3,823         |
| Cholohanga      |                   |                    |                 |                      |                   |               |
| Chitato         | 5                 | 5                  | 0               | 0                    | 0                 | 0             |
| Cuito Cuanavale | 16                | 4                  | 4               | 8                    | 1.439             | 620           |
| <b>TOTAL</b>    | <b>91</b>         | <b>66</b>          | <b>16</b>       | <b>10</b>            | <b>17,260</b>     | <b>13,737</b> |

Source: MDP micro-projects database 2006-2011

The component of the micro-projects received a considerable boost in the second phase of the program, with the provision of additional funding. As mentioned before, in the second phase of the project, after the extension and provision of additional funding in 2009, a water component was introduced, aimed at improving access to water to the communities of the MDP municipalities. The projects consisted of assisting and strengthening the capacities of the population and the relevant municipal administration bodies in identifying needs and define projects for water and sanitation. The component included also the creation of Water and Sanitation (GAS) groups to manage the infra-structures, find sustainable ways of mobilizing resources for the maintenance of the water and sanitation infrastructures, and on hygiene and sanitation matters to contribute to the reduction of water-borne diseases. Some of the projects were drawn from the already existing IDPs, which reinforced and demonstrated the importance of this



instrument among the communities. The initial goal was to reach 4,000 households or 20,000 people from the program's micro-projects in 2010.<sup>16</sup> However, in the period October 2010 – December 2011, water projects benefited 46,000 people, more than the double of the expected. This represents a considerable change in access to water in the municipalities of the program (MDP, 2012).

**Table 11: Access to Water from October 2010 to December 2011**

| Municipality    | # of water points built | Average # of people with access to water per water point | # of water systems built | # of people with Access to water | TOTAL         |
|-----------------|-------------------------|--|--------------------------|----------------------------------|---------------|
| Andulo          | 8                       | 1000   | 1                        | 3,000                            | 11,000        |
| Cabinda         |                         |  | 3                        | 6,000                            | 6,000         |
| Cuito Cuanavale | 3                       | 1000   | 1                        | 3,000                            | 6,000         |
| Chicala Choloh. | 23                      | 1000   |                          |                                  | 23,000        |
| <b>TOTAL</b>    |                         |  |                          |                                  | <b>46,000</b> |

Source: MDP, 2012:15

Table 10 summarizes the main results of implementation of the water component, from October 2010 to September 2011. The figures might have changed at the time of the conclusion of this evaluation, since the MDP's October – December 2011 Quarterly Report, mentions that among the six micro-projects to that had to be concluded and inaugurated in January were two water points (MDP, 2012:13).

**Table 12: Savings and Water & Sanitation Groups**

| Municipality       | Savings Groups | Water and Sanitation Groups (GAS) |
|--------------------|----------------|-----------------------------------|
| Andulo             | 26             | 21                                |
| Cabinda            | 7              | 9                                 |
| Chicala Cholohanga | 10             | 10                                |
| Cuito Cuanavale    | 4              | 12                                |
| <b>TOTAL</b>       | <b>47</b>      | <b>52</b>                         |

Source: MDP database

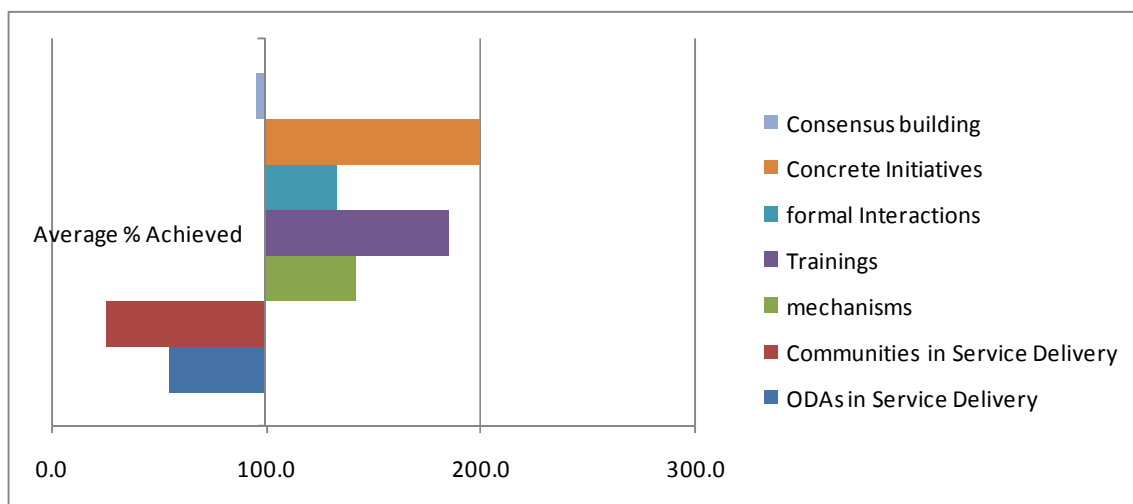
Table 12 presents the number of water and sanitation groups (GAS) and Saving groups that were created. These are community forms of organization aimed at service delivery. Andulo is the municipality with the most groups created, followed by Chicala Cholohanga. These two municipalities have generally a consistent performance in all other indicators, which might be suggesting that some of

<sup>16</sup> CARE (2009). *The Municipal Development Program's WASH program in Angola – October 2009 until September 2010: Proposal for USAID*. CARE International in Angola.

these areas are integrated and are contributing jointly for the strengthening of the communities, at the same time, on the “soft” and “hard” aspects of governance.

Taking into account the assessment of the various indicators along the three results presented, the performance of the program, measured by its outputs against the targets, is very good. Figure 5 below summarizes the performance of the program based on its key performance indicators that have been systematically monitored throughout the MDP’s course. Four indicators, out of seven, had a performance higher than 100%. The program targets in training and in the various participative and dialogue mechanisms were met and outnumbered. Involvement of ODAs and communities in service delivery did not attain the pre-defined targets, at least taking into account the yearly performance against the targets. The explanation is given below.

**Figure 5: Average % of Outputs Achieved on Key indicators Against Targets (2006-2011)**



It is important to stress that the program has produced an impressive number of outputs for a relatively short period of time and taking into account the difficult conditions of staffing, infrastructure and sometimes lack of cooperation from the municipal administrations (mainly from recent appointees), which per se justifies its positive assessment. Moreover, during the field work and in most of the interviews the evaluation team received a generally positive feedback about the program. It is also important to mention that in the indicators of the participation of the ODAs and communities in service delivery the targets were defined annually and were not cumulative. According to the program management, setting a target for these two indicators from the outset of the entire program period was difficult, because the experience was completely new. Involvement of ODAs and communities in service delivery is also a finite exercise, since there is a limited number of ODAs and communities and their involvement in service delivery can be perpetual and tends to stabilize over time, with less or declining marginal involvement in service delivery. The continuous extension of the program made things more complicated. Moreover, the water component was introduced in 2010, hence, creating another opportunity for community participation. In sum, in the words of the MDP management, these indicators had moving targets, which complicated the setting of stable numerical targets for the entire period of the program. For evaluation purposes, the MDP M&E team set a target for the entire period, based on the average of the annual targets. This operation resulted in an outstanding performance –

167% and 110 of achievement for the ODAs and communities respectively. To allow for a sound comparison of the annual performance of each indicator, the aggregate total was not included in figure 5. Rather, it was used the average % of achievement against targets, since it is perfectly applicable to all other indicators. Whilst the outstanding performance presented above cannot be soundly justified, because targets were continuously changed, and the methodology used to define the target for the whole period of the program is questionable, to classify the involvement of these entities as weak would also be unfair. What is important to take into account is that despite difficulties in achieving the annual targets, the performance of the program in this indicators in nominal terms – 344 ODAs involved in service delivery and 199 communities – was good, since it contributed to substantially involve the communities in service delivery and to set new standards of service provision at the municipal level.

#### **4.4. Changes in the Context During the Implementation of the Program**

As indicated in the introduction, since its beginning, the program had to deal with a constantly changing environment. Major changes that can be highlighted to illustrate how the program reacted to a changing environment are: the approval of the decentralization law 02/2007, the introduction of the Programa de Melhoria da Gestão Municipal (PMGM), the approval of the new decentralization law 17/10 and the launching of the Programa Municipal Integrado de Desenvolvimento Rural e Combate à Pobreza (PMIDRCP).

All the above mentioned changes would have been anticipated if there existed a forum of dialogue between the partners implementing decentralization programs and the government. Strategically, the MDP has joined the Decentralization Group but the temporarily demise of this group rendered this move ineffective.

Changes in the leadership of MAT have affected considerably the communication with the central government. Although eventually this communication was established through IFAL, this entity, because of its narrow scope of work and also its only recent history, cannot be considered a strong channel for policy dialogue. The disarticulation of the Decentralization Group (DWG) has also limited the space of dialogue with key policy actors, including the Legislative Fourth Commission, a good interlocutor and channel to reach the national decision-making arenas. According to some interviews, the particularly ambiguous relations between the US Government and the Angolan government during this period, ranging from distance to some tension, has prevented USAID, as the main MDP funder, to circumvent the difficulties the program was facing to engage with the government, using its channels of government-to-government political dialogue to ensure that the program could attain the intended purpose.

These aspects, combined with the fact that the good relations with MAT at the beginning of the program were due to the personal initiative of the Vice Minister at that time, Mr. Mota Liz, than a sound institutional liaison or agreement, rendered this linkage with the government volatile, and eventually, with the change of the Vice Minister the contact with the central government has weakened. In sum, personal relations, than institutional ones, were at the core of the good relations at the beginning of the process. The same pattern is replicated also at the local level, and in many cases, changes in the management of the municipalities have implied some delays in the progress of activities and demanded an extra effort of the program to explain its dynamics to the new appointee and build confidence for the partnership that underpins a sound implementation of any development or governance program. These were the cases in three municipalities in 2009, following the 2008 elections, namely in Chicala Chohanga, where the administrator and the governor changed (MDP, 2009d; 2010a), in Cuito Cuanavale and in Cabinda (MDP, 2009b).

Currently it is argued that the contact with the central government is through IFAL, however, many interviewees have the impression that, again, this contact has been more a result of the open-minded nature of the current director than an institutional decision. Ironically the program was lately suffering from restrictions imposed by IFAL on training activities to the municipalities, which have to be approved by the central government and this was causing delays in the implementation. Being MDP a program that has been negotiated and agreed with the government, this restriction illustrates that effective channels of dialogue between the government and stakeholders in this area are necessary.

Nonetheless, there are signals of changes in MAT, which recently recruited a former MDP manager (from DW), Mr. Belisário dos Santos, to become the National Director for Local Administration. Apart from being a highly qualified professional (he holds a MA in Decentralization from a prestigious British university). Mr. dos Santos has a considerable experience of work with civil society on decentralization issues and can be a good entry point for the dialogue with the central government. In an interview with MAT representatives, the evaluation team was told that the Government intends to revitalize the Decentralization Group (DWG) as a dialogue forum and take a leading role in this mechanism. Whilst this is a signal of good will, experience of similar mechanisms, such as the Development Observatories in a country with a similar political and institutional history like Mozambique, shows that forums comprising of civil society and government in which the government explicitly takes the leading role, can end up being an arena for formal reporting and presentations that do not have policy implications, than an arena for policy dialogue as intended. Therefore, the revitalized DWG has the challenge to balance the coordination and engagement of the various actors and to be, at the same time, a privileged arena of policy dialogue with the Government, but without being captured by the latter, which would limit the quality of its contribution.

However, even with all the difficulties faced in the process, the program managed the implications stemming from these changes well, and ended up producing most of its outputs. A remarkable element of the strategy the program adopted was a continuous analysis of the context in every quarterly report. This analysis improved in quantity and density with time; from a couple of generic paragraphs in early reports to meaningful analysis of the political economy of the country and the world and of the specific decentralization issues. This analysis per se, an opportune reading/mapping of the playing field, allowed the program to devise strategies and tactics to face or sometimes circumvent the obstacles and challenges to its implementation. A remarkable element to face these hurdles was to turn them into opportunities. In this regard, the program saw an opportunity for the intensification of its capacity development to the municipal administrations with the approval of PMGM and promptly initiated a needs analysis of the municipalities to take over the new managerial responsibilities. In MDP's words...

in August MAT developed the Programa de Melhoria de Gestão Municipal (PMGM) which outlines the role of the MA's roles and responsibilities. It also specifies which areas need to be developed in order for local level development to take place. The PMGM will allow the MDP to engage with MAs to identify in which areas need more targeted interventions to support MAT's criteria. Using micro-projects as a means to demonstrate the methodology required to meet local development, and the roles and responsibilities of the MA in this process, will be a practical means of supporting MAs, as well as meeting MDP's own indicators. Again, the IDP model will be mainstreamed as a model of best practice in project selection and implementation (MDP, 2007d:11).

The same occurred with the approval of the law 02/07, which was seen as an opportunity as follows

The new law, Decreto 02/07 will change the context within which the MDP will operate. This new law solidifies councils and forums - 'Conselhos Municipais de Auscultação e Concertação Social' (CMACS) -

as part of the local decision making process. These new councils will have a broad membership, including the municipal administrator and his representatives, private sector, NGOs, churches, and others. MDP will have to make the necessary adjustments to the program to be able to use these new spaces to reach the objectives of the program (MDP, 2007b:9).

#### On the interface with the PMIDCRP...

Casa Civil announced that each municipality must select projects worth of \$2 million in line with the PMIDCRP (...) The municipalities were busy in developing the list of projects that will match with the objectives of PMIDCRP. The MDP municipalities found that their IDP was the best resources to select the projects for submission and to secure funding. MDP-supported municipalities are in a fortunate position as they have already developed an IDP. Therefore, they can easily shift community-prioritized projects into a PMIDCRP and access new GoA funds easily (MDP, 2011a:3).

Occasionally, the program was not able to avoid the negative effect of delays in resuming the program activities after new appointees came to office (e.g. Chitato [MDP, 2008c:3]), lack of willingness of governors to approve some processes (e.g. Cabinda [MDP, 2008d:4; 2009a:4]), or to guarantee that the municipalities involved qualified staff to deliver the outputs on time (e.g. Cuito Cuanavale and Chicala Chohohanga [MDP, 2011c:23]). These are definitely issues of national politics that cannot be managed at the project level, because they belong to the realm of national politics or institutional reforms with a broader scope. Because of their impact on the performance of programs like MDP, these issues should not be overlooked though.

#### 4.5. Sustainability of Achievement

This subsection will analyze the likelihood of sustainability of some of the program outcomes, namely the municipal administrations; capacities for participatory planning; the participatory mechanisms and participation of communities in basic service delivery through the micro-projects implemented so far, and the ODAs.

In the area of creating capacity in municipal administration, human resources training has undoubtedly increased MAs' capacity. However, the limited attractiveness of the municipal administration's salaries in comparison to other sectors, such as health or education, is provoking a high mobility of staff to other areas. Although such individuals may stay within the public sector, this mobility will tend to undermine the capacity development efforts of the MDP to promote municipal administration capacity. The capacity can also be rendered unsustainable by the appointment of new municipal administrators. Many interviewees mentioned that it is common for the new appointees to reshuffle radically their staff, even the technical positions, which tend to generate recurrent problems of lack of capacity and new training programs have to be implemented. Even in the fourth and lasts year of the implementation of the program, the four municipalities were still facing problems of high staff turnover and low qualifications, which were pointed out in the quarterly reports as serious challenges for the implementation of the program (MDP, 2010c). The persistence of this problem, despite the continuous dialogue between the program and the municipal administrations and after continuous training, is a hindrance to sustainability.

In this case it is clear that lack of a tracking mechanism – to follow up the allocation of the staff members trained by the program – combined with an agreement with the government to commit itself to deploy or maintain the personnel trained in the relevant areas have weakened the effectiveness of

the program. Retaining qualified staff is a widespread problem in Angola, even inside the public sector, which is competitive enough to attract professionals from NGOs and even from the private sector, something unlikely in other countries. The program suffered from this competition and it often had to recruit new staff for the national and local offices; hence undermining the progress of some activities, such as the conclusion of the IDP in Cuito Cuanavale and Cabinda. Moreover, mobility across the public sector is usual, caused by the existence of a differentiated and somewhat opaque salary scheme. The evaluation team was told that in some cases municipal administrations are used as entry points for better remunerated jobs in other sectors of the public service, such as education and health. In this regard, it can be said that lack of a human resources strategy instrumental to decentralization that can create the necessary incentives for staff recruitment and maintenance is one of the reasons for the current state of affairs. The other has also to do with the tendency of the new appointees to political positions to reshuffle their staff, often without taking into account previous capacity development efforts to strengthen some sectors. Again, this is a problem to be solved through proper public service regulations, combined with the political commitment to create the capacity of the local governments in the context of decentralization, which would create adequate limitations to the discretionary powers of the local managers to manage human resources.

Concerning planning, the legacy of the project consists of a set of procedural tools, such as the instruments for planning, like the design of municipal profiles (already being carried out by other organizations) and Integrated Development Planning. These tools are being consistently incorporated into the national systems of planning through a process of harmonization and homologation being conducted by MAT, and more specifically IFAL. A joint work with organizations operating in the decentralization area is underway to harmonize methodologies (including concepts) to disseminate the planning tools to all the country. Currently FAS is working in 70 municipalities and another 80 are covered by NGOs or are still uncovered. This opens space for participation of NGOs and other type of partners in the process. The harmonization of the methodologies of planning is undoubtedly a way of ensuring that the legacy of MDP, in combination with the legacy of other organizations participating in the process, will persist beyond the time of the project implementation. Municipal administration staff were also trained in planning methodologies to update the municipal profiles and the Integrated Development Plans using participatory approaches. This process involves more municipalities beyond MDP's. For example, a Municipal Profile training was held in Menongue between the 19<sup>th</sup> and 22<sup>nd</sup> October 2010, involving functionaries of nine municipalities from Kuando Kubango province, apart from those of MDP (MDP, 2011a). However, as in other cases, the sustainability of this capacity is endangered by the high mobility of the municipal administration staff, which is highly likely to occur when a new administrator is appointed.

At the community level, the communities have been strengthened, as well as the mechanisms for civil society participation such as municipal and communal forums and in some cases federation of ODAs were created. Training in many areas, such as service delivery issues, gender, HIV/AIDS, participatory methodologies, project design and community savings was also provided. As a consequence of this support, these forms of community organization contributed to the increase in civil society's participation and also on government's accountability at the local level. However, neither of these mechanisms are formal, nor their representation in the CACS is guaranteed. The accommodation of their participation in real decision-making depends on the discretion of the Municipal Administrator. For example, in Chicala Chohanga a forum meeting was cancelled by the administrator alleging that it was a duplication of the CACS. The forum eventually changed its name to "space for dialogue and participation of civil society" to accommodate this new perception (MDP, 2011b:14). Interestingly, this

happened in the last year (2011) of the implementation of the program, when, supposedly, the concepts should be clear, agreed and consolidated between the program stakeholders.

Some micro projects, like boreholes or water points, will be maintained through community contributions and the communities are already sensitized about this. In some cases the program stimulated the creation of water and sanitation groups (GAS) to manage these initiatives and community savings for the running-costs and maintenance. However, in the cases of water supply systems that demand a generator and a pump, the costs of maintenance and the regular running costs with fuel pose a challenge of sustainability. In some municipalities, systems based on renewable energies are being tried, but still it will need to create capacity for the maintenance of these systems, although the running costs with fuel will be practically eliminated. In this regard, MDP has contributed to a solar energy project being implemented in Andulo, to support 425 households and 31 business units with access to energy using solar panels (MDP, 2012:13). Relatively sizeable projects pose sustainability challenges, even if the government co-participates. For example, in Cabinda, a school (Bonde Pequeno) was abandoned unfinished after the Municipal Administration failed to keep its commitment to provide part of the funding. Still in this municipality, the full functioning of a health center clinic and a nurses' residency was delayed because the municipal administration failed to provide furniture and other type of support (MDP, 2011c).

The approval of the ODA statute (a legal instrument that formalizes the national ODA network by the Ministry of Justice) is considered an additional motivation of ODAs to intensify their community development work (MDP, 2012). However, this does not necessarily guarantee that at the local level ODAs and forums will be granted more space to participate in the definition of local development strategies and on decision-making in general. Moreover, so far, most exchange of experiences between ODAs and the setting up of local and National Federations of ODAs have been promoted and directly supported by the program. This effort needs resources, technical skills and commitment. In some cases these elements might exist, like in the case of a vibrant community and municipal leadership in Andulo, but in others, like in the sensitive political context of Cabinda or in the underdeveloped Cuito Cuanavale, these conditions can be absent. Despite plans to turn ODAs into NGOs, as a way of formalizing their existence, this did not occur up to the end of the project. Consequently, sustainability of these mechanisms will depend on the retention of the skills that have been created in the training, combined with the local authorities' willingness to provide space for civil society participation. But to some extent the creation of ODAs has been too much standardized although the program was operating in municipalities with different situations pertaining to social capital. For example, in Chicala Chohanga, the MDP could have build on capacity building efforts of the Program for the Reintegration of the Angolan Children (PRECA), implemented by Save the Children UK, which was initiated right after the civil war in 2002. The PRECA created voluntary groups and trained them in people tracking, networks of children protection, health committees, development drama (theater) groups and many other types of groups resembling ODAs. The civil society and the municipal administration were capacitated to prepare plans and budgets centered on children, to mobilize funds for the implementation of children protection plans (McLaughlin, 2004). This means that there were previous experiences of community self-organization that were not used to solidify the embeddedness of this new experience into the local society.

Cabinda is an example of a municipality with specificities, where historically NGOs faced serious difficulties to carry out their work, because of suspicions of being linked to the separatist movement. In this municipality ODAs are dominated by public functionaries. Therefore, their community representativeness is questionable. In Cuito Cuanavale, a municipality severely affected by the war and with a low socio-economic development the evaluation team was told that local ODAs "do not

implement projects” and that MDP “does not keep its promises”. Local contractors do not have the technical capacity to bid for infrastructure projects funded by the MDP. Interviewees argue that local ODAs participated in all activity training but most did not have access to funding because they were not able to prepare project proposals with the technical rigor demanded by CARE. The difficulties in accessing funding and in seeing the benefits of participation are considered the main reasons behind the demobilization of many ODA members in Cuito Cuanavale. Interestingly, this is in line with the rationale of the program to include a component of micro-projects, with tangible benefits and a didactic and motivational aspect. With all these restrictions, after the end of the project, some of these initiatives might not survive.

The encouraging point about this issue is that the local and central government representatives, including President José Eduardo dos Santos (MDP, 2008a:12), in their speeches on decentralization are stressing the importance of fostering participatory practices and mechanisms at the local level. However, without a formal institutionalization of the process, the current setting, highly dependent on the local ruler’s personal decision, poses a moderate risk for the sustainability of the achievements made in this area.

The phasing out of the program, dictated by the end of the funding period, comes also with the closing of CARE’s operations in Angola and the transfer of some capacity to a local organization, called Mafico. Previous experiences, such as CDPA (Centro de Desenvolvimento de Parcerias de Angola/Center for Partnership Development of Angola), an initiative of a network of civil society, created to take over the work that was being carried out by the Dutch NGO SNV in developing capacity in civil society organizations, show that it is not easy to transfer capacity to national organizations in the short term. Flow of resources, the social capital necessary to build networks, to mobilize additional funding and even technical capacity cannot be created overnight. These processes need some time to mature and this should inspire future initiatives to consider seriously including national organization in the consortiums. Although an organization like Mafico can do part of what CARE did and can preserve part of the legacy of the MDP, its survival capacity is still unknown and there is a considerable risk of not incorporating the key capacities that allowed CARE to implement the program and also to produce and manage the knowledge about the practices linked to the project. Moreover, fund-raising capacity and experience are key elements that only few local organizations have, and as Angola is moving steadily towards a middle-income country, availability of development funding is reducing, as some donor agencies and international organizations are closing their operations in the country.

#### **4.5.1. *Unintended and unexpected consequences***

Unintended and unexpected consequences resulting from the program can be the potential spill-over effects of the successful initiatives like Andulo’s. For example, the leader of Andulo’s Federation of ODAs is being invited to share experiences across the province of Bié and at a national level(interview). Andulo’s example of the successful utilization of an IDP to mobilize resources is being presented as a good practice to be replicated in the province and in the country. In the case of the province of Bié, the government has urged other municipalities to follow suit and to get inspiration from Andulo to develop their own development plans and use them for the normal planning process and to mobilize resources. In many occasions, government officials recommended that the initiatives of participatory planning, more specifically the IDPs, should be replicated to other municipalities (MDP, 2008b:19).



*Some positive unintended consequences* – micro projects have shown the importance of procurement and how it can allow for an efficient use of resources. It also contributed to the growth of some local economic initiatives, because the scale of the projects does not attract big contractors. There is an impression that prices of regular contracts for some infrastructure funded by the state budget are higher than those funded through the program. This means that MDP micro projects contributed to lower the prices of infrastructures at the local level. The effects of this in the overall competitiveness at the local level can be good if the procurement practices are kept. Nevertheless, realistically, it should not be expected that this, at least in short-term, will change the procurement practices of big scale projects dramatically. However, this is an opportunity to strengthen good procurement practices in the municipal administrations.

#### 4.6. Governance and Management Arrangements

In governance and management arrangements, the key issues raised during the evaluation are: the management (financial rules and M&E system), the nature of the partnership in the consortium, and the working conditions at the local level.

The adoption of one's funder rules, in this case USAID's rules, for program management procedures was one of the contentious issues, which also contributed to the relative confusion about the nature of the relation between the implementing partners. In this regard, the restrictions of a government agency to adopt other entities' rules might have driven the adoption of USAID's rules for the program management, which resonated in the way CARE, as the consortium leader, related to other organizations, because of its primary responsibilities in accounting for the funding. This relative rigidity in the application of the rules, particularly financial ones, has been one of the hindrances for a swifter disbursement of the micro-project funding, which at some point was regarded as endangering the credibility of the program among the communities, and even municipal administrations, and the motivation of the communities to embark on this participatory governance initiative. This problem was flagged in the mid-term review. Eventually the rules were made more flexible, a signal that lessons were learned with the process, but this calls attention to the need of balancing accountability demands and a workable level of responsiveness, particularly in a context of an experimental/pilot initiative and also a novelty to the beneficiaries, like MDP's micro-projects.

The relation between the lead organization (CARE) and other partners was sometimes not clear if it was a partnership or a contractual relation of client and service provider. Despite the agreement between the consortium partners, the discussion of these sensitive issues in the meetings was considered insufficient or even absent. This pattern of relations in programs implemented by multiple organizations seems usual in Angola, as suggested in the meeting of the presentation of the evaluation preliminary results by participants not directly involved in the implementation of the program.

The adoption of donors' procedures as management procedures sometimes collided with implementing partners own organizational procedures. There were also disagreement regarding the selection and performance of project managers (as in Chicala Cholohanga) between the local office managed by the partner organizations, and the central office (CARE). This has impacted on the performance of the program, which had to change the project manager twice. The uncoordinated and sometimes contradictory information about funding and the instability of the project manager position are seen as having contributed to the cold relations with the municipal administration at the final stage of the implementation of the program.

The adoption of USAID's procedure also influenced in the use of this organization M&E system. The mid-term review praised the effort that was done to make M&E operational. However, the review team alerted to the inadequacy of the metrics adopted, which were considered inadequate to capture the performance of the program, due to its strong qualitative nature. This opinion was also echoed by some partners, who see the current system more appropriate for controlling that deriving lessons from the implementation of the program. In using the M&E data to produce some information for this report, the evaluation team detected minor errors of calculation in the excel worksheets, which can be a signal that some links and formulas might have shifted or for some reason are distorted. The M&E team made a visible effort to gather information and to input it into the database. The Municipal Development Program has produced an impressive quantity of good quality information, most of it available in the webpage, and a substantial part of it is captured in the M&E database. To ensure that this tool provides a sound analysis about the program performance, a systematic revision of the links and accuracy of the calculations is necessary to preserve the reliability of data...

Finally, on the working conditions, generally the program faced recurrent problems of understaffing, which at some point affected also the central office. However, it was at the local office where the problem was more acute; the working conditions, mainly lack of communications in the Cuito Cuanavale office, were critical but often basic. During the course of the project the management had to deal with lack of staff in some key positions, even at the central level. However, these difficulties do not seem to have influenced the output of the program, which suggests that the management had the necessary ability to manage the resources available. Currently NGOs face fierce competition from the private sector and the government to keep their qualified professionals. In the very competitive Angolan labor market for qualified professionals, NGOs are becoming a weak player. Nonetheless, the management of the program was able to find the necessary personnel to lead the program at its end.

The phasing out is not being properly explained hence generating confusing impressions. For example, in Andulo the forum secretariat complained that it would need support in equipment and a car to do its job and that part of the resources of the project should be given to them. The municipality is also claiming the same thing. These questions were partially addressed by the program by authorizing the program offices to donate equipment of less than US\$100 a piece to the local stakeholders (MDP, 2012).

#### 4.7. Lessons Learning

In some cases the project was able to learn with past experience and in others it was not. In this regard, learning can be divided in two types: the first has to do with the dissemination of the lessons learnt and the second is related to the incorporation of the lessons in the practice.

Regarding the first element, the mid-term review has raised some points needing follow-up among them:

- The cumbersomeness of the monitoring and evaluation system, whose metrics were considered inadequate and the capacity at the central and local level
- The clear communication of the M&E rationale for the MDP field staff
- Creation of the post of network coordinator

A minor problem, related to the proper use of Portuguese in the M&E forms, was not properly addressed. Some M&E documents still need some language revision.

After these recommendations, the situation that the evaluation team encountered shows a considerable improvement, but there are still some problems in the consistency of the information that need to be sorted out.

The process of gathering elements for learning is also worth mentioning. In this regard, there was a remarkable improvement in the reporting as presented through the quarterly reports. A comparative analysis of the earlier (2006) and later (from 2010 on) reports reveals that reporting has improved considerably, with particular emphasis on the context analysis, namely on economic, political, national and decentralization issues. This allowed the program to take into account the evolving enabling environment and, whenever possible, to adjust the strategies accordingly. Whilst in some aspects, like the legislative and economic contexts, there was not much to be changed, the architecture of the program, based on a forward-looking view of the decentralization trends, besides the implications of the appointment of new officials and a relative loss of institutional memory and linkages in the government bodies, was appropriate to accommodate most of the changes in the institutional and political setting. One of the elements that allowed for this resilience of the program was its focus on community development, which continued being instrumental to the decentralization strategy adopted by the government in the legislative changes that were operated after the beginning of the program. The other element was the strengthening of the planning processes and the relevant capacities in the municipal administrations through the municipal profiles and the integrated development plans (IDP), which were important in the capacity of the municipalities to respond to central government demands for planning in the context of decentralization of funds and poverty reduction national planning (through PMIDRCP). In this context, as mentioned before, MDP municipalities were in a better situation to present plans to these national instruments as well as to manage and account for funds due to the already existing municipal profiles and IDPs, as well as the capacities for planning and financial management strengthened through MDPs training activities delivered throughout the implementation of the program.

Most of the information that is produced in the program is available in the website's home page, which is user's friendly. The program created a bulletin, named "Voices from the Field", that portrayed real successful stories of ordinary people and communities coming from the MDP interventions. The bulletin was produced in Portuguese and English, printed and distributed to various stakeholders, and it is also available in the webpage. However, a considerable part of the information is still in English, which limits its accessibility by the broader Angolan public.

Lessons learning can also be seen from a backwards-looking perspective. In this regard, despite asserting that MDP was based on previous experience of the consortium partners, past initiatives of community development were to some extent overlooked. The standardized approach adopted in the implementation of ODAs might explain the differences in performance between the four municipalities and particularly the relatively weak performance of Cuito Cuanavale and Cabinda. In the case of Cabinda, the sensitive political environment does not favor the emergence of a vibrant civil society and the operations of NGOs implementing development programs still face some obstacles. This has implications on the composition of the ODAs and municipal forums, which still have a strong representation of municipal public servants, then, cannot be considered true civil society organizations. Most of the ODAs' Presidents interviewed by the evaluation team in Cabinda were either municipal and communal administrations public servants or traditional leaders (Sobas). For example, the President of the Municipal Forum and of the ODAs' Federation is the head of the Social Affairs Section of the

Municipality Administration. Although some interviewees justified this arrangement as appropriate to increase the articulation between the municipal administration and these forums, the non-community origin of the high-rank representatives of these mechanisms sheds doubt on their participatory nature and also on their sustainability. This example is consistent with the relatively low score attributed to the participatory processes and mechanisms by the communities of this municipality as presented above. This point was also raised in the mid-term report, which alerted that a too much standardized approach in the creation and composition of the ODAs faced some resistance in one municipality, “because it did not take sufficient account of already existing forms of local social organization and identity” (Lubkemann & Neves, 2008:11).

#### *4.7.1. Cross-cutting issues*

Cross-cutting issues, such as gender, HIV/AIDS, and environment were incorporated into the program and were implemented. Thus, the program has addressed HIV/AIDS and gender in a creative way. For example, through empowerment of women and creation of ODAs the project contributed to challenging the taboo of women intervening in public. In a community visit a woman told the evaluation team that she realized that she did not need an assistance of men to solve complex problems and that she could also be heard in the problem solving in the community. The program trained communities on hygiene and sanitation, assessment of disasters vulnerability, and all the micro-projects have a detailed section explaining how it will mitigate environmental damage or reap potential environmental benefits. ODAs, municipal and communal administrations were trained in environmental management to prevent adverse impacts resulting from the implementation of the micro-projects (MDP, 2011d).

## 5. CONCLUSIONS AND RECOMMENDATIONS

This section comprises three subsections and will present the program evaluation conclusions, the lessons learnt and the recommendations. The conclusions will focus on the main findings of the evaluation, mainly the aspects related to the performance of the program. In line with the request to make a more analytical analysis, the lessons learnt subsection will focus on some key aspects of the evaluation and of the program to provide broader insights for the way forward. These two subsections will subsidize the recommendations, presented in the third subsection.

### 5.1. Evaluation Conclusions

According to its logical framework, the purpose of the MDP is to increase the accountability of municipal governments to the communities they serve and to achieve broad community participation in decision-making and oversight of local public investments.

Based on the evidence available and presented in this evaluation, the conclusion is that the program's purpose has generally been attained, mostly regarding the broad community participation in planning (decision-making) and in the oversight of a specific set of public investments: those planned and decided upon with the participation of the communities, in this case, the micro-projects. Additionally, through the support in the introduction of the mechanisms and methodologies of participatory planning; whose output were the municipal profiles and the integrated development plans, the program contributed to the creation of a sound basis for a productive dialogue and participation in the pursuance of socioeconomic development in the targeted municipalities. The program was also successful in building awareness in the communities on their rights and capacities to participate in the public arena in policy-making, as well as in their potential to be able to solve their problems through self-organization. In sum, all the MDP municipalities produced their municipal profiles and their integrated development plans, and these tools are becoming the cornerstones of their development planning; even to access central government funds and to link up with broad national strategies, as the PMIDRCP.

This process of planning will likely be consolidated with the adoption of the methodologies used to all the country. The same is not guaranteed regarding the mechanisms of community participation, which still depend on their legal incorporation in the formal structures of participation at the municipal level (the CACS). In November 2011 the ODAs were legalized. This is a step forward to create the conditions for a potential incorporation of these forms of community participation in the local governance institutional setting.

Having presented the general conclusions it is worth mentioning that the performance of the program was not uniform in all municipalities. The sensitive political setting in Cabinda and the difficult socio-economic conditions in Cuito Cuanavale influenced on the relatively weaker performance of these municipalities in some outputs. One insight stemming from this is that the program might have overlooked the different contexts where it operated, adopting a standardized approach in all components for all cases. Despite these differences in performance, generally the outputs of the program were almost entirely produced. However, the yearly definition of targets, although can have been adequate to set more realism in what could be achieved, in the case of the indicators on service delivery contributed to create "moving targets" that were difficult to measure. Besides, targets were not defined for the specific municipalities, rather, general targets were defined for the whole group of municipalities. This has blurred the visualization of the real performance of each municipality, and can be a limitation for lessons' learning that can inform future programs in these municipalities.

The last element in this section has to do with the exit strategy. The program comes to its end after introducing innovative methods of local governance. Its closing at this juncture, without a strategy of transition and without a clear perspective of continuation of these initiatives, poses a high risk of sustainability, and, more seriously, a potential problem of credibility of the development interventions among the communities, unless the government, by its means, takes over the process. Angola's experience on decentralization is new, and capacity development at all levels; for state and non-state actors, is very important. Hence, although the MDP have been originally a three-year program that eventually was extended to five years, this project cycle is too short to entail the necessary changes that can underpin a sound decentralization process. Therefore, while the MDP was launched in 2006, it was a relevant program which kept its relevance until now - despite the successive policy and legislative changes in the area, with the forthcoming local authorities. The implementation of such reforms pose mounting challenges for municipalities and communities. Moreover, the program produced a considerable amount of information and knowledge that, because of its innovative approach, is part of the institutional memory of the process of decentralization in Angola that is worth preserving. Thus, finding an organization that could preserve this legacy would be an effective way of preserving this learning.

## 5.2. Lessons' Learning: Sustainability and the Way Forward

Sustainability has been analyzed in detail before, thus it does not need further analysis here. A point that is worth stressing is that due to the diversity of the municipalities, sustainability might have different nuances. For example, in Cabinda participatory mechanisms, such as forums, face the challenge of operating in a historically sensitive political environment. Consequently, the participatory mechanism, at least those not formally created by the government, will face an additional challenge to survive. On the other hand, Cuito Cuanavale, due to its difficult socio-economic conditions, will likely revert, in the short-run, to the recurrent problem of staffing that severely affects the capacity of its municipal administration, in attracting qualified human resources. Chicala Cholohanga, to some extent, due to its low socio-economic development, faces the same problem, although on a minor scale. The proximity with Huambo mitigates its low attractiveness to qualified professionals but at the same time, perversely, stimulates younger professionals to use the municipal administration as an entry point for other better remunerated jobs in the public sector, such as in education and health. So far, Andulo seems to be in a better situation compared to other municipalities, concerning the relative stability of its municipal administration, the strong leadership of the Municipal Administrator and also the existence of a vibrant civil society that, boosted by its reputation as a decentralization showcase, is taking the lead in national decentralization forums. However, in those cases with potentially good prospects for sustainability, political factors, such as the change in leadership or radical changes in policy and legislation are potential risks contributing to putting sustainability at stake. Circumventing these risks should be a combination of leadership at the local level and a sound policy and legislative framework at the national level, including a clear vision on decentralization.

The GoA's discourse about decentralization shows that there is a political will to decentralize, but the process per se is not yet clear, and the institutional changes made lately on the functional allocation of the decentralization process inside the Central government structure renders the process more unpredictable. Despite defending the participation of civil society in the decentralization process, the GoA did not involve civil society in the most recent legislative and policy changes in the area, with particular emphasis on the PMIDRCP (OPSA & ADRA, 2011).

The disarticulation of the Decentralization Working Group (DWG) contributed in creating a gap in the dialogue with the government, which at its highest point depended mainly on the openness of a former MAT Vice Minister, and the space for lobbying and dialogue with the central government was dramatically reduced under the management of the subsequent appointees (Suyama et al, 2009:9). Although personal relations are normally considered an anomaly in the processes of institutional building, some literature (IDS, 2010) acknowledges that informal relations should be more explored in the implementation of governance programs. Moreover, experience elsewhere shows that the decentralization process, like other governance reforms, due to the potential resistances for change, cannot be successful without a clear commitment, ownership and support from the government or the political leadership (Brinkerhoff & Azfar, 2010; IEG, 2008). The literature also suggests that to deal with resistance at the local level, political will and proactive intervention from the center is needed. (Brinkerhoff & Azfar, 2010:95). In this sense, a strong policy advocacy coalition at the center is essential to ensure that the vision of decentralization expressed by the central government is also reflected at the local level. Strengthening the linkage between the local level and the centre is also important to guarantee that the government plays its subsidiary role properly to the local level, empowering it to take over the new functions and responsibilities.

The example of the MDP's implementation has shown that similar programs can have a limited impact or even limited implementation if there is not either an enabling environment (like in Cabinda) at the local level or a deficient policy or legislative framework in some areas, as, for example in the public service regulations, that affect the ability of the local level to build human resources' capacity and retain it. It also has shown that personal relations can determine the quality of relations between government entities and other actors, but that at the same time are unstable and can lead to a disruption in a relation between state institutions and organizations, if individuals change.

The MDP's experience of dealing with state institutions at local and central level shows that individuals are very important in the process; if they change, the process can be affected. It also shows the importance of having an enabling environment at the central level, be it a political leadership supportive of decentralization or a sound institutional setting at the national level that contributes for the attainment of the decentralization objectives. It also suggests that whilst personal relations in some political contexts are key entry points for a good dialogue and for the implementation of some policies and programs, they also have a high potential of instability. These elements, along with the other discussed in the first subsection, will underpin the presentation of the recommendations.

### 5.3. Recommendations

Based on the reflections presented in the two previous subsections, a set of recommendations are presented below. Most of the issues discussed in this report also affect other actors working in decentralization in the country. Therefore, since the program is closing, it is recommended that MDP should work with such stakeholders using lessons of its implementation to help improving other programs to effect decentralization in Angola. These stakeholders are donors, civil society, policy-makers and future project designers. The recommendations for the MDP and for the different stakeholders are presented below.

- **For the MDP**
  - It is important to preserve the knowledge legacy produced during the implementation of the program. Potential holders of these information can be the Decentralization

- Working Group (DWG) or any other reliable partner dealing with decentralization and able to ensure that the information will be accessible;
- The M&E data base should be checked to correct the minor errors of calculation or shifted links;
- The continuation of some of the MDP's initiatives at the community level will depend above all on the commitment of some individuals involved in the program, potentially the community leaders. Therefore, if available, MDP should also organize information about this network of community leaders (of ODAs) that could be used in future projects, dealing with similar areas as the MDP;
- **For the civil society/Decentralization Working Group**
  - Revitalization of the DWG with more of an advocacy role and a policy-oriented dialogue with the government
  - Combine personal and institutional elements in building a coalition (leaders and organizations)
  - Advocate for a Public service reform focused on decentralization – restructuring of central government as part of redefinition of functions, human resources development, pay and employment reforms as key decentralization issues
  - Take over the MDP's legacy and continue with the process of institutionalization of the participation of ODAs in formal decision-making bodies, and with the legalization of the municipal and communal forums;
  - Work with GoA to develop effective tools to monitor the impact of decentralization – and ensure there are adequate metrics of participatory planning that can be tracked by a number of actors
- **For donors**
  - Support to CBOs is still important. It is important to take over the legacy of MDP to avoid losing the gains that were attained
  - In supporting projects that involve direct disbursements to communities, it is important to adopt more flexible ways of funding, reducing red tape stemming from the formalities of the donors financial management procedures. This would imply designing more flexible procedures that combine the needs of financial accountability and of responsiveness to the beneficiaries' needs and capacities;
  - In the current context of an initial and important phase of decentralization in Angola, design programs with the mid and long-term in mind. Short-term program in a context of CBOs with little experience can produce outputs which are not sustainable
- **For policy-makers and decentralization project designers**
  - Future projects involving municipalities should be context specific. This means that the project approach should integrate the specificities of the municipalities and set the targets and logic of intervention accordingly, to ensure that the existing capacities and contexts contribute adequately to the attainment of the intervention goals.
  - Include in the design process a political economy or risk analysis that can reveal the bottlenecks in the institutional and political setting of decentralization and allow for an anticipation or to plan accordingly.



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## 7. APPENDIXES

### 7.1. List of People and Entities Met

| Name                              | Organization                | Venue, date                    |
|-----------------------------------|-----------------------------|--------------------------------|
| Mustaque Ahmed                    | Care                        | Luanda, 11.12.2011             |
| Robert Jan Bulten                 | Care                        | Luanda, 11.12.2011             |
| Daniel Miji                       | Care                        | Luanda, 11.12.2011             |
| Luis Alberto Chiengue             | Care                        | Luanda, 11.12.2011             |
| Frederica Pilia                   | Care                        | Luanda, 11.12.2011             |
| Adelino Sanjombe                  | Save the Children           | Chicala Cholohanga, 12.12.2011 |
| Inge Van Cauwenberg               | Save the Children           | Chicala Cholohanga, 12.12.2011 |
| Sales Duarte                      | Save the Children           | Chicala Cholohanga, 12.12.2011 |
|                                   | ODA ponto de água           | Chicala Cholohanga, 12.12.2011 |
|                                   | ODA Boas águas              | Chicala Cholohanga, 12.12.2011 |
| Macedo Cassengue                  | Save the Children           | Chicala Cholohanga, 13.12.2011 |
| Adelino Sameti                    | Save the Children           | Chicala Cholohanga, 13.12.2011 |
| Mario Caweye                      | Save the Children           | Chicala Cholohanga, 13.12.2011 |
| Benvinda Jose Naculembe           | Administração Municipal     | Chicala Cholohanga, 15.12.2011 |
| Abel Tchyena                      | Care                        | Chicala Cholohanga, 15.12.2011 |
| Rizoni Costa                      | Care                        | Andulo, 15.12.2011             |
| Domingos Adriano                  | Care                        | Andulo, 15.12.2011             |
| Delfina Julieta                   | Care                        | Andulo, 15.12.2011             |
|                                   | Fórum Municipal             | Andulo, 15.12.2011             |
| Jerónimo Chivala                  | Administração Municipal     | Andulo, 15.12.2011             |
| Afonso Makiadi                    | Care                        | Andulo, 15.12.2011             |
| Fonseca Satula                    | Administração Municipal     | Andulo, 16.12.2011             |
| Fernando Tchingango Elombo Ngombe | Administração Municipal     | Andulo, 16.12.2011             |
| Maria Lúcia Chicapa               | Administração Municipal     | Andulo, 16.12.2011             |
| João Baptista Barros Manuel,      | CARE                        | Cabinda, 16.12. 2011           |
| Zeferino Lubongo                  | ODA, Chisua                 | Cabinda, 16.12. 2011           |
| Andre Luemba Barros               | Fórum Comunal - Tandu Zinze | Cabinda, 16.12. 2011           |
| Francisco Tandu                   | Administração Municipal     | Cabinda, 16.12. 2011           |
| António Pila                      | CARE                        | Cabinda, 16.12. 2011           |
| Luis Pitra                        | CARE                        | Cabinda, 16.12. 2011           |
| José Dodo                         | ODA, Subantando             | Cabinda, 17.12. 2011           |
| Miguel Marcelo Lelo               | CARE                        | Cabinda, 17.12. 2011           |

| <b>Name</b>              | <b>Organization</b>                                 | <b>Venue, date</b>          |
|--------------------------|---|-----------------------------|
| Próspero Ngaca           | DW  | Cabinda, 17.12. 2011        |
| Eusébio Brito            | Governo Provincial                                  | Menongue, 21.12.2011        |
| João Cambinda            | GEP - Provincial                                    | Menongue, 21.12.2011        |
| Mateus Chingui,          | ODA Bairro Chigago                                  | Cuito Cuanavale, 22.12.2011 |
| Joaquim Cambala          | ODA Federada  | Cuito Cuanavale, 22.12.2011 |
| Ana Joaquina,            | ODA Federada  | Cuito Cuanavale, 22.12.2011 |
| Fernando Ndala,          | ODA Federada Kaiko (Soba)                           | Cuito Cuanavale, 22.12.2011 |
| Domingas Augusta Carie,  | ODA do bairro Lumumba                               | Cuito Cuanavale, 22.12.2011 |
| Manuel Zeca,             | ODA do bairro Bumba (Soba)                          | Cuito Cuanavale, 22.12.2011 |
| José Carreira            | GEP - Municipal                                     | Cuito Cuanavale, 22.12.2011 |
| João Pedro Makuiza       | Fórum Municipal                                     | Cuito Cuanavale, 22.12.2011 |
| Roberto Chiputa Machalo  | CARE  | Cuito Cuanavale, 22.12.2011 |
| Fernando Cavanga         | Administração Comunal                               | Comuna do Longa, 22.12.2011 |
| Eduardo Lutunadio        | CARE  | Comuna do Longa, 23.12.2011 |
| Jorje Caquenha Manuel,   | ODA do Longa  | Comuna do Longa, 23.12.2011 |
| António Dunga            | ODA Federada  | Comuna do Longa, 23.12.2011 |
| António Elias Chimbonha, | ODA 4º de Fevereiro                                 | Comuna do Longa, 23.12.2011 |
| João Cameia,             | ODA bairro Chipoca                                  | Comuna do Longa, 23.12.2011 |
| Victor Hugo,             | Fundo de Apoio Social                               | Luanda, 06.02.2012          |
| Belisário Santos         | Developmente Workshp                                | Luanda, 06.02.2012          |
| João Neves               | JMJ International                                   | Luanda, 06.02.2012          |
| Domingos Francisco       | Ministério da Administração do Território           | Luanda, 07.02.2012          |
| Belisário dos santos     | Ministério da Administração do Território           | Luanda, 07.02.2012          |
| Tiofilo Kaingona         | UNDP  | Luanda, 07.02.2012          |
| Sirajo Seide             | UNDP  | Luanda, 07.02.2012          |
| Sergio Calundungo        | Acção para o Desenvolvimento Rural e Ambiente       | Luanda, 07.02.2012          |
| Ismael Mateus            | IFAL - Instituto de Formação da Administração Local | Luanda, 08.02.2012          |
| Madalena Fernandes       | Chevron   | Luanda, 09.02.2012          |
| Fransisco Tati           | Chevron   | Cabinda, 09.02.2012         |
| Dennise Flemming         | Chevron   | US, 09.02.2012              |
| Gastão Lukongo           | USAID   | Luanda, 09.02.2012          |
| Ranca Tuba               | USAID   | Luanda, 09.02.2012          |

**Meeting for the Presentation of Preliminary Results,  
Luanda, Chevron Building, February, 10<sup>th</sup> 2012**

| <b>Name</b>           | <b>Organization</b> |
|-----------------------|---------------------|
| Samuel Pinocas        | IFAL                |
| Madalena Fernando     | Chevron             |
| Belisário dos Santos  | MAT                 |
| José Freitas Davila   | UNDP                |
| Sérgio Calundugo      | ADRA                |
| Jorge Cardoso         | UNDP                |
| Nelson Duarte         | USAID               |
| David Stonehill       | USAID               |
| Mustaque Ahmed        | CARE                |
| Robert Jan Bulten     | CARE                |
| Luis Alberto Chiengue | CARE                |

## 7.2. Terms of Reference

### Municipal Development Program (MDP)

#### Final Evaluation

#### TERMS OF REFERENCE

##### I. Background

The Municipal Development Program (MDP) has been ongoing since July 2006 and will end in March 2012. The program initially started as a consortium of three NGOs: CARE (as the lead agency), Development Workshop (DW) and Save the Children (SCiA) with support from USAID, Chevron and LKI. The program supports a larger, multi-donor effort to assist the Government of Angola in achieving decentralized planning and budgeting at the local government level with broad community participation, while at the same time providing basic infrastructure to meet community-determined needs. The program started initially in five municipalities in five different provinces of Angola. At the start-up, the implementing agencies and their operational municipalities were as follows: Andulo (Bié) – CARE; Cuito Cuanavale (Kuangundo)- CARE; Chicala Cholahanga (Huambo)- SCiA; Chitato (Lunda Norte)-DW; and Cabinda Sede (Cabinda)- DW.

In late 2008, LKI ceased to fund the program because of their financial situation following the global economic crises. This resulted in the exclusion of Chitato municipality from the program in 2008. In November 2009, CARE discontinued the contract with Development Workshop and took over the Cabinda operation .

The MDP was designed in the backdrop of the situation that the local government had limited ability to provide citizens with the infrastructure and services essential for growth, to create a vibrant and diversified economy and to make progress towards improved governance. Governance was also weak because of an underdeveloped human resources base and insufficient institutional capacity, as well as low levels of trust and participation in government decision-making processes by communities. Development of local government capacity in a way that allows people to voice opinions and influence how public funds are used, coupled with progress on the Government's local government decentralization plans, is a major step towards increasing responsiveness and accountability, meeting basic community needs, and building trust and participation. The purpose of the MDP, hence is to establish spaces in which different actors can meet and build their common interests. Targeted communities can organize themselves effectively to make decisions, feed into local issues and demonstrate basic skills in participatory planning, management and evaluation. In addition, projects completed through this participatory planning process demonstrate social inclusion and give value to the community – including sufficient community support to give evidence of sustainability

Key elements of the proposed program included: reinforcing the capacity of Municipal Administrations (municipal administrations) and Community-Based Organizations (CBOs) to jointly develop, implement, and monitor plans and programs that seek to improve social and economic conditions in the targeted municipalities; strengthening the capacity of CBOs to determine their own development; building alliances with the private sector as well as public and community institutions and organizations; scaling up the provision of affordable but sustainable basic services through the implementation of micro-

projects; and strengthening vulnerability assessments to respond to 'shocks' and develop pro-poor and socially inclusive policies, plans and services.

During the time of implementation, the program adopted an integrated, holistic approach to cross-cutting issues such as urbanization and rural economic development, gender equity and inclusion, promotion of good governance, child and youth participation, natural resources protection, mainstreaming HIV/AIDS, and capacity building.

Over five years of implementation, it is believed that the program contributed to an increased participatory, transparent, equitable, and sustainable municipal planning and budgeting process in the selected municipalities and set an example for other municipalities. A number of communities have demonstrated their ability to address their priority infrastructure needs and to allow them to improve their social and economic conditions. Through the development of participatory planning processes, the establishment of social interface (development forums) and the creation of different models of good governance and confidence building, the program facilitated a process of bringing state and communities together to build a society based on strong democratic principles and mutual benefits.

## **II. Linking with Other Decentralization Programs:**

The community-municipal development approaches used by FAS and the DLG (UNDP's decentralization program) project support the same ends but through different strategies. FAS begins with community organization and allows for the implementation of local projects, with supervision by FAS, even if the municipal administrations do not yet have the capacity for participatory planning and development. DLG, on the other hand, starts with the municipalities as the initiators of the participatory planning process and places the responsibility for the implementation of local infrastructure projects on them.

The MDP field teams in the targeted municipalities coordinate their respective field activities with locally appointed representatives of FAS and the DLG project. In addition, the program is regularly represented in the decentralization discussion group, which periodically meets in Luanda where agencies working in the area of decentralization share their experiences as well as develop a common understanding of political developments related to decentralization.

## **III. Objective and Purpose**

The objective of this evaluation is to assess the overall performance of the program and the extent to which it has achieved its purpose. This will be done jointly with the project staff and stakeholders in the program by carrying out a rigorous and in depth assessment across the program to determine final lessons-learned, taking stock of what has been achieved, its contribution to decentralization at local and national level, key suggestions for a future similar intervention and recommendations regarding the current MDP initiative.

The evaluation will:

- Review the changes in the Angolan socio political context throughout the project period and identify factors with significant influence on the program output.
- Assess progress of the program against the purpose and outputs of the result framework
- Assess both positive and negative, intended and unintended consequences of this program in respect to its intended objectives
- Review the likelihood of the sustainability of the various program achievements beyond the program lifetime (ODAs, Forums, Manuals, IDP, Profiles).

#### IV. Scope

The review will consider:

##### *Purpose and Outputs:*

- To what extent have the outputs been achieved? How have program activities supported the delivery of outputs?
- Have the outputs of the program resulted in progress towards the program's purpose and intended outcomes?
- What outcomes has the program contributed to at various levels (community, municipal, provincial, and national level)?

##### *Sustainability of Achievement*

- Are the outputs and outcomes of the program sustainable?
- Has partner capacity been strengthened as a result of the program?
- Has the program worked effectively with partner institutions and organizations? Has it taken into account the political context in which the institutions work and been able to effectively react to change?
- Has the program contributed to the policy, institutional and/or regulatory environment in a sustainable way?
- Are there any unexpected or unintended consequences, positive or negative, resulting from the program?

##### *Governance and Management Arrangements*

- Were/are governance and program management arrangements (location, resources available at local and national level) among the MDP partners appropriate, efficient and effective?
- Has project funding been spent in line with the project purpose?

##### *Lesson learning*

- What are the key lessons that should be learned, in terms of: working with partners, innovation and best practice, program management?
- How is learning being disseminated? What are the plans for the dissemination of lessons?
- Have recommendations from the mid-term review have been implemented?
- How is the program addressing cross cutting issues such as gender, HIV/AIDS, etc.?

#### **V. Outputs of the Review**



The consultant will be responsible for the production of a comprehensive report (no more than 45 pages) that will include: a summary of key findings and recommendations; evaluation of the program to date and key lessons learned; program contribution to change at local and national levels and discussion of future sustainability.

## **VI. Approach**

Methodology and responsibilities:

Literature review

- Review of relevant documents related to program design (proposals), implementation (work-plans, monitoring reports), baseline, and specific monitoring documents
- The municipal profiles, MDP report for MAT, QRs, bulletin, etc.
- The key source of program information will be collected from the program website ([www.mdp-angola.org](http://www.mdp-angola.org))
- Aslak Orre report on decentralization
- DfiD baseline study on inclusive governance and development (CIUK 2010)
- LUPP promising practice ODA and MDF CIUK 2011.
- DfiD's 'Drivers of Change' (DOC) and World Bank Study
- Decreto Lei 02/07, and Decreto 9005
- Other relevant documents (FAS and UNDP), as needed

Data collection, analysis and presentation

- Develop a framework/methodology for data collection.
- Undertake data collection activities gathering information from key stakeholders and beneficiaries.
- Analyze information gathered
- Incorporate main findings into a power point presentation.
- Develop format for the evaluation report that includes appendices, which document the framework, sampling, process, and other relevant information.

Reports

- Jointly with the external consultant, present a first draft of the main findings (power point) to the evaluation review committee prior to departure of the external consultant from Angola.
- Provide feedback on the preparation of the draft final report (to be submitted electronically to the evaluation review committee not later than fifteen days following departure of the external consultant from Angola).
- Incorporate feedback on the draft final report, which will be transmitted by the evaluation review committee within one week of receipt of the draft, into a final report (to be submitted in hard and electronic copies within two weeks following the receipt of comments from the evaluation review committee).
- The report, which will be written in English, must be limited to 45 single-spaced pages excluding appendices.

## Timeframe and deliverables

- Evaluation start date: November 15<sup>th</sup>, 2011
- Field Interviews (4 Municipalities that include MDP staff, MA and Community groups): December 15<sup>th</sup>, 2011
- Presentation of field findings in powerpoint: December 15<sup>th</sup>
- National level interviews (USAID, Chevron, IFAL, MAT, MINFIN, SCF, CARE, etc.): January 30<sup>th</sup> 2012
- Draft written report: February 15<sup>th</sup>, 2012
- Final written report: February 28<sup>th</sup>, 2012
- Payment based on receipt of above deliverables: March 14<sup>th</sup>

## VII. Review Team

The evaluation team will comprise of:

- Team Leader, an independent consultant to be identified
- Team member, an independent consultant to be identified (Angolan)

## IX. Qualifications

Candidates for this consultancy position will have the following attributes:

- Education background in Social Sciences, Development and other related field;
- Proven minimum 10 years of experience working in evaluation of programs;
- Strong understanding of good governance and decentralization processes in the African context;
- Demonstrated ability in the use of qualitative methods (PRA);
- Strong analytical skills and research skills;
- Demonstrated excellence in writing and communication;
- Experience in editing, documentation and creative report presentation
- Superior oral communication in Portuguese and interpersonal skills for phone and in-person interviews/information gathering

## Duration of the evaluation

A maximum total of 30 working days from November 15<sup>th</sup> 2011 to February 28<sup>th</sup> 2012 in Angola. The external consultant will be reimbursed for all travels (air fare, hotel, incidentals) made in the MDP municipalities and relevant per diems as per CARE Angola's rate.

### 7.3. MDP Results Framework

**USAID Angola Strategic Objective 1: Inclusive Governance Reform Advanced**

- Increased participation – strengthening the capacities of government, civil society, and the private sector
- Increased transparency and accountability
- More effective vertical linkages among the various levels of government, with a focus at the national level on systematic reform; a focus at the community level on access to and quality of key social services and economic inputs, on improving budgeting and planning, supervision, information and other intra- governmental systems that might improve service delivery; increase economic opportunity, and improve transparency, accountability and participation.

**MDP Purpose Statement: Increase the accountability of municipal governments to the communities they serve and to achieve broad community participation in decision-making and oversight of local public investments**

- # of MAs and CBOs jointly develop, implement, and monitor plans and programs that seek to improve social and economic levels
- # of CBOs have capacities to determine their own development
- # of municipal development forums functional
- % of CBOs that leverage or obtain public resources to implement programs at the community level
- # of MAs adopted participatory budget

**Result 1: Municipal planning, budgeting and project implementation routinely follow a process of broad and inclusive community participation, meet minimum standards for design, implementation and accountability and feed effectively into the provincial planning and budget process**

- # of municipal profiles completed
- # of municipal plans endorsed and used
- # of Comuna and municipal forums are institutionalized and functioning
- # of municipalities produced semi-annual expense reports
- % of projects approved from the plan and used MD fund with match funds from public-private sector

**Result 2: Targeted communities can organize themselves effectively to make decisions, feed into local issues and demonstrate basic skills in participatory planning, management and evaluation**

- # of communities received grants
- % of Comuna development plans are included in municipal plans
- % of local projects are at least partly funded by the MD fund.
- # of communities involved in the delivery of sustainable basic services

**Result 3: Completed projects demonstrate social inclusion value to the community, including sufficient community support to give evidence of sustainability**

- % of communities understand the basic criteria of project sustainability
- # of CBOs that implement inclusive and sustainable projects
- % of projects have public-private-community agreements
- # of organizations engaged in sound environmental practices.

**MDP Cross-cutting themes: gender, equity, social inclusion and promotion of good governance**