

MID-TERM EVALUATION REPORT
Project “Technical Assistance for Local Governance”
Angola

Evaluation completed during October 16th- Dec 7th, 2023.

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Commissioned by UNDP Angola

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Evaluation Information		
Project Evaluated	Technical Assistance for Local Governance	
Evaluation Type	Project Evaluation	
Final/midterm review/ other	Midterm review	
Period under evaluation	Start: January 2019	End: October 2023
Evaluators	Maria Lara, International Consultant.	
Evaluation dates	Start: October 16 th	End: Dec 7 th , 2023
Date of Report	December 7 th 2023	
Commissioning organization	United Nations Development Program (UNDP) in Angola. Governance Unit	

Project/Outcome Information		
Project/Outcome title	Technical Assistance for Local Governance	
Quantum ID	00113597	
Corporate Outcome and output	United Nations Sustainable Development Cooperation Framework (UNSDCF) Angola Outcome: Outcome 4: By 2022, citizens participate in and monitor governance, everyone has access to justice and Human Rights are observed, within an environment of peace and regional security.	
	UNDP Angola Country Program Document (CPD) priority/outcomes Priority three: Strengthening inclusive democracy, human rights, justice, and rule of law. Output 3.1. Inclusive and participatory local governance model, laws and regulations enabled for effective participation of individuals, particularly women and youth.	
Country	Angola	
Region	Regional Bureau for Africa (RBA)	
Date project document signed		
Project dates	Start :	Planned end:
	Jan 2019	Dec 2021 Extended Jan 2023
Total committed budget	USD 697,243.00 extended to USD 1,045,345.45	
Project expenditure at the time of evaluation		
Funding Source	EU, Netherlands, Norway, UK and USAID	
Implementing Partners	Government of Angola (Ministry of Territorial Administration (MAT) and UNDP Angola	

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4. List of acronyms and abbreviations.

AfDB	African Development Bank
AWP	Annual Work Plan
CNE	National Electoral Commission
CO	Country Office
CM	Residents Commissions
E-CM	Digital platform for CM
CPD	UNDP Country Program Document
CSOs	Civil Society Organizations
CTGOMS	Technical Management Committees
DI	Democracy Index Report
DIM	Direct Implementation Modality
EA	Evaluability Analysis
EIU	The Economist Intelligence Unit
FAMCO	Municipal Forum for the Participated Budget of Municipal Administrations
FNLA	National Liberation Front of Angola
GoA	Government of Angola
GDP	Gross Domestic Product
GMP	Caucus of Angolan Women Parliamentarians
GPI	Global Peace Index
HDI	Human Development Index
IEF	Index of Economic Freedom
IEP	Institute for Economics and Peace
IIAG	Ibrahim Index of African Governance
IFAL	Institute for Local Administration Training
INE	National Institute of Statistics
LDC	Least Developed Country
MAT	Ministry of Territorial Administration
DPL	MAT Department on local power
GEPE	MAT Studies, Planning and Statistics Office
MASFAMU	Ministry of Social Action, Family and Women Promotion
MPBCs	Municipal Participatory Budgeting Committees
MIC	Middle Income Country
MPLA	Popular Movement for the Liberation of Angola
NCE	No-cost extension
OECD/DAC	Organization for Economic Co-operation and Development/ Development Assistance Committee
PB	Participatory Budget
PDN	National Development Plan
PFM	Public Finance Management
PHA	Humanist Party of Angola
PMU	Project Management Unit
PPI	Positive Peace Index
PRODOC	Project document
PRS	Social Renewal Party

PSC	Project Steering Committee
RBA	Regional Bureau for Africa
TALG	Technical Assistance for Local Governance
ToT	Training of Trainers
TSB	Technical Support Base
UNDP	United Nations Development Program
UNDP SP	United Nations Development Program Strategic Plan 2018-2021
UNEG	United Nations Evaluation Group
UNITA	Union for the Total Independence of Angola
UNSDCF	United Nations Sustainable Development Cooperation Framework
UN Women	United Nations Women
WB	World Bank

5. Executive summary

Evaluation Objectives

This is a Mid-Term evaluation of the project “Technical Assistance for Local Governance” (TALG) jointly implemented by UNDP Angola and the Government of Angola (GoA) during 2019-2023.

The main purposes of the evaluation are to identify the relevance of the project to support local governance in Angola and to track the current progress against the four expected project results. The evaluation questions were designed to identify the main results for each project component and, when available, to detect progress on cross-cutting issues.

This evaluation structure fully complies with the template included in the UNDP Evaluation Guidelines 2021 (Section four, annex four)¹. The first section includes an Executive Summary showing the most important evaluation information. In the subsequent sections the report details the TALG project, and the evaluation object, scope, and methodology. Forward, the report includes specific sections on the main evaluation findings and conclusions. The report closes with the main evaluation lessons learned and it offers a set of actional recommendations. Annexes include a broad range of documents referenced throughout the report, in compliance also with the mentioned UNDP evaluation guidelines.

Intended Users

The expected users of this evaluation are varied, starting with UNDP Angola and its main project implementing partners namely the GoA (MAT and other internal units), the provincial and municipal governments and the 164 Technical Management Committees (CTGOMS). The findings of this evaluation will inform future decision-making processes, particularly the ones related to the PB mechanisms operation and effectiveness, as it includes actionable and specific related recommendations.

Other evaluation users are the CSOs involved in PB processes and the Residents Commissions which even if indirectly, are also related to PB processes mainly through their representatives also participating as members of the CTGOMS. Donors and other stakeholders can also use the findings of this evaluation to inform future funding decisions.

The varied findings included in this evaluation will help to identify the main challenges of these mechanisms. Likewise, the evaluation actional recommendations can nurture future decisions on specific ways to improve the performance and the effectiveness of the current participatory mechanisms.

Evaluation Context

- The project document (PRODOC) originally committed a two-year intervention to be implemented during the period January 2019-December 2020. The PRODOC evaluation plan mandated a final evaluation/review due by Dec 2020-Jan 2021. The evaluation was postponed after the project had a no-cost extension (NCE) in 2021, for continuing activities

¹ See UNDP Evaluation Guidelines 2021. https://erc.undp.org/pdf/UNDP_Evaluation_Guidelines.pdf

until 2023. According to this new schedule, this evaluation is carried out immediately before the project team revamps the strategic planning phase to, either extend the project for another year, or to design a new intervention mainly resuming the participatory budget and the strengthening of local governance through higher participation of women and citizens.

- The TALG project is aligned with the first concrete governmental effort in Angola to create citizen participation mechanisms. The project supports the GoA to strengthen these mechanisms for citizens to actively engage in concrete and functional roles in the local decision-making process addressing their own local needs.
- The overall goal of the project is to support the organization and implementation of *autarquias locais* through the strengthening of participation in governance, setting the ground for participative citizens in autarquias (PB, Residents Committees, women leadership training) With this, the project also aims to support the national process of institutionalization and organization of *autarquias locais* in Angola scheduled for 2020-2030.

Evaluation Methodology

- This mid-term evaluation was developed according to the above-mentioned UNDP Evaluation Guidelines. As mandated in these guidelines, the evaluation was developed in three phases: 1) Evaluation Inception Phase; 2) Evaluation data collection and initial data analysis, and 3) Reporting findings, identification of lessons learned and recommendations.
- The evaluation inception phase started with a kick-off meeting with the TALG Project Manager who also performed as this mid-term evaluation's manager. The consultant provided the evaluation manager with different lists of requested information for the desk review process and to design ad-hoc data collecting tools. This phase also included the completion of the Evaluability Analysis (EA) which informed about the project design and the data gaps to be considered when designing the evaluation methodology. An initial desk review informed this EA and helped to identify several data gaps of primary sources, which increased the need to collect primary data during the interviews (such as disaggregated data of the PB mechanisms' membership). The inception phase also informed this evaluation on the project goals and expected outcomes, which were later considered to design ad-hoc data collection tools to be used with primary information sources during interviews and to be later triangulated with further interviews with paired actors. The agreed deliverable of this Inception phase was the Inception Report (IR) submitted to the Country Office (CO) before the field work phase.
- During its second phase this evaluation focused on collecting all available data through further research but mostly through different data collection methods such as interviews with several project actors and stakeholders and focus groups discussions with direct and indirect beneficiaries. Given the data gaps, the data collection methods selected for this evaluation varied from structured desk analysis of project design (ToC), semi structured interviews and other *ad-hoc* interviews to document the actual project progress against projected results. The data collection is aimed at identifying variables enabling the project progress during the studied period.

- The agreed sampling method for defining interviewees used the criteria of representation of supported *autarquias locais* based on a disaggregation of beneficiaries by gender, project roles, and urban and semi-urban locations. The sampling also included governmental (central and local government staff from different MAT units) and non-governmental implementing partners, donors, and project staff members.
- The consultant conducted 11 semi-structured interviews and Focus Groups Discussions with a diverse group of project actors. The consultant interviewed a varied set of direct beneficiaries: national and local government officials, trained women, CTGOMS members and CSOs representatives. The consultant also interviewed indirect beneficiaries: Resident Commissions (CM) members and women trainers. The consultant also applied semi structured interviews to 4 staff members and project donors. The majority of the interviews were conducted in person during the 10-days field work to Angola, with exception of one interview to one UNDP staff member, interviews with donors and two focus group discussions with women beneficiaries and women trainers.

Summary of Key findings (full list of findings is described in the evaluative sections)

- The project’s two core interlinked strategies to support the GoA in consolidating PB mechanisms are well disaggregated and well correlated with the project results frameworks.
- The project ToC is incomplete, in need of a revision to clearly state causal relations and to define results directly linked with the intervention. The project Results and Resources Framework (RRF) includes relevant output results logically linked to project activities. The indicators are relevant to measure outputs progress.
- The project is correctly aligned with national priorities supporting *autarquias locais* to advance its decentralization processes. The project is correctly aligned with SDGs, UNDP SP, UNSDCF Angola and CPD outcomes and actions remain relevant for each AWP.
- Partners and beneficiaries find the project highly relevant addressing the need to install PB mechanisms in the supported communities.
- The Project was effective to achieve the result regarding PB functioning mechanisms specifically the promotion of “*orçamento participativo*” or “citizen budget.
- The Project was effective to achieve the result regarding PB functioning mechanisms specifically the promotion of “*orçamento participado*” or “Participatory Budget of Municipal Administrations/Local Governments.
- The Project was effective to achieve the result regarding empowering Residents Committees (CM) and women as leaders and effective participants in *autarquias locais*.
- The project was effective to Strengthening the legal framework of *autarquias locais* and its implementation with a focus on inclusion, transparency, and accountability support.
- The project complies with the UNDP guidelines on promoting inclusive development, especially for gender-oriented interventions.

Lessons Learned

- Transiting from a centralized governance culture and history in Angola is a gradual learning and adaptation process.
- New funding sources can be essential to the project continuation.
- Focus of PB mechanisms can make a significant positive contribution to overall citizens well-being.
- Concrete mitigation measures are useful to address the UNDP institutional changes impacting the project delivery.
- The project is understaffed in need to increase the team size.
- Effective information tracking and archive is essential for further planning and evaluative processes.

Summary of recommendations

- The project is advised to develop a solid ToC including a clear results chain and the assumptions behind it.
- The project is advised to improve the Results and Resources Framework (RRF) to include quantitative unit measures with a broader variation to show the project potential scope and outreach.
- The project is advised to revise the project prioritization rules and criteria to include a technical viability assessment.
- The project is advised to revise and improve the communication flow with non CTGOMS members of citizens.
- The project is advised to conduct a value for money analysis on the 25 million Kwanzas budget.
- The project is advised to plan an exit strategy.
- The project is advised to include more specific actions to address cross-cutting issues.

6 Introduction

This is a Mid-Term evaluation of the project “Technical Assistance for Local Governance” (TALG) jointly implemented by UNDP Angola and the Government of Angola (GoA) during 2019-2023.

The main purposes of the evaluation are to identify the relevance of the project to support local governance in Angola and to track the current progress against the four expected project results. The evaluation questions were designed to identify the main results for each project component and, when available, to detect progress on cross-cutting issues.

The project document (PRODOC) originally committed a two-year intervention to be implemented during the period January 2019-December 2020. The PRODOC evaluation plan mandated a final evaluation/review due by Dec 2020-Jan 2021. The evaluation was postponed after the project had a no-cost extension (NCE) in 2021, for continuing activities until 2023. According to this new schedule, **this evaluation is carried out immediately before the project team revamps the strategic planning phase** to, either extend the project for another year, or to design a new intervention mainly resuming the participatory budget component.

The TALG project is aligned with the first concrete governmental effort in Angola to create citizen participation mechanisms. The project supports the GoA to strengthen these mechanisms for citizens to actively engage in concrete and functional roles in the local decision-making process addressing their own local needs.

Therefore, the main users of this evaluation are UNDP Angola and the Ministry of Territorial Administration (MAT), and the local authorities involved in the creation and the functioning of the participatory mechanisms. The varied findings included in this evaluation will help to identify the main challenges of these mechanisms. Likewise, the evaluation actional recommendations can nurture future decisions on specific ways to improve the performance and the effectiveness of the current participatory mechanisms.

This evaluation structure fully complies with the template included in the UNDP Evaluation Guidelines 2021 (Section four, annex four)². The first section includes an Executive Summary showing the most important evaluation information. In the subsequent sections the report details the TALG project, and the evaluation object, scope, and methodology. Forward, the report includes specific sections on the main evaluation findings and conclusions. The report closes with the main evaluation lessons learned and it offers a set of actional recommendations. Annexes include a broad range of documents referenced throughout the report, in compliance also with the mentioned UNDP evaluation guidelines.

² See UNDP Evaluation Guidelines 2021. https://erc.undp.org/pdf/UNDP_Evaluation_Guidelines.pdf

7. Description of the intervention

7.1 The Republic of Angola: geographical landscape, social, political, and economic context

In compliance with the mentioned UNDP Evaluation Guidelines, this section includes a description of the country within which the evaluated intervention operated. The following paragraphs describe the Republic of Angola geographical landscape and include a description of the main social, political, and economic variables to fully understand the context in which the intervention is implemented.

The Republic of Angola is located in south middle Africa with an area of 1,246,700 Km², divided into 18 provinces and 164 municipalities, 518 communes, and 44 urban districts. According to the National Institute of Statistics (INE), the country's 2022 estimated population rate is 33 million (16.9 women and 16.1 men) with a moderate population density of 28 people per Km². The World Bank (WB) estimated 34.5 million people with a yearly population growth of 3.2 percent and an average life expectancy at birth of 62 years.

In 2023 UNDP estimates that 51.1 per cent of population in Angola live under Multidimensional Poverty and out of those 32.5 million live in severe multidimensional poverty³. The latter is aligned with the additional poverty measurement published by the WB showing that 31.1 percent of population in Angola lives with less than \$2.15 a day.⁴

In 2021-2022, Angola ranked 148 out of 191 countries with a Human Development Index (HDI) of 0.586 being allocated in the medium human development tier⁵. Angola ranked the same place in 2020 with a slightly lower HDI of 0.581⁶. The 2019 Gini Coefficient Index in Angola was 38.9 out of 100, which means a highly unequal distribution of income among its residents.

United Nations Women (UN Women) states that Angola has a severe gender data gap. As of 2020, there is data only to monitor 36 percent of Sustainable Development Goals (SDGs) indicators. The identified data gaps are related to key developmental areas such as unpaid care and domestic work; labor market indicators; gender pay gap; gender and poverty, physical and sexual harassment, and women's access to political participation. The few available data shows that, in 2021, 29.6 percent of seats in parliament were held by women⁷. There is no available data on the proportion of women in elected seats at deliberative bodies of local government⁸.

The COVID-19 pandemic meant more than a global health emergency as it brought unprecedented development challenges, impacting the economic and social ecosystems worldwide. Specifically, the lockdown restrictions halted economic activity and almost all the economies in the world faced

³See UNDP Global Multidimensional Poverty Index 2023 <https://hdr.undp.org/system/files/documents/hdp-document/2023mpireportenpdf.pdf>. The global MPI constructs a deprivation profile for each household and person in it. The MPI tracks deprivations in 10 indicators spanning health, education and standard of living. MPI values are the product of the incidence (the proportion of people who live in multidimensional poverty) and intensity of poverty (the average deprivation score among multidimensionally poor people). The MPI ranges from 0 to 1, and higher values imply higher poverty.

⁴ See World Bank <https://data.worldbank.org/country/AO>

⁵See UNDP Human Development Report 2021- 2022. https://hdr.undp.org/system/files/documents/global-report-document/hdr2021-22pdf_1.pdf

⁶ See UNDP Human Development Report 2020 <https://hdr.undp.org/system/files/documents/hdr2020pdf.pdf>

⁷ Angola has a female vice-president and a female head of Parliament, Carolina Cerqueira.

⁸ See UN Women <https://data.unwomen.org/country/angola>.

significant backlashes. The pandemic exacerbated existing disparities among countries which up to date still struggle to recover.

The global population's economic freedom, understood as the citizens' freedom to work, produce, consume, and invest based on their own choices was hindered by the COVID 19 pandemic, in yet unknown ways. Angola was not the exception. From 2021 to 2022 the Index of Economic Freedom (IEF) decreased from 54.2 to 52.6 out of 100 points, ranking in 139 place out of 184 countries. This means a deterioration of key aspects of the economic and entrepreneurial ecosystems usually controlled by governments.

More specifically, during the period 2020-2022 Angola's business and labor freedoms observed a decreased ranking within the 'mostly unfree' category. In general terms, a lower business freedom means that Angola business environment was affected in either any, or in a combination, of the following four aspects: access to electricity; business environment risk; regulatory quality, and women's economic inclusion. Likewise, a lower labour freedom means that Angola labour environment suffered in any, or in a combination, of the nine following aspects: minimum wage; associational right; paid annual leave; notice period for redundancy dismissal; severance pay for redundancy dismissal; labor productivity; labor force participation rate; restrictions on overtime work; and redundancy dismissal permitted by law.

Angola also lost monetary freedom. From a score of 67.5 in 2021, to a score 61.2 in 2022 the country severely suffered in any, or a combination, of the following two essential macroeconomic aspects: the weighted average rate of inflation for the most recent three years and the extent of government manipulation of prices through direct controls or subsidies.

By 2023, the country slightly increased the IEF from 52.6 to 53 raising its rank from the 139 to the 130 position out of 184 countries. This means that Angola scored higher in any or a combination of the components within the categories of property rights; government integrity; government spending; fiscal health and business freedom⁹.

The latter general overview aligns with the African Development Bank (AfDB) data showing that the Real Gross Domestic Product (GDP) increased 3.0%, while the income per capita remained negative (0.2 percent) in 2022 due to high population growth. The increased export revenue and agricultural production lowered the inflation rate from 25.8 percent in 2021 to 21.3 percent in 2022¹⁰. However, the Economist Intelligence Unit (EIU) reports a reversed disinflation in mid-2023 due to petrol subsidy removal and predicts a continue trending upwards in 2024-25. The latter could trigger social unrest and public protests¹¹ which are likely to persist given the high cost of living and the limited employment opportunities.¹² The unemployment rate remains high at 30 per cent. Angola scored low in the Ease of Doing Business Index ranking 177 out of 190 countries somehow explaining the impacted foreign direct investment. The country heavily depends on Chinese investments, financing, and loans. A potential interruption of flow of capital from China to Angola could financially impact the country worsening the already volatile stability¹³.

⁹ See Heritage Foundation. <https://www.heritage.org/index/download#>

¹⁰ See African Development Bank. <https://www.afdb.org/en/countries/southern-africa/angola/angola-economic-outlook>

¹¹ For example, during June 2023 citizens demonstrated to protest against cuts to fuel subsidies.

¹² See Economist Intelligence Unit <https://country.eiu.com/angola>

¹³ See World Bank <https://archive.doingbusiness.org/en/rankings>

The country's economy also was in function on the governmental policy and the decision-making process regarding public social expenditure, public investment, and subsidies. An interesting tool to measure the effectiveness of economic policy decisions is offered by the Ibrahim Index of African Governance (IIAG). The IIAG assesses governance performance defined as "the provision of the political, social, economic, and environmental public goods that every citizen has the right to expect from their state, and that a state has the responsibility to deliver to its citizens". Scores are relative to each country's performance compared to other African countries. In 2021 Angola IIAG score was 41.5 below the IIAG regional score for each governance dimension: Security & Rule of Law (49); Participation, Rights & Inclusion (46.7); Foundations for Economic Opportunity (48.3) and Human Development (51.5), being ranked in 40th place out of 54 countries¹⁴.

The Institute for Economics and Peace (IEP) yearly publishes the Global Peace Index (GPI) ranking 163 independent states and territories according to their level of peacefulness based on the 'negative peace' concept referring to the "absence of violence".¹⁵ From 2002 to 2023 Angola decreased the GPI from rank 78th to rank 84th, among the countries with a "medium" level of negative peace. Likewise, the IEP publishes the Positive Peace Index (PPI) measuring the "attitudes, institutions and structures interacting to create peaceful societies" in 163 countries. From 2020 to 2022 Angola improved the PPI score by nine positions, from 145 to 136, but it remained among the countries located in the "low" tier of positive peace¹⁶.

On August 24th, 2022, Angola held General Elections of President and the 220 members of the National Assembly. The Popular Movement for the Liberation of Angola (MPLA), ruling party since the independence in 1975, won 124 seats in the legislature and retained the President João Lourenço for one more term. This election showed a drop in the MPLA parliamentary majority from 61 percent to 51.2 per cent. The opposition party, Union for the Total Independence of Angola (UNITA) won 90 seats (44 percent) in the legislature. The remaining opposition parties, the Social Renewal Party (PRS), the National Liberation Front of Angola (FNLA) and the Humanist Party of Angola (PHA) won six seats (two seats each party).

The EIU 2022 Democracy Index Report (DI) states that electoral institutions in Angola proved resilient, effectively facing heightened public discontent and an anti-incumbent backlash. Meeting an historic milestone, the 2022 election in Angola was judged free by international observer, at the time it helped to significantly boost the country's DI. In 2022, the country increased 13 positions from a ranking of 122 in 2021, to a ranking of 109 out of 167 countries. According to the DI scorings, Angola improved in three out of five index categories namely: 1) electoral process and pluralism, 2) functioning of government, and 3) political participation. The other two categories 4) political culture and 5) civil liberties remain unchanged from 2021¹⁷.

¹⁴ See Ibrahim Index of African Governance (IIAG) report for Angola. <https://iiag.online/locations/ao.html>

¹⁵By using 23 qualitative and quantitative indicators, the GPI measures the state of negative peace across three domains: the level of Societal Safety and Security; the extent of Ongoing Domestic and International Conflict; and the degree of Militarization. See Institute for Economics and Peace. Global Peace Index Report 2023. <https://www.economicsandpeace.org/reports/>

¹⁶The PPI is based on eight key Pillars analysed for any country: 1) well-functioning government; 2) sound business environment; 3) acceptance of the rights of others; 4) good relations with neighbours; 5) free flow of information; 6) high levels of human capital; 7) low levels of corruption and 8) equitable distribution of resources See Institute for Economics and Peace. Positive Peace Report 2022: Analysing the factors that build, predict, and sustain peace. <https://www.economicsandpeace.org/reports/>

¹⁷ See the Economist Intelligence Unit <https://www.eiu.com/n/campaigns/democracy-index-2022/>

7.2 Information on the Intervention

7.2.1 Intervention object, developmental challenge, and alignment with national priorities.

In compliance with the UNDP Evaluation guidelines, this section includes four subsections to fully provide project detailed information. The following first subsection describes the evaluated project, the project object and expected beneficiaries and the developmental challenge addressed by the project.

The object of this Mid-Term Evaluation is the Project Technical Assistance for Local Governance (TALG). This project responds to the Government of Angola (GoA) decision to implement “*autarquias locais*” countrywide within a period of 10 years (2020-2030). These *Autarquias locais* represent a significant public administration reform, since the country adopted multi-party democracy in 1991, that led to the country’s first elections in 1992.

The project ‘Technical Assistance for Local Governance’ in Angola started its implementation since June 2019, with the financial assistance of the Royal Norwegian Embassy (Norway), the Royal Dutch Embassy (Netherlands), the United States Agency for international Development (USAID) and the technical assistance of the United Nations Development Programme (UNDP).

The overall goal of the project is **to support the national process of institutionalization and organization of *autarquias locais* in Angola scheduled for 2020-2030, with provision of technical assistance to promote impartial participation and representation of all actors and citizens, inclusive processes and local governance institutions and strong local democratic culture through citizen ownership.**

The project aligns with national priorities by supporting the GoA efforts to institutionalize *autarquias locais* and to establish functional local mechanisms for citizens’ political participation. The project is managed by UNDP with the institutional support of the current Ministry of Territorial Administration (MAT) and other implementation partnerships of national counterparts, primarily the Ministry of Social Action, Family and Women Promotion (MASFAMU), Parliament (4th Commission and Caucus of Women Parliamentarians), Local Administrations and Civil Society Organizations (CSOs).

The *autarquias locais* are mandated and acknowledged in the Angolan Constitution (CRA)¹⁸ as local authorities. Since the effectiveness of the *autarquias locais* varies according to the level of citizens’ participation and process ownership, the country seeks the institutionalization and organizational processes and resources for achieving inclusive and participatory schemes, giving voice to the citizens with a special focus on women and most vulnerable population. The country also needs to consolidate the *autarquias locais* mechanisms enabling inclusion, transparency, and accountability.

¹⁸ The Constitution of the Republic of Angola establishes that the democratic organization of the state at local level is based on the principle of political and administrative decentralization. Local authorities will be constituted by collective territorial organs corresponding to groups of residents in designated divisions of the national territory (CRA Art.2/217:1).

The way in which *autarquias locais* collect, allocate and spend limited resources defines their long-term economic development, and impact on population lives and opportunities. The need for more transparency in public finance management (PFM) schemes is critical to meeting accountability standards, by showing how resources are raised and invested to overcome developmental challenges. The latter implies having concrete participatory budgeting practices to engage citizens and CSOs during the budget cycle (budget drafting, adoption, implementation, and monitoring).

In Angola, the National Development Plan (PDN 2018-2022) goal 2.4 targeted the introduction of participatory budgeting in all the 164 municipalities by 2022. Participatory Budgeting (PB) is a mechanism through which governments can guarantee the efficient management of public finances. PFM also entails governments to publish information on the State budget and for Supreme Audit Institutions to oversight and influence budget implementation.

7.2.2 Project expected beneficiaries, results framework, and implementation strategies.

This second subsection describes the project expected beneficiaries, linked to the identified results framework. It also describes the identified data to measure project progress and selected implementation strategies.

To address the above-mentioned developmental challenge and to support the GoA priorities the TALG project supported *autarquias locais* aiming at achieving four main results: the **first identified result was: Participatory budgeting capacity is built, and its practice introduced in local governments.**

The project also aimed at the political empowerment of citizens, particularly for women to participate in local elections as voters and candidates. It is expected that the women's engagement in *autarquias locais* as voters and candidates will yield a better performance of local governments, particularly with regards to the needs of the most poor and vulnerable groups. This, as experience shows that women have different life experiences and needs that give them unique problem-solving insights. Their participation and representation in local governments elections and in local government institutions is more likely once women are better equipped to make their voices heard.

Addressing the needed engagement of women in *autarquias locais* in Angola, the project envisioned **a second intervention result: Citizens (Residents Committees) and women in particular are empowered as leaders and effective participants (actively and passively) in *autarquias locais*.**

The project also supported Civil Society Organizations (CSO) to engage in local governance processes. This, in line with the National Development Plan target of 2022: participatory capacity building of 50 per cent of CSOs in the country. It was expected that the CSOs trained through this intervention were able to effectively participate in processes of formulation, monitoring, and evaluation of public policy.

To address this specific GoA mandate, the project envisioned a **third intervention result: CSOs are equipped to participate and engage in policy formulation, implementation, and monitoring.**

The GoA aims at consolidating the *autarquias locais* by promoting inclusive frameworks and mechanisms working under impartial participation and a fair representation of citizens. It was envisioned that these mechanisms would yield inclusive processes, solid and transparent local institutions, and strong local democratic culture through citizen ownership.

To support the GoA goals on strengthened *autarquias locais*, the project envisioned a **fourth intervention result: Strengthening of the legal framework of *autarquias locais* and its implementation with a focus on inclusion, transparency, and accountability.**

The above-mentioned results framework was measured with a set of indicators identified for the four results: **The log-frame includes nine quantitative indicators with specific targets as follows:**

Output 1: Participatory budgeting capacity is built, and exercise introduced in municipalities.

- 1.1: **40 municipalities** with participatory budgeting committees
- 1.2: **40 municipalities** with participatory budgeting exercise
- 1.3: **Two knowledge products** developed.

Output 2: Citizens, residence committees (CMs) and women are empowered to participate effectively (actively and passively) in *autarquias locais*.

- 2.1: **50 women trained** in citizenship and public leadership, local governance, and development.
- 2.2: **Six informative and educational knowledge products** developed on local governance.

Output 3: CSOs equipped and engage in formulation, implementation, and monitoring of public policy.

- 3.1: **Three CSOs** trained in public policy.
- 3.2: **Three monitoring** actions by CSOs.
- 3.3: **Three public policies** and/or programs monitored by CSOs.

Output 4: Strengthened the legal framework for election of local governments, promoting inclusion, transparency, and accountability.

4.1: **Four strategic legislations** supported.

Output based implementation strategies were defined to achieve the four intervention results. The implementation was phased out as follows:

Phase I: Pre-*autarquias locais* in 2019-2020.

Phase II: During-*autarquias locais* in 2021-2025.

Phase III: During-*autarquias locais* in 2026-2030.

Each phase informed the results and the **strategic actions and adjustments of the subsequent phases**. The project **Phase I**, expected to be completed in 2020, defined the UNDP role and mode of engagement through **four strategic components**:

- (i) **Management:** Under a Direct Management Modality (DIM), and in collaboration with relevant institutions, key stakeholders and implementation partners, UNDP formulates action plans for each output; ensures the functioning of the project management mechanisms; compiles data and reports results to the project governance mechanisms and partners.
- (ii) **Technical Support Base (TSB):** Based on UNDP's national, regional, and global expertise and knowledge, the TSB provides technical tools relevant to the project goals. For example, the TSB uses a South-South Cooperation to identify previous experiences on local governance and to identify experts to facilitate training sessions, to exchange knowledge with national counterparts and to share best practices in multi-stakeholder sessions. The TSB also identifies alignment actions with line state institutions.
- (iii) **Output action plans:** UNDP, in consultation with relevant institutions, key stakeholders and implementing partners, leads the formulation of individual output action plans. This, to ensure the project feasibility through calendar, institutional, procedural alignments, and national and local ownerships.
- (iv) **Harmonized log frame matrix:** Managed by the Project Management Unit (PMU) to support the project implementation stages and to enable precise, concise, and permanent data collection strengthening the reporting process.

The project **Phase II** was expected to be completed in 2025, and the project **Phase III** was expected to be completed during 2026-2030. The outputs and strategies of these two phases were planned to be defined by the results and lessons learned from the preceding phase.

The project team is currently defining between the project closure by December 2023 and/or resuming the project components in new interventions on PB and strengthening of local participatory governance mechanisms.

7.2.3 Project key partners role, cross-cutting issues, and total budget.

This subsection mentions the main key partners involved in the project implementation and their contributions. It also describes the identified cross-cutting issues, mainly gender issues ending with a mention of project budget.

The project was managed by UNDP with the institutional support of **MAT** and implementation partnerships of national counterparts, including primarily the **Parliament** (4th Commission and Caucus of Women Parliamentarians), Institute of Local Administration Training (**IFAL**), **Local Administrations** and **CSOs**.

The **key partners' role** was paramount to implement the strategies to strengthening Participatory Budget (PB). The MAT and the local provinces authorities, together with the **municipal administrations** had an active role to **standardize and formalize PB mechanisms**, such as the tools for digitalizing PB and the **Technical Committees for Participatory Budget (CTGoM)**. These committees became crucial acting partners to achieve concrete citizens' PB processes which are the main participation body to give voice to citizens needs and to budget 25 million Kwanzas to be assigned to projects addressing the most voiced and relevant needs in any certain municipality.

The main project cross-cutting issue was gender. The project includes one specific output to empower women for political participation in autarquias locais with defined activities such as the completion of a training package with three modules to promote the participation of women in local government elections and institutions and governance as candidates, voters, and civic mobilizers. These modules were: 1) gender, women, and public leadership, 2) local government and development and the role of women, and 3) Angola's local governance model, attributions, institutions, and processes. A group of 50 leading women (G-50) was selected, composed of 25 women directly indicated by the parliamentary parties and 25 women were competitively selected from civil society. No further disaggregated data by sex or vulnerable group was tracked in the project reports.

The project was funded by the Royal Norwegian Embassy (Norway), the Royal Dutch Embassy (Netherlands), the European Union, and USAID in sequence to the support provided to Angola's 2017 general elections. The initial project budget was USD 697,243.00 with a budget extension in 2021 totalling USD 1,045,345.45.

7.2.4 Project design and implementation constraints

To comply with the UNDP Evaluation guidelines the fourth subsection identifies some Theory of Change (ToC) weaknesses and identifies the project implementation constraints.

Regarding the project design it is worth mentioning that the project developed a basic diagram ToC requiring a clearer alignment with the outcomes defined for the intervention. The project ToC does not have an additional narrative but the one included in the diagram boxes, which does not necessarily outline the working hypothesis to be verified during and after the project implementation.

Ideally, a solid ToC includes components showing the completion of explanatory and analytical process during the project design phase. The TALG project ToC lacks these components such as the assumptions underpinning each outcome. For example, the project ToC includes a final impact result reading “Social morbidity, poverty and inequalities will be eradicated.” This expected impact is not necessarily aligned with the project goals, or the planned interventions at the *autarquias locais* level. Even when a solid ToCs also include the final impacts of a given intervention at the macro level, the project ToC reads an unlikely impact with the project goal, the defined actions, and the intervention scope. No assumptions or risks were identified in the project ToC.

While the results framework includes an output with the specific cross-cutting topic on gender, namely output two, the ToC does not show neither the causal relations between “women empowerment” and “strengthened *autarquias locais*”, not the underlying assumptions under which the working project hypothesis will operate. There is a need to improve the project ToC assumed causal relationships throughout the results chain, and to clarify the expected sequence between the different results levels.

Regarding the project implementation constraints, it is worth mentioning that despite the project was supposed to initiate in 2019, its implementation only started in early 2020 as per the MAT delayed signing of the project document in late 2019, and the further delayed signing of the workplan in early 2020. The COVID -19 pandemic further impacted the implementation of project activities from 2020 -2021 mainly as per the lockdown and the mobility challenges to complete planned trainings and in presence PB consultative processes.

8 Evaluation scope and objectives.

8.1 Evaluation Scope

The project document (PRODOC) originally committed a two-year intervention to be implemented during the period January 2019-December 2020. The PRODOC evaluation plan mandated a final evaluation/review due by Dec 2020-Jan 2021. The evaluation was postponed after the project had a no-cost extension (NCE) in 2021, for continuing activities until 2023.

The scope of the evaluation is consistent with the evaluation TORs (see Annex 1). As per the TORs this is a mid-term evaluation. However, this evaluation will be concurrently carried out with the project team’s ongoing decision-making process. The project team is yet to define either the project financial and programmatic closure and/or its continuation as a component of a new project on participatory budgeting and strengthening of local participatory governance mechanisms to be jointly implemented with the GoA (MAT). Hence, this evaluation will assess the project most immediate results up to October 2023. The evaluation will either inform the project AWP 2024, or it will inform the design of a new project on participatory budget.

The evaluation was completed in 21 working days during the period October 16th -December 7th, 2023. The evaluation included a 10-day fieldwork phase to interview project beneficiaries and stakeholders based in two provinces: Luanda and Cuanza-Sul. The list of interviewed stakeholders

was defined with the evaluation manager, considering representativeness and evaluation feasibility criteria.

8.2 Evaluation Objective:

The purpose of the evaluation is to assess the main achievements of the project “Technical Assistance for Local Governance” (TALG) during the period June 2019-October 2023. The evaluation analyses the main project results against its four outputs included in the project log-frame, and its corresponding indicators and defined targets.

Based on the project data desk review and the evaluation field work and, by using the evaluative questions matrix, the evaluation determines the Project’s relevance, effectiveness, efficiency, and sustainability. The evaluation aims at identifying the extent to which expected outputs were achieved and to identify unexpected outcomes if any.

The evaluation assesses how the gender cross-cutting issue was addressed and notes the lack of any other cross-cutting issues at the intervention planning and implementation stages. Finally, the evaluation also documents lessons learned and actionable recommendations to inform future UNDP Angola projects on *autarquias locais* with a PB oriented strategy.

8.2.1 Evaluation context and relevance

This mid-term evaluation is relevant as the project is a trailblazing joint effort implemented by the GoA (MAT) and the UNDP Angola. There is no previous record of related governmental initiatives on PB. Hence, this **evaluation** findings and recommendations will be useful to inform ongoing decisions on continued efforts to consolidate PB in **Angola**.

8.2.2 Evaluation expected users.

The expected users of this evaluation are varied, starting with UNDP Angola and its main project implementing partners namely the **GoA (MAT and other internal units)**, the provincial and municipal governments and the **164** Technical Management Committees (**CTGOMS**). The findings of this evaluation will inform future decision-making processes, particularly the ones related to the PB mechanisms operation and effectiveness, as it includes actionable and specific related recommendations.

Other evaluation users are the CSOs involved in PB processes and the Residents Commissions which even if indirectly, are also related with PB processes mainly through their representatives also participating as members of the CTGOMS. **Donors and other stakeholders** can also use the findings of this evaluation to inform future funding decisions.

8.3 Evaluation criteria.

The mid-term evaluation based the analysis on the following evaluative dimensions proposed by the Organization for Economic Co-operation and Development's (OECD) Development Assistance Committee (DAC)¹⁹ :

8.3.1 Relevance:

The relevance criterion was used to determine to what extent the project supported the GoA to achieve its national priority of institutionalizing autarquias locais and PB mechanisms. It also analysis the extent of alignment with the SDGs and the CPD outcomes.

With this criterion, the evaluation assessed if the project was based on a correct identification of national key priorities and included strategies to indeed address those priorities, mainly on consolidating PB mechanisms. The consultant compared the ToC with the identified national priorities and, even when the ToC was found somehow brief and slightly linked to the intervention results framework, the consultant went further on the analysis to identify operational linkages in each project Annual Workplan and the identified national needs since the project's design stage. This allowed the evaluation to track yearly project relevance and alignment, even when the original ToC remains unlinked and unchanged during the project cycle.

8.3.2 Effectiveness

The effectiveness criterion was used to determine to what extent the project is on track to achieving the project goal and outputs during the evaluated period.

The evaluation assesses the extent to which the four identified results were achieved during the analyzed implementation project. The evaluation identifies the sequence between the originally planned phases considering the initial implementation delays and the non-cost extension granted to the project in 2021. The evaluation also analysis how the COVID 19 pandemic impacted the implementation of some specific activities, while also tracks the progress of the corresponding outputs despite the health emergency challenges.

8.3.3 Efficiency

The efficiency criterion was used to determine how economically resources or inputs were converted to project results.

The analysis in this section is based on narrative reports and CDRs including a qualification of the delivery performance based on a summary budget during the period 2019-2022. No updated financial information for 2023 was provided for this evaluation.

¹⁹See: Organization for Economic Co-operation and Development's (OECD) Development Assistance Committee (DAC). 2010 <https://www.oecd.org/dac/evaluation/dacriteriaforevaluatingdevelopmentassistance.htm#:~:text=The%20OECD%20DAC%20Network%20on,two%20principles%20for%20their%20use>

8.3.4 Sustainability

The sustainability criterion was used to determine the level of national ownership and the prospects for further expanding the project results.

This evaluation tracked sustainability results by analyzing the level of acquired governmental ownership of the project specific activities to strengthened PB mechanism. More interestingly, the evaluation identified the potential cultural changes towards citizens participation in public policies by directly applying related evaluative questions to stakeholders and direct beneficiaries. This, as the project did not include an explicit exit strategy or any sort of future budget commitment on its initial project document.

8.4 Evaluation questions

This evaluation addressed the above-mentioned evaluative dimensions by using a thorough evaluation matrix including eleven general questions and a set of tailored made questionnaires applied to the different project actors and stakeholders. The evaluation matrix connects the evaluation questions with each dimension and specifies concrete data sources and data collection methods.

The evaluation matrix also includes specific indicators as individual criteria to determine the level of success of each evaluative dimension. This matrix also includes the data analysis process for each evaluation question which shows the analytical steps to verify and triangulate the data collected during the field work evaluative phase.

In addition, the inception phase of this evaluation included an Evaluability Analysis (EA) based on seven preliminary questions to analyze the extent to which the project is prone to be evaluated. The evaluability questions yielded important information on the project design quality, the project data sufficiency and the evaluation relevance and timing.

9 Evaluation approach and methods

9.1 Evaluation phases, data sources, sampling criteria and data collection tools

This mid-term evaluation was developed according to the above-mentioned UNDP Evaluation Guidelines. As mandated in these guidelines, the evaluation was developed in three phases: 1) Evaluation Inception Phase; 2) Evaluation data collection and initial data analysis, and 3) Reporting findings, identification of lessons learned and recommendations.

The evaluation inception phase started with a kick-off meeting with the TALG Project Manager who also performed as this mid-term evaluation's manager. The meeting was also attended by the Results Based Manager (RBM) and Communications Specialist and two other staff previously working on the TALG project as Gender Specialist and Program Assistance, respectively. Several follow up meetings were held with this mid-term evaluation's manager to agree on the evaluation scope and deliverables. During these meetings the consultant provided the evaluation manager

with different lists of requested information for the desk review process and to design ad-hoc data collecting tools.

As per the UNDP guidelines, **the inception phase also included the completion of the Evaluability Analysis (EA)** which informed about the project design and the data gaps to be considered when designing the evaluation methodology. **An initial desk review informed this EA and helped to identify** several data gaps of primary sources, which increased the need to collect primary data during the interviews (such as disaggregated data of the PB mechanisms' membership). Some of the basic information needed was not available for this evaluation. Since the inception phase it was noticed that there were several data gaps as the project lacked relevant information such as lack of results monitoring systems, quarterly reports, financial data, and institutional memory of project team rotation. The evaluation considered these important data gaps to explain some implementation challenges and to inform some lessons learned included in this evaluation report. The available information shared by the project team during the desk review indeed enabled the access to some primary sources such as the PRODOC; annual reports, annual work plans, government policies, legal documents, and other administrative communications, evidencing coordination with UNDP Angola and implementing partners, mainly the MAT.

The inception phase also informed this evaluation on the project goals and expected outcomes, which were later considered to design ad-hoc data collection tools to be used with primary information sources during interviews and to be later triangulated with further interviews with paired actors.

The agreed deliverable of this Inception phase was the Inception Report (IR) submitted to the Country Office (CO) before the field work phase. This IR was the basis to, jointly with the project manager, validate the final definition of the evaluation scope, the final evaluative questions and to define the sampling method of actors to be interviewed during the field work. The IR also included a proposed evaluative methodology, a detailed schedule and work plan, and the evaluation matrix which was used to define and validate the data collection tools. The IR fully complied with the IR template suggested by the UNDP Evaluation Guidelines. The IR also included the proposed final evaluation report outline.

During its second phase this evaluation focused on collecting all available data through further research but mostly through different data collection methods such as interviews with several project actors and stakeholders and focus groups discussions with direct and indirect beneficiaries.

Given the data gaps, the data collection methods selected for this evaluation varied from structured desk analysis of project design (ToC), semi structured interviews and other *ad-hoc* interviews to document the actual project progress against projected results. The data collection aimed at identifying variables enabling the project progress during the studied period.

The agreed sampling method for defining interviewees used the criteria of representation of supported local administrations based on a **disaggregation of beneficiaries by gender, project roles, and urban and semi-urban locations**. The sampling **also included governmental and non-governmental implementing partners, donors, and project staff members**. The evaluation faced time constraints to have access to remote locations which entailed selecting the two above-

mentioned provinces in Angola: Cuanza Sul and Luanda. However, this constraint was addressed by including all mentioned actors in five municipal locations Cazenga, Sumbe, Ebo, Kilamba Kiaxi and Porto-Amboim, to collect diverse data enabling the information triangulation with paired project actors in different locations.

The consultant conducted 11 semi-structured interviews and Focus Groups Discussions with a diverse group of project actors. The consultant interviewed a varied set of direct beneficiaries: national and local government officials, trained women, CTGoM members and CSOs representatives. The consultant also interviewed indirect beneficiaries: Resident Commissions (CM) members and women trainers. The consultant also applied semi structured interviews to 4 staff members and project donors. The majority of the interviews were conducted in person during the 10-days field work to Angola, with exception of one interview to one UNDP staff member, interviews with donors and two focus group discussions with women beneficiaries and women trainers.

9.2 Evaluation performance standards, ethical considerations, and quality assessment

This evaluation matrix includes evaluation performance standards for the questions defined in each OECD/DAC evaluative dimension. These standards were tailored according to questions designed to measure progress of outputs and targets within the results framework.

This evaluation complies with the United Nations Evaluation Group (UNEG) Ethical Standards²⁰ meeting the conditions for the evaluator to be independent, impartial, credible, accountable and to avoid conflicts of interest.

All interviews were carried out with only the presence of the evaluator with no presence of any UNDP staff member. At the beginning of each interview the evaluator openly commented on the anonymity of the responses, for interviewees to feel safe to openly express their opinions. Confidentiality of responses was maintained along the evaluative exercise. No reference of individual names or any personal information was included in the evaluation report. A signed pledge of ethical conduct was submitted to the CO together with other documentation during the hiring process.

The evaluation report complies with the suggested outline included in the UNDP Evaluation guidelines. The report and its contents were checked against the quality assessment questions included on section 6 of the mentioned guidelines.²¹

Additional quality check measures were taken during this evaluation such as 1) An initial discussion of the UNDP Evaluation Guidelines with the evaluation manager to agree on rules and quality standards; 2) the timely submission of the IR to agree on evaluation expectations , scope and standards; 3) Debriefing at the end of the fieldwork to discuss information gaps and discuss

²⁰ See <http://www.unevaluation.org/ethicalguidelines>

²¹ See UNDP Evaluation Guidelines 2021. Section 6, Evaluation Quality Assessment
https://erc.undp.org/pdf/UNDP_Evaluation_Guidelines.pdf

preliminary findings; 4) submission of an evaluation draft report and 5) implementation of the audit trail to complete the final report.

9.3 Evaluation major limitations and mitigation measures

The evaluation faced the following limitations and implemented the following mitigation measures:

- The long distances between provinces prevented a broader sample of municipalities from being visited during the fieldwork phase. To address this limitation the sampling included municipal governments within each one of the ‘development categories’ (A, B, C, D) used by the GoA to have a representative group of interviewees living in urban, peri -urban and rural areas.
- The project documentation was gradually submitted which implied writing the IR with pending information. To address this limitation the evaluator had extraordinary meetings with the evaluation manager to thoroughly follow up on pending information.
- Lack of documentation on the project design. The ToC is unfinished. The evaluator included in this report how this vacuum of information could have impacted some evaluative aspects. To address this limitation the evaluator included in the IR specific suggestions on how to reconstruct the ToC for future planning processes.
- Lack of project M&E data which was compromised as per the mal functioning transference from the UNDP platforms ATLAS to QUANTUM. It is expected that for further project evaluations this transition will be fixed, and the information will be recovered. Also, there was no information related to indicators tracking and AWP monitoring system. To address this limitation the evaluator conducted the EA to identify specific data gaps and consider them to define a functionable evaluation approach, also including specific sub questions during the interviews for data sources’ diversification.

10 Data analysis.

This evaluation is based on the analysis of the following type of data:

- a. Qualitative primary data sources: PRODOC, annual reports, annual work plans, and administrative documentation.
- b. Secondary data sources: qualitative and quantitative data regarding the government policies, legal mandates, and the Republic of Angola economic, social, and political context.
- c. Qualitative data collected: both during the fieldwork and virtually, the evaluator carried out presence and zoom interviews and focus group discussions gathering relevant information which mainly informed this evaluation’s findings, conclusions and lessons learned.
- d. Quantitative data: summary budget updated until 2022 and Combined Delivery Reports.

The evaluator carried out the following data analysis process:

The information from the a) qualitative primary data sources was thoroughly reviewed and systematized to identify inputs for specific evaluative phases. The desk review phase was primarily informed by these data sources. Some questions in the evaluation matrix were proposed after this review which informed potential responses, to be further validated and triangulated during the data collection phase. This revision also informed about data gaps to be addressed during the data collection phase.

The information from the b) secondary data sources informed this evaluation on the TALG project relevancy and implementation context. This information was useful to understand specific governmental needs in terms of citizen participation, women and CSOs which compliance was verified with the interviews' questionnaires. The acquired information informed specific sections such as the cross-cutting issues one and the conclusions.

The information from c) qualitative data collected both in presence and virtually was varied. This information included the comments, responses, and expressions of a varied sample of project actors disaggregated by gender, project role and location. The data obtained from these primary sources was dully thematically coded and cross-referenced against the evaluative dimensions. The evaluation was mostly informed by both a thematic and a grounded theory analysis, by identifying key themes, relevant trends and comparing observations.

The information was triangulated given the varied sampling of paired interviewed actors in different locations. This data analysis informed the evaluation questions and nurtured the overall project progress evaluation for each evaluative dimension, its findings, and conclusions.

The analysis in this section is based on narrative reports and CDRs including a qualification of the delivery performance based on a summary budget during the period 2019-2022. No updated financial information for 2023 was provided for this evaluation.

11 Evaluation Findings

Following the UNDP evaluation Guidelines, this section includes the evaluation findings as facts identified based on the data analysis. The findings are structured around the OECD/DAC evaluative dimensions and the corresponding evaluative questions defined for each dimension. This, for the evaluation users to connect the evaluation questions with its findings.

The findings identify variances between planned results and actual achievements, highlighting both cases in which expected results were not only achieved but surpassed, and those cases when the project had shortcomings on results achievement or progress.

The section starts with the findings on the project design as it explains how the design strengths and weaknesses could have affected the project implementation and results' achievement. The following findings are presented by each one of the OECD/DAC evaluative dimensions. Findings on cross-cutting issues, mainly gender, are also included in this section.

11.1 Project Desing

Finding 1: The project two core interlinked strategies to support the GoA in consolidating PB mechanisms are well disaggregated and well correlated with the project results frameworks.

The project had two core interlinked strategies to support two types of PB modes defined by the GoA, aiming at consolidating, and having functional PB mechanisms. Both forms of PB were reflected in Output 1: Participatory budgeting capacity is built, and exercise introduced in municipalities.

The first type of PB mechanism refers to the specific CTGOMS implementing specific municipal mechanisms to promote “*orçamento participativo*” or “*citizen budget*”. The CTGOMS are citizen Technical Committees comprised of 11 elected citizens who consult with the other citizens living in a given municipality. This consultation informed the design of a yearly project portfolio implemented by the CTGoM. Through this yearly project portfolio, the CTGOMS addressed the most pressing needs expressed by the community through specific projects ranging from providing water and public lighting, or refurbishing schools, among other varied topics.

Each CTGoM had a budget of 25 million kwanzas (estimated USD 30,000) yearly disbursed by MAT²². The project portfolio was assigned 22.5 million and the remaining 2.5 million were used for the CTGOMS operations. The 11 citizens were elected by the community and some of them were also members of the CM which is an older body for citizens to participate in and express varied needs.

The second mode of PB is called “*orçamento participado*” or “Participatory Budget of Municipal Administrations/Local Governments”. Unlike the first PB mechanism described above, this mode consisted of having mechanisms for Municipal Administrations to hear citizens’ voices and identify citizens’ needs to inform the decision-making processes to elaborate the state budget. This type of PB is done through selected CSOs facilitating a series of citizen consultations where people from all over the country express their most pressing needs and concerns, which in turn allows to identify systematic topics and entry points informing the yearly state budget planning. UNDP and MAT agreed on providing technical assistance for two national CSOs to develop a data collection tool to be used in all 164 municipalities during the consultation forum: the Municipal Forum for the Participated Budget of Municipal Administrations (FAMCO)²³. This forum took place in 2021 with data collected prone to inform the state budget planning in 2022.

Another consultation forum was piloted in the Namibe province in 2021. The Forum for Municipal Accountability (FMPC) is intended to use a tailored data collection tool to gather socio-demographic information on the Forum participants and most importantly, to track the actual municipality expenditure, project implementation and financial status, which is a pioneering

²² Presidential decree 234/19.

²³ Also named Municipal Forum for the Collection of Contributions for the Preparation of the Municipal Administration Participatory Budget (FAMA).

reporting tool aiming at consolidating the public expenditure transparency. This tool has been developed and is set to be used during the FMPC rolling out in 2024.

The project planning team created a visionary plan with varied entry points to deliver these two PB modes in Angola. The project disaggregated interventions in a strategic manner, considered the varied actors and contexts, and showed a good understanding of the varied needed approaches that such a national effort would entail. That being acknowledged, the actual achievements of these two PB strategies are further analyzed in the effectiveness section.

Finding 2: The project ToC is incomplete, in need of a revision to clearly state causal relations and to define results directly linked with the intervention. The ToC is in need to identify assumptions and risks to fully comply with rigorous project design processes.

The lack of a solid ToC could have prevented the project to define assumptions on the needed coordination with the GoA and most importantly, to identify implementation risks related with the sufficiency of resources, specially for the functioning of the CTGOMS and all the needed training to fully operate digital tools in an effective manner.

The project ToC does not have an additional narrative but the one included in the diagram boxes, which does not necessarily outline the working hypothesis to be verified during and after the project implementation.

A solid ToC includes components showing the completion of explanatory and analytical process during the project design phase. The project ToC lacks these components such as the assumptions underpinning each output. For example, the ToC includes a final impact result reading “Social morbidity, poverty and inequalities will be eradicated.” This expected impact is not necessarily aligned with the project goals, or the planned interventions at the *autarquias locais* level. Even when a solid ToC could also include the final impacts of a given intervention at the macro level, the project ToC reads an expected impact which is not necessarily aligned with the project goal, the defined actions, and the intervention scope.

While the results framework includes an output with the specific cross-cutting topic on gender, namely output two, the ToC does not show neither the causal relations between “women empowerment” and “strengthened *autarquias locais*”, not the underlying assumptions under which the working project hypothesis will operate. There is a need to improve the ToC’s assumed causal relationships throughout the results chain, and to clarify the expected sequence between the different results levels. (See recommendation one)

Finding 3: The project Results and Resources Framework (RRF) includes relevant output results logically linked to project activities. The indicators are relevant to measure outputs progress. There are indicators with equal quantitative unit measures which prevents to understand the project potential outreach. There are no qualitative indicators tracking some sustainable results in terms of process ownerships. The RRF was updated according to the project progress by including new indicators.

The Project design correctly aligns activities and expected outputs. The indicators outlined in the RRF are well aligned with the results and elaborated in a clear way to show Project's progress. Each quantitative indicator includes baselines and disaggregated targets for the two-year intervention. The targets are cumulative showing an expected total at the end of the two years. Additional indicators were included in the RRF after having completed the original ones. This evidences the project's effectiveness, which is further discussed in the corresponding section.

However, a wider variety of indicators would have supported a broader tracking of results beyond the quantitative achievements in terms of created PB mechanisms or knowledge products completed. The project only included quantitative indicators and, even for those indicators, there is a need to have a wider variety and number of indicators for all project results to be properly reflected and measured.

Also, the use of different units to measure quantitative indicators' change would allow a better understanding of the scope of the intervention during the two years. For example, instead of just using "number of women trained in public leadership" a revised indicator "percentage of women trained in public leadership" and a defined target based on the total universe of women prone to be trained, would allow a better understanding of the intervention expected outreach.

Some indicators need better wording to comply with SMART parameters. The indicator 4.1 "Number of technical and strategic interventions completed" requires a different wording to be specifically aligned with the output four defined as: "legal and operational mechanisms for local authorities' implementation are strengthened with the provision of technical assistance". A different wording would allow a better understanding of the indicator if isolated from its corresponding output. (See recommendation two)

11.2 Relevance

The relevance criterion was used to determine to what extent the project supported the GoA to achieve its national priority of institutionalizing *autarquias locais* and PB mechanisms. It also analysis the extent of alignment with the UN SDGs, UNDP SP, UNSDCF Angola and CPD outcomes.

Finding 4: The project is correctly aligned with national priorities supporting *autarquias locais* to advance its decentralization processes.

The project acknowledges the need to respond to one important national priority mandated by the constitution: "The Constitution of the Republic of Angola establishes that the democratic organization of the state at local level will be structured based on the principle of political and administrative decentralization (CRA 213:1-2). Local autonomy will include the right and effective capacity of the local authorities to manage and issue regulations for local public matters, under the terms of the Constitution and the law, on their own account and in the interest of their respective local populations (CRA 214:1-2). Local authorities will be constituted by collective

territorial organs corresponding to groups of residents in designated divisions of the national territory” (CRA Art.2/217:1).

The project addressed the Fourth Pillar of the National Development Plan (PDN 2018-2022) on promotion of citizenships and citizen participation in governance, peace, democracy, rule of law, good governance, state reform and *autarquias locais*. The project also promoted the sixth pillar of the PDN namely, ‘Preservation of National Unity and Cohesion’, with a focus on the policy of modernization of public administration and management.

The project contributed to achieve PDN target 2.4 to “introduce participatory budgeting in all the municipalities by 2022” it also contributes to promote “capacity building of 50 percent of all CSOs in the country by 2022 to obtain skills for effective participation in processes of formulation, monitoring and evaluation of public policy”.

Finding 5: The project is correctly aligned with SDGs, UNDP SP, UNSDCF Angola and CPD outcomes and actions remain relevant for each AWP.

The project contributes to the **SDG 16** “Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels”. Specifically, the project collaborated with **Target 16.6**: Develop effective, accountable, and transparent institutions at all levels and **Target 16.7**: Ensure responsive, inclusive, participatory, and representative decision-making at all levels. The project also contributes to **SDG 5** “Gender Equality” specifically towards the **Target 5.5** Ensure women’s full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic, and public life.

The project addresses the **UNDP SP 2018-2021 outcome two**: Accelerate structural transformations for sustainable development. The project is also aligned with **SP Signature solution two**: Strengthen effective, inclusive, and accountable governance systems and processes are recognized as crucial to sustainable development and human security. In particular the project contributes to **indicator 2.2** Constitution-making, electoral and parliamentary processes and institutions strengthened to promote inclusion, transparency, and accountability. The project also promotes **SP Signature solution 6**: Strengthen gender equality and the empowerment of women and girls.

The project aligns with the United Nations Sustainable Development Cooperation Framework (UNSDCF) Angola output: By 2022, citizens participate and exercise governance oversight, people have access to justice, and human rights are observed in a context of regional peace and stability. The project also aligns with CPD Output 3.1. Inclusive and participatory local governance model, laws and regulations enabled for effective participation of individuals, particularly women and youth. The project aligns with the CPD goal to “promote the inclusion of women in development and service delivery and their effective participation and representation in decision-making processes”. The project was also kept relevant in the three Annual Work Plans

(AWP) as the project team devised sequenced actions which, based on previous years' achievements, continued efforts towards the original and new targets.

Finding 6: Partners and beneficiaries find the project highly relevant addressing the need to install PB mechanisms in the supported communities.

Regarding the evaluative questions on the project's contribution to the legalization of *autarquias locais*, it is worth mentioning that most interviewees acknowledged the relevancy of this project to support the GoA need to create and legalize PB mechanisms. The project is in line with the MAT priorities, broadly supporting the mandate to complete constitutional mandated decentralization processes and to build capacities in *autarquias locais*. The Project worked in municipalities also mapped by the MAT contributing to increase citizens credibility on the existence of PB mechanisms.

Regarding the evaluative questions on the project's contribution to the democratization of *autarquias locais*, it can be concluded that the majority of CTGOMS members agree that the PB mechanisms represent a concrete body to close the gaps between the governmental entities and the citizens.

11.3 Effectiveness

The effectiveness criterion was used to determine to what extent the project is on track to achieving the project goal and outputs during the evaluated period. The following findings were validated through repeated observations, validation, and further triangulation processes.

Finding 7: The Project was effective to achieve the result regarding PB functioning mechanisms specifically the promotion of “*orçamento participativo*” or “*citizen budget*”. (output one).

As mentioned above, the project implemented two core interlinked strategies to support two types of PB modes aiming at consolidating and having functional PB mechanisms. Both forms of PB were reflected in Output 1: Participatory budgeting capacity is built, and exercise introduced in municipalities.

The project achieved all the original results regarding the first type of PB mechanism for “*orçamento participativo*” or “*citizen budget*”. Initially, the project supported the GoA to comply with the Presidential Decrees 234/19 and 235/19²⁴ mandating the creation of CTGOMS as the sole entity responsible for managing the yearly “*citizen budget*” of 25 million Kwanzas (approximately USD 30,000) by CTGoM.

The project initially targeted the creation of CTGOMS in 63 municipalities in 18 provinces. To create these CTGOMS, 19 MAT staff carried out the first-of its kind field mission to establish the

²⁴ See Presidential Decrees 234/19 and 235/19

CTGOMS composed of 11 elected members from all the administrative communes (one member per commune) through a transparent public ballot process. Then, out of these 11 elected members, one CTGOMS coordinator and one deputy coordinator were elected for each committee. Also, MAT appointed two representatives from Municipal Administrations for each committee. Financial advisory was provided for each committee to open the mandated bank accounts, enabling the Municipal Administrator and the CTGoM coordinator as the account holders to receive and manage the yearly 25 million Kwanzas.

Five national experts completed a second field mission for capacity building purposes to provide CTGoM members with specific skills on planning and budgeting. Four sets of trainings were provided: 1) PB in Angola and its legal mandates; 2) participatory rural appraisal tools and techniques for data collection, analysis, and prioritizing; 3) planning, programming, budgeting, reporting, and monitoring; and 4) procurement and celebration of service contracts with suppliers. The total beneficiaries of this training were estimated at around 8,300 people. No disaggregated data by gender, age or location is available.

In 2022 the project surpassed its original targets and achieved the creation of CTGOMS in all 164 municipalities in Angola. In all CTGOMS 11 citizens were elected by the community, and some of them were also members of the CM which is an older body for citizens to participate in and express varied needs.

As mentioned, each CTGoM had a “citizen budget” of 25 million kwanzas (estimated USD 30,000) yearly disbursed by MAT²⁵. The project portfolio was assigned 22.5 million and the remaining 2.5 million were used for the CTGOMS operations each year.

After the CTGOMS members follow a systematic citizen consultation process within their municipalities, they analyze the collected information and based on the most important needs expressed by the consulted citizens the CTGOMS designed yearly project portfolios implemented, in most of the cases, during three consecutive years from 2021-2023. Through the implementation of these yearly project portfolios, the CTGOMS have been able to address the most pressing needs expressed by the community through specific project, ranging from providing water facilities and public lighting, or refurbishing schools, among other varied topics.

The project extended its goals and included new accountability and legislative components to this output. Since the CTGOMS managed public funds, the project implemented an accountability criterion to understand if CTGOMS were functioning as planned, by creating a tool to monitor its organization, functioning and the immediate effects of the implemented project portfolios. The project also added a legal component to further institutionalize the guidelines for the proper functioning of the CTGOMS. For this, the project hired a consultant with a legal background and experience on local governance who completed a proposal revision of Presidential Decree 235/19 to improve the CTGOMS regulation. However, as of October 2023, the planned revision was still awaiting approval from MAT. (Recommendation 3)

²⁵ Presidential decree 234/19.

Finding 8: Despite the effective progress on implementing the “citizen budget” PB mechanism, its potential to further impact citizens’ lives could improve after addressing two dilemmas: 1) the CTGOMS’ mandate to represent all citizens needs *versus* the project prioritization as per the limited budget; 2) the CTGoM freedom to define the project portfolio *versus* the selected projects’ technical viability.

During this evaluation it was observed that several CTGOMS members agree that their credibility can somehow be questioned once the consulted municipality inhabitants realize that their expressed concerns were not considering to be included in the 25 million kwanzas project portfolio. This perception was triangulated with several interviewees, including members of Local Traditional Authorities. Even when the CTGOMS’ members explain the need to prioritize, in some cases this is not enough to recover people’s trust.

Also, it was observed that some projects faced technical difficulties continuing their operation once finished and launched. In particular, civil works are done without a proper technical viability assessment which in the long term jeopardizes its correct functioning. For example, the water facilities to bring water to communities are sometimes installed too far from a water source, without considering the already available technical recommendations to ensure water flow. Also, some small bridges (*ponteco*) are built without considering current security and safety national standards. (See recommendation 3)

Finding 9: There is a need for CTGOMS to interact and communicate further with other citizen local governance bodies, such as the CM and the Local Traditional Authorities. This, as CTGOMS are sometimes perceived as another administrative unit of the Municipal Administration which increases these bodies’ expectations.

The evaluation observed that individuals from the community, including members of CMs and Local Traditional Authorities could benefit further information on the CTGoM legal character, composition, scope of work and budget.

The members of other local governance bodies sometimes perceive CTGOMS as another unit of the MAT and/or of Municipal Administration which creates misconceptions on the CTGOMS’ leeway and raises unreal expectations. (See recommendation 4)

Finding 10: The citizen budget of 25 million Kwanzas is insufficient to address the identified needs in the municipalities. This limitation is worsened by the administrative process to receive the funds, which creates significant delays in the procurement process impacting the delivery of the committed project portfolio.

As per the citizen budget rules, the CTGOMS have specific guidelines to prepare and timely submit the project portfolio and the corresponding budget to the MAT and to the Ministry of Finance.

Likewise, both ministries follow specific programming validation and respective accounting verification processes to later authorize and disburse the funds to the CTGOMS bank accounts.

However, along the above-mentioned processes, it seems to be different bottlenecks originated in both, the CTGOMS and the Ministries, which causes significant delays for the CTGOMS to receive the funds in a timely manner. The budget of 25 million kwanzas is already considered as limited. The delays in receiving the funds further worsen the limited budget as the procurement process is impacted by higher costs than originally estimated at the budget submission time. This in turn affects the project portfolio delivery, which is prevented from being completed as originally planned. The latter affects the CTGoM reputation and citizens' trust.

Finding 11: the CTGOMS monitoring tool is yet to be fully implemented and its results to be shown and used.

Even when the project aimed at promoting transparency with the creation of the above-described CTGOMS monitoring tool, it is yet to be used and to conduct an actual monitoring with specific findings, and usage.

The sole aspect specifically referred as one monitoring result is the “detection of a low or nonexistent number of women in the CTGOMS membership”. To address this gender imbalance, the project added in the CTGOMS regulation the inclusion of a gender quota of “at least 3 women” appointed in the committees. This regulated quota was in response to the analyzed composition of the first 64 CTGOMS, which implied that the remaining 100 CTGOMS complied with the gender quota.

Other than the latter, no further information or evidence showing additional monitoring results and measures taken to improve the CTGOMS functioning were provided during this mid-term evaluation.

Finding 12: The Project was effective to achieve the result regarding PB functioning mechanisms specifically the promotion of “*orçamento participado*” or “Participatory Budget of Municipal Administrations/Local Governments. (output one).

The second mode of PB is called “*orçamento participado*” or “Participatory Budget of Municipal Administrations/Local Governments”. Unlike the first PB mechanism described above, this mode consisted of having mechanisms for Municipal Administrations to hear citizens' voices and identify citizens' needs to inform the decision-making processes to elaborate the state budget. This type of PB is done through selected CSOs facilitating a series of citizen consultation where people from all over the country express their most pressing needs and concerns, which in turn allows to identify systematic topics and entry points informing the state budget planning. Together with the MAT, the project enabled two national CSOs to apply a tailored consultation methodology during the FAMCO.

As mentioned above, the FMPC aimed at collecting socio-demographic data of the forums' participants. The latter allowed to detect a low participation of women, with a vast majority of attendants being men. The FMPC also aimed at tracking the status of the actual municipality expenditure by analyzing the status of projects implementation to be later used as an input to improve public expenditure allocation effectiveness and progress.

The project agreed with MAT that a consulting company created a digital database platform that would allow the organization, visibility and reporting of both FAMCO AND FMPC forums. The digital database was comprised not only of both forums' information, but also by the above explained data collected for the CTGOMS. This first of its kind database will systematize the information from CTGOMS, FAMCO and FMPC and will ease the information flow to all local, provincial, and central administration levels.

The digital platform was already piloted at a central level, and it is ready to be officially launched in 2024. However, the platform's full usage and effectiveness is yet to be seen. As of October 2023, there is no evidence of this platform functioning as an effective reporting tool to record all aspects of the PB mechanisms. Time and further usage of this platform will later inform future evaluations if indeed this pioneering data collection tool contributed to the continued PB mechanisms' improvement and professionalization.

Finding 13: Due to the lack of monitoring data, there is no possibility to identify the total direct and indirect project beneficiaries from all output one's components.

Oher than the above mentioned estimated total trained people on PB in the first 63 municipalities, there is no monitoring data to track the total number of participants in the further CTGOMS trainings and the two celebrated Forums. (See recommendation 6)

Finding 14: The Project was effective to achieve the result regarding empowering Residents Committees (CM) and women as leaders and effective participants in *autarquias locais* (output two).

The project addressed this output through two main actions: the revitalization and expansion of CMs and the preparation of women for local governance.

Since its inception in 2016, the CM are bodies for citizen participation at the local level which contribute to progress on administrative decentralization and to consolidate local governance. In 2020 the Executive Decree 170/20 mandated the CM revitalization.

To comply with this decree the MAT DPL, the provincial governments, the municipal administrations, the traditional authorities, and the local communities supported CM revitalization actions. In particular, the TALG project supported the revitalization of 3,213 CM in 33 municipalities across 10 provinces. The 48 percent of CM (1,545) were localized and functioning in urban areas and 51.9 percent (1,668) in rural areas, respectively. As of 2022, the project supported the revitalization of over 21,000 CMs.

The revitalization plan consisted first, on strengthening MAT officials' own understanding and skills on local governance. The MAT DPL officials attended a two -weeks exchange event in Portugal with homologous staff from the Municipality of Lisboa and Coimbra, the National Association of Portuguese Municipalities, the Portuguese Institute for Youth and Sports, the National Parish Association, and the mayors from selected parishes. This exchange allowed MAT staff to learn different modalities of citizen participation in local governance, to develop citizen participation tools in local governance, and to understand methods for CSOs engagement in public policies.

MAT DPL later carried out an in-presence training in 14 provinces and a virtual training in four provinces targeting diversified members of local governance at the national, provincial, municipal, and communal levels in alignment with Angola's decentralization efforts. One training was held per each province, with the inclusion of essential members of local forms of power, both state and non-state actors. The MAT GEPE also carried out a training on data collection tools targeting GEPE departments in 18 provinces to 200 government and statistics technicians staff members per province.

The revitalization plan also entailed the development of a digital platform for CM (E-CM) Registration System²⁶ through a private sector startup, officially in February 2021.

The E-CM was created for CM to register their membership and inform of their plans, activities, and results. Together with MAT Department on Local Power (DPL), the project commissioned the diagnosis on the composition and functioning of CM. This diagnosis also informed the DPL on the statistics and data collection capacity gaps in the CM and local state administrations. To address this capacity gaps the MAT Studies, Planning and Statistics Office (GEPE) and DPL completed a set of training of trainers (ToT) for municipality officials and technicians working with the CM processes. The ToT also targeted CM members and Residents Councils Coordinators²⁷. The ToT aimed at training users of the E-CM to identify and assess the well-functioning of CM and inform authorities on CM functioning issues.

The E-CM is a first-time attempt to systematize CM data for it to be public and accessible. The most relevant goal of this platform is to enable the public to verify the residence of the local electorate by comparing the membership data of CM with the digital database system for voter information storage by the CNE²⁸. However, during this evaluation interviews it was express by some CM members that not all the CM membership knows this platform, its objectives and usage. This, added to other CM members considering the permanent update of this platform as a challenging task. Also, some CM members in charge of updating each CM data could have already left the CM which further challenges the data input continuation.

Regarding the women's empowering component of output two, the project planned a training series to promote an effective participation of women in local government elections and institutions as candidates, voters, and civic mobilizers. The training was comprised by three

²⁶ Sistema de Registro e Cadastro de Comisoos de Moradores.

²⁷ The Residents Councils are comprised by a cluster of Residents Commissions located in nearby municipalities and regions.

²⁸ Named Ficheiro Informativo dos Cidadãos Maiores (FICM)

modules namely: 1) gender, women, and public leadership, 2) local government and development and the role of women, and 3) Angola's local governance model, attributions, institutions, and processes.

Up to October 2023, the first two modules were delivered to 50 trained women members of political parties and CSOs. Out of these 50 women, 25 women were selected by the parliamentary parties and 25 women were competitively selected from CSOs. The women ages ranged from 20 to 60 years old originals from six urban, semi-urban and rural provinces: Luanda, Benguela, Huíla, Cuanza Sul, Moxico and Zaire.

The trainings were planned, organized, and delivered in collaboration with the Caucus of Angolan Women Parliamentarians (GMP). The first module was delivered in presence in early 2020 and the second module was delivered virtually due to the Covid-19 pandemic. One knowledge management product was developed to serve as a training manual shared with the 50 women for them to use it in further training and civic mobilization at the local level.

The third module was planned to be delivered in presence after the COVID-19 pandemic. However, the training did not take place as the MAT staff were involved in field missions implementing the PB mechanisms. A further planning and budgeting will be needed for this third module to be delivered in a future project stage. (See recommendation 7)

Finding 15: The Project was less effective to equip CSO participation during the whole public policies processes. (output three)

The project acknowledges that one output was not achieved: Output 3 “CSOs are equipped to participate and engage with government at national, provincial, and local levels on policy formulation, implementation, and monitoring”.

Actions related with this output were postponed in 2020 due to COVID-19 pandemic, the lockdown and related movement restrictions. Later, actions were not completed due to the lack of time to launch a competitive process for the selection of beneficiary CSOs; to conduct CSOs training and for the trained CSOs to carry out any kind of policy monitoring action. Also, a political sensitivity factor emerged as 2022 which was an election year.

This output however was indirectly addressed as per the involvement of CSOs in facilitating and implementing the above-mentioned consultation forums: FAMCO and FMPC.

Finding 16: the project was effective to Strengthening the legal framework of *autarquias locais* and its implementation with a focus on inclusion, transparency, and accountability support (output four).

The project achieved output fourth through different strategies. First, the project implemented a capacity building strategy to strengthening skills of the GoA entities and members of the Parliament's 4th Commission. One international capacity building event was the South-South knowledge exchange between Angolan parliamentarians, representatives of MAT: the Ministry of Finance and South African local governance experts and practitioner. In this exchange they

discussed wide ranging themes, including an overview of the decentralization experience worldwide, completed an assessment of challenges and opportunities in existing local governance frameworks in Africa; and identified main challenges of local governance in Angola, with a special focus on administrative and financial decentralization. This exchange produced a knowledge product including documentation of the main issues and priorities, and recommendations for effective local governance systems.

Second, the project organized an exchange between Members of Parliament's 4th Commission and counterparts from the Southern Hemisphere during the XXIV International Congress on State and Public Administration Reform in Buenos Aires, Argentina organized by *Centro Latinoamericano de Administração para o Desenvolvimento*. The Congress was attended by 1,500 participants from Africa, America, and Europe, and focused on the most significant dimensions of the processes of State reform, institutional reconstruction and strengthening of public management skills.

Finding 17: The project surpassed the initial target of four laws on institutionalization and election of local governments.

The project surpassed the four laws design and approved target by one additional law. The project met the goal by providing technical assistance to Parliament's 4th Commission on State Administration and Local Power for the design of the legal framework for the institutionalization and election of local governments. This the legislative caucus was mandated to draft legal framework and present a proposal to the plenary. This unified proposal should be based on the three proposals submitted by the government and the two opposition political parties.

To facilitate the drafting of this unified legal framework fitted for the Angolan context, the project organized a series of working sessions with UNDP HQ local election experts and the UNDP local governance team which analyzed the three proposals and identified international best practices. This joint technical work yielded a unified proposal for the legal framework which was later shared and agreed with the 4th Commission which later presented to the plenary.

The legal framework proposal was comprised by six laws: 1) Law on Administrative Guardianship over Local Authorities, 2) Organic Law on the Organization and Functioning of Local Authorities, 3) Law on the Transfer of Tasks and Competencies from the State to Local Authorities, 4) Organic Law on Local Elections, 5) Financial Regime of Local Authorities and 6) Law on Institutionalization of Elected Local Governments. the first five laws were approved by the Parliament based on political consensus between the governing party and the opposition political parties. Just the last-mentioned law is pending for approval.

11.3 Efficacy

The project was funded by the Royal Norwegian Embassy (Norway), the Royal Dutch Embassy (Netherlands), the European Union, the UK and the USAID in sequence to the support provided to Angola's 2017 general elections.

The initial project budget was USD 697,243.00 with a budget extension in 2021 totalling USD 1,045,345.45.

According to the project narrative reports, the project budget overview was:

<i>Donor</i>	<i>Amount USD</i>	<i>Expenditure</i>	<i>Utilization %</i>	<i>GMS (8%)</i>	<i>Balance</i>
Norway	542,020	298,559.43	55	23,884.7	243,460.57
Netherlands	57,000	56,199.27	98.5	4,495.94	800.73
UNDP	43,499.81	43,499.81	100	0	0.00
Total budget	642,519.81	398,258.51	61.9	28,380.6	244,261.3

The information available in 2022 showed the following project details:

Output	Activities	Item	Budget	Expenditure	Fund Balance
1. Participatory budgeting capacity is built, and exercise introduced in municipalities	- Training of MAT personnel	Local consultants – short term	130,376.30	93,335.1	37,041.20
	- Establishment of MPBCs	Daily subsistence allowance - international	152,640.85	72,640.85	80,000.00
	- Establishment of MPBCs	Fuel, petroleum and other oils	7,244.63	2,244.63	5,000.00
		Mobile telephone charges	1,018.51	1,018.51	0.00
2. Citizens, residence committees (CMs) and women are empowered to	- Training of members of MPBCs	Maintenance, operation of transport equips	7,778.41	7,778.41	0.00
	- Revitalization and functioning of CMs.	Leased vehicles	29,274.85	29,274.85	0.00
	- Review of the regulations for the functioning of MPBCs	Bank charges	91.51	91.51	
		Sundry (e.g. biosafety materials)	2,189.58	2,189.58	0.00
	Training of 50 women: 2 modules	Service contracts – individuals	73,100	43,100.00	30,000.00
		Travel tickets – international	2,257.01	2,257.01	0.00
		Daily subsistence allowance – international	7,219.81	7,219.81	0.00
		Mobile telephone charges	150.32	150.32	0.00
		Printing and publications	10,366.2	10,366.20	0.00
		Bank charges	19.84	19.84	0.00
		Facilities and admin	10,162.91	4,162.91	6,000.00
		Learning costs	122,923.18	78,909.17	44,014.01
	Sub-Total			556,814.00	354,758.70
3. CSOs equipped and engage in formulation, implementation, and monitoring of public policy	- CSOs training	Local consultancy	6,623.52	0.00	6,623.52
	- Policy monitoring	Grant	25,206.00	0.00	25,206.00
		Audio visual and print costs	2,000.00	0.00	2,000.00
		Facilities and admin	3,376.48	0.00	3,376.48
		Training, workshops and conference	5,000.00	0.00	5,000.00

		Sub-Total	42,206.00	0.00	42,206.00
4. Strengthened the legal framework for election of local governments, promoting inclusion and participation	Capacity building and experience exchange	International consultants	13,250.00	13,250.00	--
		Services contracts – individuals	85.00	85.19	-0.19
		Travel tickets – international	19,600.00	19,579.29	+20.71
		Daily subsistence allowance international	5,500.00	5,780.00	+280.00
		Travel – other	1,064.81	1,322.62	-822.62
		Printing and publications	3,000.00	2,826.10	+173.90
		Translation cost	1,000.00	646.74	+356.26
		Bank charges	0.00	7.97	-7.97
		Sub-Total	43,499.81	43,499.81	-1.81
TOTAL			642,519.81	398,258.51	244,261.30

Finding 18: The information above shows a well-paced delivery. The financial information provided does not show updates as of October 2023.

The analysis in this section is based on narrative reports and CDRs including a qualification of the delivery performance based on a summary budget during the period 2019-2022. No updated financial information was provided for 2023.

Based on this available information it is observed that the project proved value for money as the most important budget allocations were made for progressing substantive results with fair amounts of funds. The 25 million kwanzas given to each municipality are not budgeted by the project, but it is worth mentioning that this public expenditure also showed value for money.

Some comments on a timelier delivery of programmatic and financial information were also shared during the interviews. (See Recommendations 8)

11.5 Sustainability

Finding 19. Sustainability of project results depends on funds availability with funding sources varying from external donors to the GoA.

Two of the main identified conditions to project sustainability are both 1) the continuation of donors buy-in to keep supporting the consolidation of *autarquias locais* and 2) the GoA's continued financial commitment to allocate budget to PB mechanisms *orçamento participativo* and *orçamento participado*.

Finding 20. The Project pioneered in proposing legal frameworks for autarquias locais and innovated with strategies to create and consolidate PB Mechanisms in Angola.

The most significant sustainability effect was the first of its kind capacity building to the MAT, the Municipal Administrations and the citizens participated each one of the PB mechanisms. For all the project actors, the project signified a learning experience to be used in the long term. The

support provided by the project created an institutional basis for several governance levels (national, local, and communal) to start and continue efforts on autarquias locais and local governance.

Finding 21: the project missed developing a concrete exit strategy during the planning phase.

The lack of an exit strategy could have prevented the project from foreseeing additional risks to the results sustainability. However, the project managed to achieve institutional results which permanently changed the shape of local governance in Angola and the citizen participation culture.

Finding 22: Citizens participating in PB mechanisms feel proud and satisfaction of their work, engagement, and commitment to the community. They are willing to continue collaborating in these PB mechanisms.

Citizens expressed their proudful and satisfaction to contribute to addressing the most urgent needs in their communities and change their neighbors' lives. Even when there is no financial remuneration for working as CTGOMS members, they are happy to keep working for those mechanisms, which evidence results' ownership. Even when there are multiple challenges and sometimes the work can be difficult, the citizens would engage again in this PB mechanism.

Finding 23: CSOs participating in the project acknowledged the project as a trailblazer mechanism for them to participate in PB mechanisms. The GoA engages with CSOs on a more permanent basis.

CSOs thanked the project for providing them with the leverage to influence PB mechanisms with concrete tools for the first time. The learning experience has improved CSOs institutional capacity. Nowadays the GoA acknowledges the CSOs as partners who kept supporting PB mechanism for another year even when they are no longer part of the TALG project.

11.6 Cross cutting issues: Gender Equality

Finding 24 The project complies with the UNDP guidelines on promoting inclusive development, especially for gender-oriented interventions.

The project based its intervention on a thorough analysis of women inequalities in political participation. The project addressed gender inequalities for political participation and enabled them to perform as active agents of change in Angola's political life. The trainings completed for 50 women enabled them to close the gaps on gender equality to participate in defining the most pressing needs in their communities and allow them to better perform as active leaders, also transferring acquired knowledge and empowering other fellow coworkers and neighbors facing similar inequality challenges.

Finding 25: Women consider the training as a life changing experience.

Trained women thanked the project for providing them with useful tools to keep developing their professional careers and to improve their soft skills also as human beings.

Women felt empowered immediately after the training and still feel this empowerment two years after the training. Some of them feel that without this training they would not have had other opportunities, such as gaining scholarships to complete their master's degree studies.

Finding 26: Other cross-cutting issues were indirectly considered by the project.

The project addresses the citizens' political right to engage in political life. The project has enabled citizens to claim their political rights and supported concrete mechanisms for effective citizen participation.

12 Conclusions

UNDP Angola prestige as an international expert to address developmental challenges is a strong motivation for the GoA to include them in such an important goal of consolidating and strengthening *autarquias locais*. UNDP Angola proved its solid capacity to provide technical support and to implement pioneering and citizens life changing initiatives. UNDP Angola reinforced its reputation as a reliable partner effectively addressing implementation bottlenecks and challenges. This evaluation witnessed the impressive commitment of the Project staff, which is fully acknowledged by MAT and all other project stakeholders. The project inaugurated partnerships which became long-term relationships enabling UNDP Angola to continue and to expand its development portfolio.

The Project was substantially relevant, being fully aligned with the national priorities and the local needs. The project correctly identified goals and strategic interventions supporting *autarquias locais* and PB mechanisms. The project fully contributed to UN and UNDP developmental goals and principles. The Project support to MAT was particularly relevant to complete planned interventions and to adapt other actions on a needed basis.

The project effectively achieved most of the planned results, regularly meeting and surpassing initial targets. The project had remarkable successes regarding the creation and consolidation of PB mechanisms and enabling environments for citizens', particularly women, participation. The project was well sequenced as shown in the AWP. Even when this project had undeniable results, the intervention would benefit from explicitly addressing cross-cutting issues in future planning stages. The project would also gain knowledge and effectiveness if it implements functioning monitoring tools to track the total of direct and indirect beneficiaries and it improves RRF and results indicators. Scaling-up and maintaining results will require a strong capacity to further

uptake these evaluation recommendations and to further improve the project 's functioning and results.

Considering the budget overview shared for this evaluation, the project showed a well-paced delivery rate. The project would benefit by updating financial information and sharing it with its stakeholders and future evaluation in a timelier manner.

The projects' sustainability is evidenced by the achieved structural changes in PB mechanisms. The project would benefit from explicitly designing an exit strategy, also preempting for future budget availability. The project had no impact results defined hence this evaluative dimension was not developed. The project fully met the goal for empowering women to participate in local governance mechanisms. The project would benefit from including additional cross-cutting issues and explain how it adheres to the "do not harm" and 'Leave No One Behind' principles.

13. Recommendations.

The following sections present ten practical, actionable, and feasible recommendations intended to be used by the project's decision makers and implementers. Each recommendation is linked to the evaluation findings around the key questions addressed by the evaluation. The recommendations also address the intended sustainability of the project results and future continued or similar projects planning exercises. Recommendations also address further needs on the project design, M&E and cross-cutting issues.

Recommendation 1: (linked to finding 2)

The project is advised to develop a solid ToC including a clear results chain and the assumptions behind it. Results in different levels (outputs, outcomes, and impacts) should also be developed for the project to select those ToC components to be address during the intervention. Risks should be properly identified to decide project scope and avoid not to include disconnected outputs which are unlikely to achieve. Impact outcomes could also be developed.

For example, the evaluated project included output three such as the CSO participation on public policy. However, this output was completely disconnected from the ToC which has no mention at all in this regard. A well developed and appropriate ToC should have a clear alignment of project goals, outputs, and actions, together with a well understood set of risks and mitigation measures.

Recommendation 2: (linked to finding 3)

The project is advised to improve the Results and Resources Framework (RRF) to include quantitative unit measures with a broader variation to show the project potential scope and outreach. (not just using “number of” in the targets) Qualitative indicators are also suggested to measure other type of results such as the citizens ownership on the PB mechanisms.

For example, instead of using “number of women trained in public leadership” a revised indicator “percentage of women trained in public leadership” and a defined target based on the total universe of women prone to be trained, would allow a better understanding of the intervention expected outreach. Likewise, an indicator based on the beneficiaries’ perceptions around the PB mechanisms functioning would be useful to better understand the public’s “buy-in” and “ownership” of these mechanisms.

Recommendation 3 (linked to finding 8)

The project is advised to revise the project prioritization rules and criteria to include a technical viability assessment.

Even when decentralization and freedom of project selection principles must be followed in the citizen budget processes, the project selection rules should include that CTGOMS implement only civil works complying with the national technical viability and quality standards.

This will allow two results: 1) to ensure long term results and citizens’ security and safety and 2) for CTGOMS to have an additional technical justification when explaining why some projects were selected over others safeguarding their credibility.

Recommendation 4 (linked to finding 9)

The project is advised to revise and improve the communication flow with non CTGOMS members of citizens.

This, to facilitate a full understanding of the CTGOMS legal character, composition, and decision-making processes.

Recommendation 5 (linked to finding 10)

The project is advised to conduct a value for money analysis on the 25 million Kwanzas budget assigned to each CTGoM and to create a budget revision proposal to be shared with MAT for its consideration. The project is also suggested to create accessible knowledge products to keep CTGOMS members updated with MAT deadlines and to raise awareness on the MAT and the Ministry of Finance budget verification, budget approval processes and specific timeframes for funds’ disbursement.

The project is advised to conduct a value for money analysis to identify the 25 million budget adequacy and its effectiveness to obtain developmental results in the communities. This could inform a budget revision proposal to suggest a budget amount increase and potential budget sources to meet this increment.

The project could also work with both the MAT and the Ministry of Finance to create either campaigns, infographics, bulletins, or any other knowledge and information product to keep CTGOMS members on all budget submission deadlines and timeframes for funds disbursement. This would facilitate each year's procurement processes and specific purchase dates to commit with vendors, hence avoiding buying the goods at higher prices than the originally planned ones.

Recommendation 6: (linked to finding 13)

The project is advised to create data monitoring tools to estimate the amount of direct and indirect beneficiaries of all project components and implemented actions.

The project is suggested to define the number of beneficiaries as part of their initial indicators and include beneficiaries' targets. The project needs to monitor beneficiaries for all project components and implemented actions, according to the targets included in the new RRF.

Recommendation 7 (linked to finding 14)

The project is advised to implement an E-CM online training module. A standard operation procedure should be implemented to appoint CM permanent focal points to populate the E-CM on a regular and timely basis.

Given the important number of CMs in Angola, the E-CM training should be delivered online to at least two members of each CM. This will allow for the whole CM membership to fully understand the E-CM platform objectives and usage. A standard operation procedure would allow to appoint at least two focal points within the CM membership to ensure a continued data update and full usage of the platform for it to fully serve as an input for local authorities.

Recommendation 8 (linked to finding 18)

The project is advised to keep financial information updated and public.

This will provide evidence of the project's efficiency level, its delivery rates and value for money.

Recommendation 9 (linked to finding 21)

The project is advised to plan an exit strategy.

As explained in the sustainability section, the projects should include an exist strategy since its design phase as mandated in the UNDP programming standards.

Recommendation 10 (linked to finding 26)

The project is advised to include more specific actions to address cross-cutting issues.

Including other populations such as people with disability will allow for a more inclusive intervention based in the 'Leave no one behind' principle.

14. Lessons learned.

- **Transiting from a centralized governance culture and history in Angola is a gradual learning and adaptation process.** The project shows a good practice on how to follow this transition.
- **New funding sources can be essential to the project continuation.** The political will for better governance and effective decentralization enabled the existence of the TALG projects. However, the economic constraints in Angola could threaten this will *vis a vis* the possibility of further limitation of public resources to promote citizen participation.
- **Focus of PB mechanisms can make a significant positive contribution to overall citizens well-being.** Local governance and PB mechanisms are effective entry points to build trust between citizen and governments and to leverage public expenditure based on citizens contributions.
- **PB mechanisms are powerful means to address gender inequalities.** The project is a concrete strategy to empower women as leaders and effective participants in local decision making, which contributes to improve civic engagement mechanisms' performance and organization.
- Concrete mitigation measures are useful to address the UNDP institutional **changes impacting the project delivery.** The project delivered despite that during the project timeframe both, the UNDP and the project team underwent heavy staff rotation impacting the project management, reporting and documentation processes. There was rotation in key team staff, and UNDP senior management. UNDP also changed the software that various UN agencies have traditionally used to record and monitor program implementation. This implied that key Monitoring and Evaluation (M&E) information on the project is lost.
- **The project is understaffed in need to increase the team size.** Currently just one staff manages the project with the support of the country office financial and procurement specialist.
- **Effective information tracking and archive is essential for further planning and evaluative processes.** In UNDP Angola, the former Head of Governance left before the transition of the information management system was finalized. This meant institutional memory was lost. The combination of the lack of human and technological institutional memory created difficulties in accessing valuable reporting information for this information.

Annexes:

1. TERMS OF REFERENCE

Terms of Reference

Project Mid-Term Evaluation Individual International or Angola-based Consultant

1. Assignment Information Title	The mid-term evaluation of the Project “Technical Assistance for Local Elections” led by UNDP Angola
Purpose	This evaluation aims to measure progress made by the project so far in comparison with baseline and targets defined in the results framework as well as to assess different aspects of the project based on the evaluation criteria described;
Location/Country	Luanda/ Angola Field Mission to one Province (TBD)
Region	Africa
Duration	Start date: 16 October 2023 Complete date: No later than 20 November 2023

PROJECT INFORMATION	
Project Title	Technical Assistance for Local Elections
Atlas ID	00113597
Corporate Outcome and Output	UNPAF-UNDSCF/CPD Outcome II -2015-2019: By 2019, all citizens actively participate in public issues, and public institutions are modernized, delivering effective services at local levels based on good governance criteria

	Related Country Programme Outcome: Citizens expectations for voice, development, rule of law and accountability are addressed through stronger systems of democratic governance.	
Country	Angola	
Region	Southern Africa	
Project Dates	Start	Planned end
	01 June 2019	30 December 2023
Project Budget	US\$1,045,345.45	
Funding Source	Government of the Netherlands Government of Norway USAID UNDP Trac 1	
Implementing Party	UNDP Angola The Ministry of Territorial Administration	

1. Context and Background

Angola is a relatively large country of estimated 33.9 million people, situated in southwestern Africa, having achieved independence from Portugal in 1975. Since the end of the civil war in 2002, the country has seen economic growth characterized by an oil-producing economy, which has sustained most of the country's development. However, its dependency on oil has also affected the country negatively, evidenced in the recession witnessed between 2015 and 2020 due to the drop in oil prices, which in turn led to commitments to diversify its economy²⁹ that are gradually taking place. Furthermore, the country is characterized by high income inequality, with a GINI index of 51.3. According to the report on multidimensional poverty in 2020, developed by the National Statistics Institute and UNDP, one out of two people in Angola (54%) live in multidimensional poverty (INE, 2020). Angola has also recently lowered its ranking in the Human Development Index, to 0.586 in 2021 from 0.595 in 2019.

²⁹ [Angola is nearing end of its long recession, finance minister forecasts | Financial Times \(ft.com\)](#);

The country's political system is that of a multiparty democracy with an Executive Presidency composed of the following State bodies: The President of the Republic, the National Assembly, the Government and the Courts. Since 1975 there have been four general elections, the more recent taking place in 2017 and 2022. The latter two were won by President João Lourenço, who in 2017 replaced former President José Eduardo dos Santos who was almost four decades in power. Since in office, the Government of João Lourenço has advocated two major political and social goals set out in the 2010 Constitution: that of decentralization of power with deconcentration as a preceding process, and the establishment of *autarquias*, which are locally elected government bodies. Accordingly, under the new Government, the heightened discussion regarding local elections established as a timeframe 2020-2030 for preparation and implementation.

Since 2019, UNDP has been supporting the Government of Angola in the efforts towards establishment of local elections and decentralization through the project '*Technical Assistance for Local Elections*', which was co-financed by the Royal Norwegian Embassy (Norway), the Royal Dutch Embassy (Netherlands), USAID and the United Nations Development Programme (UNDP). Project implementation started in June 2019 and aimed to support Angola's efforts for the institutionalization of local government elections, establishment and functioning of local mechanisms for citizen political participation and the political empowerment of citizens, particularly of women in local elections. The project involved four main outputs: (i) participatory budgeting introduced in municipalities, (ii) citizens and women are politically empowered, (iii) strengthened capacity of CSOs in public policy engagement, and (iv) strengthened legal framework for inclusive and participatory election and functioning of local governments. Outputs involved interventions at both upstream levels, for example in the formulation of national legal frameworks, as well as at a downstream level supporting local government participatory mechanisms and capacity-building. The project implied collaboration with the main institutional counterpart, the Ministry of Territorial Administration (MAT), other partners such as the National Assembly (with a focus on the 4th commission and the Group of Parliamentary Women), as well as with Civil Society Organisations (CSOs) and the private sector. In terms of project beneficiaries, these included local administration bodies and MAT officials, citizens, women, CSOs and local communities.

In 2020-2022, project implementation was affected by the COVID-19 pandemic as well as the country's political context, as the local elections that were supposed to take place were adjourned together with the presidential elections. Accordingly, the project increasingly focused on other forms of citizen participation in governance and related project outputs. This implied a higher focus on participatory budgeting from 2021 onwards and the revitalization of local forms of governance, including over 21000 Resident Committees and Councils from all provinces in Angola.

The results of the project are a significant contribution to Angola's development efforts. These contributed to the achievement of two key targets of the 2018-2022 National Development Plan (NDP), namely: Target 1.2 "Until 2022, all 164 municipalities have functional Resident Committees", and Target 2.4 "Until 2022, all 164 municipalities conduct Participatory Budgeting". These targets are part of the Program 4.1.2 "Promotion of citizenship and citizen participation in governance", which belongs to Pillar

4 of the NDP “Consolidation of peace, strengthening democracy and rule of law, good governance, state reform and decentralization”. The capacitation of women in leadership roles targeted at increasing representation and participation in local elections on the other hand also relates to the UNDP and GoA goals of advancing gender equality.

As of 2022, Angolans in all 164 municipalities are now able to address specific multidimensional poverty issues in their communities, thanks to the Municipal Participatory Budgeting Committees (MPBC) that they can engage with. The MPBCs currently manage AOA 25 million in funding under what is called the “Citizen Budget grant”, a grant part of the Participatory Budgeting initiative instituted in Angola through Presidential Decree 234/19 and 235/19 of 22 July. Citizens also take part in participatory budgeting processes of Municipal Administrations, launched with UNDP’s facilitation under the Project. In addition, for the first electoral cycle, which is still undetermined, there are now 50 Angolan women who are prepared to actively participate as candidates and agents of change in local governance. This is a considerable number since during each electoral cycle (within a planned period of 10 years) there would not be more than 55 elected candidates.

In the end, the programme is set to contribute to attaining Sustainable Development Goals (SDGs), including: (5) gender equality, (10) reduced inequality, (11) sustainable cities and communities, and (16) peace, justice and strong institutions.

1. Evaluation Purpose, Scope and Objectives

The Evaluation Plan contained in the Project Document, which was agreed among UNDP, the project donors, and the Ministry of Territorial Administration, stipulates that a Final evaluation/Revision will take place which will be carried out by an external consultant. The initial date for this evaluation, set in 2019, had been until January 2021, however this date was extended since there was a no-cost extension and willingness of the partner to continue in 2023 with UNDP funding. The evaluation will review and assess the project implementation to date, with a focus on the key achievements and challenges, taking full account of the political context. Where relevant, it will recommend how implementation strategies might be adjusted to better achieve the project goals.

Specific objectives of the evaluation are as follows:

- Assess the project implementation and results against the contractual Logframe (vis-à-vis the indicator targets) and budget as of October 2023, taking full account of the implementation context;
- Assess the relevance, effectiveness, efficiency and sustainability of the project implementation;
- Assess the results achieved and the project capacity in advancing gender equality and women’s empowerment, as well as that of citizen participation in local power.

Among other areas, the evaluation shall review:

- Performance of the project management team and factors affecting the project implementation in light of the existing political context, exploring the extent to which the current management arrangements support the project objectives;
- The quality and effectiveness of project coordination with the GoA and the project donors, as well as with other ongoing relevant projects and programs at the CO under the Portfolio Approach adopted;
- The level of engagement with the Portfolio Approach, what synergies it has enabled within the CO and its capacity to address themes related to other CO priorities;
- Engagement with CSOs and other mechanisms of local power and governance, such as Residents Committees, as well as the support provided in increasing their participation in decision-making and public policies;
- Knowledge management, encompassing project-related knowledge generation, its use for policy work and implementation, and its dissemination within the project, within UNDP and other relevant UN Agencies, development partners, other donors and the broader public.

Based on the evaluation results, provide actionable recommendations, both operational and strategic, on how to reinforce the current achievements and address potential challenges and bottlenecks in view of the existing political context, within the overall logic and strategic orientation of the program.

2. Evaluation Criteria and Key Guiding Questions

The evaluation shall focus on criteria established by the Organisation for Economic Co-operation and Development's (OECD) Development Assistance Committee (DAC):

- **Relevance** - to what extent the project has been responding and continues to respond to the national context
- **Timeliness** - to what degree the activities were carried out in a responsive and timely manner
- **Effectiveness** - to what extent the project is on track to achieving the project outputs and outcomes
- **Efficiency** - how economically resources or inputs (such as funds, expertise and time) were converted to results
- **Sustainability** - national ownership and the prospects for further sustaining and expanding the project outcomes

Key Evaluation Questions

Relevance

- To what extent was the project in line with the SDGs, national development priorities and policy, the UNDP country programme's outputs and outcomes and the UNDP Strategic Plan?
- To what extent has the project responded and adapted appropriately to political, legal, institutional, and other important changes in the country?

Effectiveness

- To what extent were the project outputs achieved?
- What factors contributed to effectiveness or ineffectiveness?
- In which areas does the project have the greatest achievements? Why and what have been the supporting factors? How can the project build on or expand these achievements?
- In which areas does the project have the fewest achievements? What have been the constraining factors and why? How can or could they be overcome?
- What, if any, alternative strategies would have been more effective in achieving the project's objectives?
- Are the project objectives and outputs clear, practical and feasible within the timeframe?
- To what extent have stakeholders been involved in project implementation?
- To what extent are project management and implementation participatory and is this participation contributing towards achievement of the project objectives?
- To what extent has the project contributed to gender equality and the empowerment of women?

Efficiency

- To what extent was the project management structure as outlined in the project document efficient in generating the expected results?
- To what extent have the UNDP project implementation strategy and execution been efficient and cost-effective?
- To what extent have resources been used efficiently? Have activities supporting the strategy been cost-effective?
- To what extent have project funds and activities been delivered in a timely manner?
- To what extent do the Monitoring & Evaluation (M&E) systems utilized by UNDP ensure effective and efficient project management?

Sustainability

- Are there any financial risks that may jeopardize the sustainability of project outputs?
- To what extent will financial and economic resources be available to sustain the benefits achieved by the project?
- Are there any social or political risks that have or may jeopardize sustainability of project outputs and the project's contributions to country programme outputs and outcomes?
- Do the legal frameworks, policies and governance structures and processes within which the project operates pose risks that may jeopardize sustainability of project benefits?
- What is the likelihood that the level of stakeholders' ownership will be sufficient to ensure that the project benefits will be sustained?
- To what extent do mechanisms, procedures and policies exist to allow primary stakeholders to carry forward the results attained on gender equality and empowerment of women?
- To what extent do stakeholders support the project's long-term objectives?
- To what extent are lessons learned being documented by the project team on a continual basis and shared with appropriate parties who could learn from the project?
-
- What could be done to strengthen exit strategies and sustainability?

Cross-Cutting Issues:

Gender Equality

- To what extent have gender equality and the empowerment of women been addressed in the design, implementation and monitoring of the project?
- To what extent has the project promoted positive changes in gender equality and the empowerment of women? Were there any unintended effects?

Human Rights and Social Inclusion

- To what extent has the project adopted a human rights-based approach, and human development? How were these cross-cutting areas mainstreamed into the project?
- To what extent have poor, indigenous and physically challenged, women and other disadvantaged and marginalized groups benefited from the project activities?
- To what extent has the project taken account of social inclusion/equality, e.g. participation of marginalized/vulnerable groups in decision-making processes?

The evaluation questions shall be further refined by the consultant in agreement with UNDP and the key evaluation stakeholders.

3. Methodology

The evaluation will be undertaken in close cooperation with UNDP. The final evaluation methodology and methods for data collection, as well as a detailed and time-bound plan of consultancy shall be developed by the evaluator to ensure that the evaluation purpose and objectives are met, and the evaluation questions answered, given the limitations of budget, time and data.

The evaluator is expected to follow a participatory and consultative approach. The final methodological approach, including interview schedule, field visits and data to be used in the evaluation should be clearly outlined in the inception report and agreed with UNDP.

The methodological approach shall entail a combination of the following methods and instruments:

- **Document review of all relevant documentation**, including:
 - CPD and Project document.
 - Theory of change and results framework, including monitoring system.
 - Programme and project quality assurance reports.
 - Annual workplans.
 - Activity designs.
 - Annual progress reports.
 - Monitoring reports.
 - Risk matrix and mitigation measures.
 - Other secondary documentation.
- **Semi-structured interviews** with key stakeholders including the key Government counterparts (central and local), donors, representatives of key CSOs and project beneficiaries. All interviews

should be undertaken in full confidence and anonymity. The final evaluation report should not assign specific comments to individuals.

- **Field visits** and on-site validation of key tangible outputs and interventions.
- **Other methods** as appropriate to meet the evaluation objectives and answer the evaluation questions
- **Data review and analysis** of monitoring and other data sources and methods. To ensure maximum validity and reliability of data (quality), the evaluation will ensure triangulation of the various data sources.

4. Evaluation Products (deliverables)

- **Inception Report** (10-15 pages). The inception report should be developed following and based on the preliminary discussions with UNDP after the desk review and should be produced prior to any formal evaluation interviews and field/country visit. The inception report shall include background and context, evaluation objective and scope, evaluation criteria and questions, evaluability analysis, cross-cutting issues, evaluation approach and a detailed methodology for data collection, showing how each evaluation question will be answered, proposing the methods to be applied with respective data sources and data collection procedures, defining a detailed work plan (revised schedule of key milestones) and a timeline, detailed resource requirements and an outline of the draft/final report. The draft inception report shall be discussed with UNDP and project donors and finalized based on their feedback (see suggested outline in Section 4 of UNDP Evaluation Guidelines (2019), <http://web.undp.org/evaluation/guideline/section-4.shtml>).

Evaluation Matrix (suggested as a deliverable to be included in the inception report). The evaluation matrix serves as a useful tool for summarizing and visually presenting the evaluation design and methodology for discussions with key stakeholders. It details evaluation questions that the evaluation will answer, data sources, data collection, analysis tools or methods appropriate for each data source, and the standard or measure by which each question will be evaluated.

Table 1. Sample Evaluation Matrix

Relevant evaluation criteria	Key questions	Specific sub questions	Data sources	Data-collection methods/tools	Indicators/success standard	Methods for data analysis

- **Evaluation debriefings.** Immediately following the evaluation, the evaluator shall organize a preliminary debriefing on the main findings. As a minimum, the consultant will have inception meeting with the project team and a debriefing meeting with the UNDP Resident Representative (RR) in Angola, Deputy Resident Representative (DRR), Head of Governance Unit and Project Manager.
- **Draft Evaluation Report** (40 to 60 pages including the executive summary). The draft evaluation report shall incorporate a Title and opening pages, Project and evaluation details, Table of contents, List of acronyms and abbreviations, Executive summary, Introduction and overview, Description of the intervention being evaluated, Evaluation scope and detailed description of the methodology and

methods applied during the planning phase, field work, data collection and analysis; challenges faced in the process of conducting the assignment and recommendations for improved planning of relevant missions in the future; preliminary findings focusing on the major achievements, emerging/potential issues and recommendations per project outcome, as well as budget expenditures, management and staffing; summary conclusions for relevance, effectiveness, efficiency and sustainability of the intervention; lessons learned and recommendations on how to address the potential challenges due to the political context, within the overall logic and strategic orientation of the program and need to consider gender equality and women’s empowerment and other cross-cutting issues. The Annexes section should include: TOR for the evaluation, Evaluation matrix and data collection instruments, List of individuals or groups interviewed or consulted, and sites visited if applicable, List of supporting documents reviewed. The draft evaluation report will be discussed and finalized in agreement with UNDP, project donors, and other relevant stakeholders (see suggested format in Section 4, Annex 3 of UNDP Evaluation Guidelines (2019), <http://web.undp.org/evaluation/guideline/section-4.shtml>).

Evaluation Report audit trail. Comments and changes by the evaluator in response to the draft report should be retained to show how they have been addressed.

- **Final Evaluation Report.** The final report shall be developed based on the feedback received from UNDP and the project donors on the draft report. The final report shall fully address the evaluation objectives set forth in the ToR, providing clear and concise answers to the evaluation questions. Summary of the evaluation findings (in PowerPoint presentation format) will also be submitted along with the final report.

All evaluation products need to address gender and human rights issues.

The project materials and other relevant information will be made available by UNDP to the consultant upon signing the contract agreement as well as upon request. UNDP reserves the right to request additional information under each deliverable in relation to the evaluation objectives.

5. Evaluation Consultant Composition and Required Competencies

The evaluation will be conducted by an individual international or Angola-based consultant. The specific skills, competencies and characteristics required of the evaluator are as follows:

Education	<ul style="list-style-type: none"> • Advanced University degree or equivalent in Public Administration, Governance, Development, Public policy or a related discipline (minimum requirement), preferably with a concentration on local governance and local elections, local and regional development and decentralization (asset)
Experience	<ul style="list-style-type: none"> • Minimum 5 years of professional experience in managing and/or evaluating medium to large-scale projects, preferably in an international organization setting (minimum requirement) • Minimum 8 years of experience of working on the issues of local governance, local elections, democracy, local and regional development, decentralization, gender

	<p>equality and women’s empowerment, human rights issues or related (minimum requirement)</p> <ul style="list-style-type: none"> • Experience of working with public sector at central and/or local levels or donor organizations (minimum requirement) • Familiarity with the development context of Angola. Previous working experience in the country and good understanding of current development dynamics in decentralization in Angola are assets (asset)
Technical competencies	<ul style="list-style-type: none"> • Strong research and analytical skills • Excellent verbal and written communication skills
Language skills	<ul style="list-style-type: none"> • Fluency in spoken and written English (minimum requirement) • Good working knowledge of Portuguese or Spanish is desirable

6. Evaluation Ethics

This evaluation will be conducted in accordance with the principles outlined in the UNEG ‘Ethical Guidelines for Evaluation’, UNDP Evaluation Guidelines (2019) and other key relevant guidance documents (see annexes). The consultant must safeguard the rights and confidentiality of information providers, interviewees and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The consultant must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information, knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses, unless with the express authorization of UNDP and its partners.

7. Management and Implementation Arrangements

The evaluator will work under the guidance and direct supervision of the Project Manager and overall guidance of UNDP Angola Governance Team Leader, UNDP RBM Analyst and CO Senior Management, and will report to the DRR. The final report approval will be provided by the RR and final payment will be made following satisfactory completion of the evaluation and report.

UNDP Angola will provide the Evaluator with a list of key stakeholders and a draft schedule of the meetings and facilitate communication of the consultant with MAT, CSOs and other stakeholders. UNDP Angola will be responsible for liaising with partners and supporting the consultant in acquiring relevant documentation, data and evidence. UNDP will also support the consultant logistically (transport, hotel reservations, arrangement of meetings, etc.).

It is required that evaluators are independent from any organizations that have been involved in designing, executing or advising on any aspect of the intervention that is the subject of the evaluation.

For this reason, UNDP staff members and representatives of the project donors will not be part of the evaluation team and will not attend any of the interviews arranged as part of the assignment.

8. Time Frame for the Evaluation Process

The tentative timeframe for the Consultancy is 21 working days during the period of September 2023 including a 8 to 10 day mission to Angola and one provincial visit (estimated 5 days in the regions).

Expected deliverables/outputs with respective timeframe is captured in the proposed schedule below. A detailed timeframe with specific dates corresponding to the timing indicated in the table below will be developed by the evaluator upon signing the contract agreement.

Activity	Estimated # of Days	Date	Place
Phase One: Desk review and inception report			
Brief Meeting	1	16- 20 October	Remote
Preparation of methodology & Desk review, Evaluation design, methodology and updated workplan including the list of stakeholders to be interviewed	3	16- 20 October	Remote
Phase Two: Data collection mission			
Initial consultations with UNDP, donors and concerned stakeholders	3	25-27 October	Luanda
Field visits, in-depth interviews and focus group discussions	5	30 October – 3 November	Luanda & one province
Phase Three: Evaluation report writing			
Preparation of draft evaluation report (40-60 pages maximum excluding annexes), executive summary (5 pages)	7	8 November	Remote
Finalization of the evaluation report incorporating additions and comments	2	16- 20 November	Remote
Total estimated days	21		

10. Submission process and basis for selection

Proposals submitted will be reviewed against the qualifications and requirements set out above. Interested parties must submit the following documents:

- A cover letter explaining why the consultant's experience is the most suitable for carrying out said consultancy
- Technical proposal aligned with the schedule in Point 6
- Financial proposal
- CV

Total points obtained 100/ 70% of the total evaluation:

Criterion 1: Educational qualification and minimum 5 years of work experience in the relevant work context (maximum points: 30)

Criterion 2: Proven technical experience in the elaboration of similar evaluations (max points: 30)

Criterion 3: Demonstrated knowledge of Angola's social, political and development context (maximum points: 20)

Criterion 4: Methodology for carrying out the work (Maximum points: 20)

Proposals that obtain a minimum of 70% (70 points) of the maximum possible score for the technical criteria (100 points) will be considered for financial evaluation.

Financial criteria: (30% of the total assessment)

It is based on the total amount allocated for professional fees in line with the tasks presented in this advertisement.

Proposals achieving the highest combined score (technical and financial evaluation) will be considered technically qualified and will be offered a contract with UNDP.

Installment payments will be made after validation and approval by UNDP, based on the following payment schedule:

Schedule and Inception Report 20%	October 17, 2023
Draft Evaluation Report, with findings from data collection missions 40%	8 November, 2023
Evaluation Report 40%	16 November, 2023

2. LIST OF STAKEHOLDERS INTERVIEWED

Institution	Role		Institution	Role		Institution	Role
Main Partner - MAT			Project Partners & Implementors			Women Leaders Activity	
Ministry of Territorial Administration	Former National Director for local Administrations		IASED	Executive Director		Grupo de Mulheres Parlamentares	Former President
Ministry of Territorial Administration	National Director for local Power		Donors			Women Leaders Participants	
Ministry of Territorial Administration	National Director of the Office on Studies, Statistics and Planning at MAT (GEPE)		Government of Norway	Former Focal Point for donor embassy			50 women
Ministry of Territorial Administration	National Director for local Administration		Luanda			responsible to implement the 1st training to women	director/fo under
Ministry of Territorial Administration	Chief of Department		Vice governor of Luanda	Municipal Administrador of Luanda			
Ministry of Territorial Administration	Chief of Department			Municipal Administrador of Cazenga		CITIZENS	LOCATIONS
Ministry of Territorial Administration	Secretary State for Autarquias Locais			Municipal Administrador of Kilamba		CTGOMS, Residents Commissions and Traditional Authorities	Cazenga, Sumbe, Ebo, Kilamba Kiaksi and Porto-Amboim
			Cuanza Sul				
			Vice governor of Cuanza Sul				
			Municipal Administrador of Sumbe				
			Municipal Administrador of Ebo				
			Municipal Administrador of Porto Amboim				

3. LIST OF DOCUMENTS REVIEWED

- Project Documents in English and Portuguese.
- UNDP CPD Angola.
- UNDAF Angola.
- Annual Work Plans 2020-2023.
- Project annual reports 2020-2022.
- List of Key stakeholders and partners.
- Background documentation of presidential decrees and constitution.
- Background document for requests for funds.
- Combined Delivery Reports.
- Background documents for CSOs engagement.
- CSO Methodology.
- FAMCO Memoires.
- Communication products, brochures, events information.
- List of project portfolios elaborated by CTGOMs.
- Cuanza Sul demographics.

4. EVALUABILITY ASSESSMENT

The UNDP evaluation guidelines include a set of criteria to define a project evaluability, understood as the extent to which a project can be evaluated. The criteria include the following set of evaluability questions:

- a. Does the subject of the evaluation have a clearly defined theory of change (ToC)?
 - While the “Technical Assistance for Local Governance” project developed a basic diagram ToC, this needs to be better aligned with the outcomes defined for the intervention.
 - The project ToC does not have an additional narrative but the one included in the diagram boxes, which does not necessarily outline the working hypothesis to be verified during and after the project implementation.
 - Ideally, a solid ToC includes components showing the completion of explanatory and analytical process during the project design phase. The project ToC lacks these components such as the assumptions underpinning each outcome. For example, the project ToC includes a final impact result reading “Social morbidity, poverty and inequalities will be eradicated.” This expected impact is not necessarily aligned with the project goals, or the planned interventions at the *autarquias locais* level. Even when a solid ToC could also include the final impacts of a given intervention at the macro level, the project ToC reads an impact unlinked with the project goal, the defined actions, and the intervention scope.
 - While the results framework includes an output with the specific cross-cutting topic on gender, namely output one, the ToC does not show neither the causal relations between “women empowerment” and “strengthened *autarquias locais*”, not the underlying assumptions under which the working project hypothesis will operate.
 - There is a need to improve the project ToC assumed causal relationships throughout the results chain, and to clarify the expected sequence between the different results levels.

- b. Is there a well-defined results framework for the initiative(s) that are subject to evaluation?
 - The results framework includes four outputs.
 - The log-frame includes nine quantitative indicators as follows:
 - Output one: three indicators
 - Output two: two indicators
 - Output three: three indicators
 - Output four: one indicator.
 - Eight indicators are fairly SMART.
 - Indicator 4.1 “Number of technical and strategic interventions completed” requires a different wording. This, to be specifically aligned with the output four: “legal and operational mechanisms for local authorities’ implementation are strengthened with the provision of technical assistance”. A different wording would allow a better understanding of the indicator if isolated from its corresponding output.

- Each quantitative indicator includes baselines and disaggregated targets for the two-year intervention. The targets total at the end of the two years are also included in the log-frame.
 - The use of different units to measure indicators' change would allow a better understanding of the scope of the intervention during the two years. For example, instead of using "number of women trained in public leadership" a revised indicator "percentage of women trained in public leadership" and a defined target based on the total universe of women prone to be trained, would allow a better understanding of the intervention's expected outreach.
- c. Is there sufficient data for evaluation? This may include baseline data, data collected from monitoring against a set of targets, well-documented progress reports, field visit reports, reviews, and previous evaluations.
- There is some data included in the progress reports.
 - The indicators' monitoring system and results evidence systematization is still to be in place.
- d. Is the planned evaluation still relevant, given the evolving context?
- The mid-term evaluation is relevant as it allows the UNDP Angola to comply with the committed evaluation plan in 2019.
 - The mid-term evaluation is relevant as the project is a trailblazing joint effort implemented by the GoA (MAT) and the UNDP Angola. There is no previous record of related governmental initiatives on participatory budget. The findings of this evaluation will inform future decision-making processes, particularly the above-mentioned ongoing one to resume project components in new participatory budget interventions.
- e. Will political, social, and economic factors allow for effective implementation and use of the evaluation as envisaged?
- The purpose and scope of this evaluation was timely shared among stakeholders.
 - The planned interviews were endorsed by the corresponding stakeholders.
 - The evaluation finding and recommendations are envisaged to be used by UNDP Angola in future interventions.
- f. Are there sufficient resources (human and financial) allocated to the evaluation?
- The evaluation was properly budgeted during the evaluation plan design.

5. EVALUATION MATRIX

Evaluation criteria	Key questions	Specific sub questions	Data sources	Data-collection methods/tools	Indicators/success standard	Methods for data analysis
Relevance	To what extent is the project relevant to the GoA needs to institutionalize <i>autarquias locais</i> ?	How is the project alignment with topic related: SDGs, NDP, UNPAF, UNDP SP, UNDP CPD	SDG NDP UNPAF UNDP SP UNDP CPD	Desk review and verification with Project Manager (PM).	Full alignment with each programmatic tool related outputs and indicators	Planning documents verification Substantive alignment analysis Data analysis for indicators, if available
	To what extent is the project responding to specific needs to the GoA commitments for institutionalizing and democratizing <i>autarquias locais</i> ?	How did the project contribute to the legalization of <i>autarquias locais</i> ?	Review of result reports to identify actions to address specific needs for institutional participatory mechanisms.	Desk review plus verification during interviews.	Number of participatory mechanisms supported/created	Analysis of GoA commitment towards consolidation of <i>autarquias locais</i> ; Analysis of project contribution for consolidating <i>autarquias locais</i> .
Effectiveness	To what extent were the four project outputs achieved? Which external/internal factors contributed to the project effectiveness? In which areas did the project have the lowest progress? To what extent have stakeholders been involved in the project implementation?	What is the progress against project log frame, baselines, and targets? How is the action plan monitored? What is the stakeholder perception regarding the project consultation mechanisms?	Review of result reports to identify newly created participatory mechanisms.	Desk review plus verification during interviews.	Analysis to identify the project's overall progress.	Analysis of progress reports and findings through Semi-structured interviews

Evaluation criteria	Key questions	Specific sub questions	Data sources	Data-collection methods/tools	Indicators/success standard	Methods for data analysis
Efficiency	<p>To what extent has the UNDP project implementation strategy and execution been efficient and cost-effective?</p> <p>To what extent have resources been used efficiently?</p> <p>To what extent have project funds and activities been delivered in a timely manner?</p> <p>To what extent do the Monitoring & Evaluation (M&E) systems utilized by UNDP ensure effective and efficient project management?</p>	<p>To what extent was the project management structure efficient in generating the expected results?</p> <p>Were the annual workplans cost-effective?</p>	Review of project financial information	Desk review plus verification with program manager.	Project delivery rate and its timeliness.	Analysis of financial management.
Sustainability	<p>Are there any financial risks that may jeopardize the sustainability of project outputs?</p> <p>Are there any social or political risks that have or may jeopardize the project sustainability?</p> <p>Did the project envision exit strategies?</p>	<p>Are there specific mechanisms in place to ensure project result stakeholders' ownership and sustainability?</p> <p>Were lessons learned documented and shared by the project team?</p>	Review of results reports	Desk review plus verification during interviews.	Participatory mechanisms in place and stakeholders' testimonies	Evaluative questions identifying actions and specific perceptions of interviewed stakeholders
Gender Equality	To what extent have gender equality and the empowerment of women been addressed in the	Did the percentage of women voters and candidates increase as a consequence of the trainings?	Review of results reports	Desk review plus verification during interviews.	Stakeholders' testimonies, number of women acting in formal	Evaluative questions identifying actions and specific perceptions

	design, implementation, and monitoring of the project? Were there any unintended effects impacting women empowerment?	What is the women perception regarding the project results?			participatory mechanisms after the intervention.	of interviewed stakeholders
Cross cutting HR, Social inclusion	To what extent has the project adopted a human rights-based approach? To what extent have marginalized groups benefited from the project activities?	Did the project consider social inclusion/equality, participation of marginalized/vulnerable groups in decision-making processes?	Review of results reports	Desk review plus verification during interviews.	Stakeholders' testimonies.	Evaluative questions identifying actions and specific perceptions of interviewed stakeholders

6. PROJECT RESULTS FRAMEWORK

Sustainable Development Goal 16: Effective, accountable and transparent institutions at all levels; and inclusive, participatory and representative decision-making at all levels.												
PDN 2018-2022 Pillar 4: Consolidation of Peace, Strengthening of Democracy, Rule of Law, Good Governance, State reform and Decentralization.												
UNDP Strategic Plan (2018-2021): Acceleration of Structural Transformation for Sustainable Development.												
UNPAF/CPD (2015-2019): By 2019, all citizens actively participate in public issues and public institutions are modernized, delivering effective services at local level based on good governance criteria.												
Project Title: Technical Assistance for Local Governance (TA-LG) Project Number: 00113597												
EXPECTED OUTPUTS	OUTPUT INDICATORS	SOURCE OF DATA	BASELINE		TARGETS (by frequency of data collection)					DATA COLLECTION METHOD		
			Value	Year	Year 1	Year 2	Year 3	Year 4	Year 5		FINAL	
Output 1 Women empowered as leaders, effective actors, contributors, voters & candidates in autarquias locais, including in processes of its institutionalization & organization.	1.1 Number of women trained in public leadership	Project reports	0	2019	25	25					50	Project log frame
	1.2 Number of women coached and mentored on autarquias locais and candidacy	Project reports	0	2019	25	25					50	Project log frame
	1.3 Number of knowledge products on women and autarquias locais	Project reports	0	2019	3	3					6	Project log frame
Output 2 Participatory budgeting capacity built and introduced in local governments.	2.1 Number of municipalities with participatory budget districts and district delegates.	Project reports	0	2019	5	6					11	Project log frame
	2.2 Number of municipalities where participatory budgeting is introduced	Project reports	0	2019	0	4					4	Project log frame
Output 3 CSOs are equipped and engaging with government on public policy.	3.1 Number of CSOs trained on public policy.	Project reports	0	2019	5	5					10	Project log frame
	3.2 Number of public policy monitoring actions realized by CSOs	Project reports	0	2019	0	3					3	Project log frame
	3.3 Number of public policies, programmes monitored by CSOs	Project reports	0	2019	0	2					2	Project log frame
Output 4 Core stakeholders are mobilized to advocate for inclusive and participatory autarquias framework.	4.1 Number of mobilization actions realized with core stakeholders.	Project reports	0	2019	2	2					4	Project log frame

7. ASSESSED INDICATORS PROGRESS BY YEAR TWO

EXPECTED OUTPUTS	OUTPUT INDICATORS	BASELINE		Final			STATUS
		Value	Year	Year 1	Year 2	TOTAL	
Output 1 Women empowered as leaders, effective actors, contributors, voters & candidates in autarquias locais, including in processes of its institutionalization & organization.	1.1 Number of women trained in public leadership	0	2019	25	25	50	Achieved
	1.2 Number of women coached and mentored on autarquias locais and candidacy	0	2019	25	25	50	Achieved
	1.3 Number of knowledge products on women and autarquias locais	0	2019	3	3	6	Achieved
Output 2 Participatory budgeting capacity built and introduced in local governments.	2.1 Number of municipalities with participatory budget districts and district delegates.	0	2019	5	6	11	Surpassed
	2.2 Number of municipalities where participatory budgeting is introduced	0	2019	0	4	4	Surpassed
Output 3 CSOs are equipped and engaging with government on public policy.	3.1 Number of CSOs trained on public policy.	0	2019	0	0	0	Not achieved
	3.2 Number of public policy monitoring actions realized by CSOs	0	2019	0	0	0	Not achieved
	3.3 Number of public policies, programmes monitored by CSOs	0	2019	0	2	2	Not Achieved
Output 4 Core stakeholders are mobilized to advocate for inclusive and participatory autarquias framework.	4.1 Number of mobilization actions realized with core stakeholders.	0	2019	2	2	4	Achieved

8. Pledge of ethical conduct form.


Evaluation Consultants Agreement Form To be signed by all consultants as individuals (not by or on behalf of a consultancy company) before a contract can be issued.

Agreement to abide by the Code of Conduct for Evaluation in the UN System Name of

Consultant: MARIA EUGENIA HERRERA LARA

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at Mexico City on October 16th, 2023.

A square image showing a handwritten signature in blue ink. The signature is stylized and appears to be 'M. E. Herrera Lara'. It is positioned above a horizontal line that serves as a signature line.

Signature: _____