

Final evaluation of the Joint Programme:

Governance of Water and Sanitation in Angola's poor Neighbourhoods (MDGF-1830)

FINAL REPORT

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Executive summary	4
Introduction	8
Background	8
Goals and methodology of evaluation	9
Description of the joint programme and the work context	12
Findings by level of analysis and information needs	17
Design level	17
Relevance	17
Process level	27
Efficiency	27
Ownership in the process	36
Results level	40
Effectiveness	40
Sustainability	44
Conclusions	48
Good practices, success stories and lessons learned	55
Recommendations	56
Table 1. Reshaped Results Framework	15
Table 2. Budget modification after UNRCO closed operations in Angola	18
Table 3. Modification of the Outcome OVIs	19
Table 4. Contribution of the JP WatSan to the MDGs	21
Table 5. Beneficiaries count	40
Figure 1. Location of the programme	16
Figure 2. Charts and figures as of 31 December 2010	33
Figure 3. Charts and figures as of 31 December 2011	34
Annexes	
Annex 1. Evaluation matrix	
Annex 2. Interviews and FGDs guides	
Annex 3. Monitoring Framework assessment	
Annex 4. <i>Quadro de Monitoria do Programa</i> March 2013	
Annex 5. UNDP MDG-F Media Development project	
Annex 6. Improvement Plan-Final Status	
Annex 7. FGD and interviewees listing	
Annex 8. Evaluator's CV	
Annex 9. Evaluation Terms of Reference	

CBOs	Community Based Organizations
CM	<i>Comissão de Moradores</i>
DNAAS	<i>Direção Nacional de Abastecimento de Água e Saneamento</i>
DPEA	<i>Direção Provincial de Energia e Águas</i>
EA	<i>Executivo Angolano</i>
EPAL	<i>Empresa Pública de Águas de Luanda</i>
GAS	<i>Grupo Água e Saneamento</i>
HACT	Harmonized Cash Transfers
IFAL	<i>Instituto de Formação da Administração Local</i>
ILO	International Labour Organization
INEFOP	<i>Instituto Nacional de Emprego e Formação Profissional</i>
IOM	International Organization for Migration
MDG-F	Millennium Development Goals Achievement Fund
MINAMB	<i>Ministério do Ambiente</i>
MINEA	<i>Ministério de Energia e Águas</i>
MINPLAN	<i>Ministério do Planeamento</i>
MOGECA	<i>Modelo de Gestão Comunitária de Água</i>
MDTF	Multi Donor Trust Fund
NGO	Non Governmental Organizations
NSC	National Steering Committee
PMC	Programme Management Committee
SISAS	<i>Sistema de Informação do Sector de Água e Saneamento</i>
STLC	<i>Saneamento Total Liderado pela Comunidade</i>
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
UTNSA	National Technical Unit for Sanitation Coordination
UNDAF	United Nations Development Assistance Framework
UNHRO	United Nations Human Rights Office
UNICEF	United Nations Fund for Children
WASH	Water, Sanitation & Hygiene

EXECUTIVE SUMMARY

1. This is an individual and final evaluation of the joint programme entitled ‘Governance of Water and Sanitation in Angola’s poor Neighbourhoods’ (MDGF-1830) (JP WatSan). The programme seeks to: **(1)** establish a pro-poor policy and regulatory framework that feature community participation in the provision and management of water and sanitation (WatSan) facilities; **(2)** promote the autonomy of communities in the management of WatSan facilities through the creation and/or strengthening of **(i)** *Grupos de Água e Saneamento* (GAS) in rural areas of Moxico Province and **(ii)** *Comissões de Moradores* in peri-urban *bairros*¹ of Luanda; **(3)** reinforce the capacity of local governments to effectively monitor community WatSan management systems, mobilize resources and fund community WatSan projects; and **(4)** put in place an enhanced accountability system for peri-urban and rural water and sanitation sector.

2. Angola’s water supply and sanitation sector has until recently remained the least developed in Africa due to four decades of persistent civil conflict. Significant water supply and sanitation sector transformations began with the passage of *Lei das Águas* in 2002, which, together with the formation of the 2003 Water Sector Development Strategy² and Water Sector Programme³, define the policy framework for water resources management and sets the foundation for the national policy for the use of water as consumption good.

3. The programme was approved by the Secretariat of the Millennium Development Goals Achievement Fund (MDG-F) on 2 April 2008, but a few months later one of the partners, the United Nations Human Rights Office (UNHRO), had to close operations in the country. This substantially delayed the start of the programme, which was adapted to be implemented by the remaining agencies and their governmental partners: **(1)** United Nations Children’s Fund (UNICEF), United Nations Development Programme (UNDP) as lead agency, International Labour Organization (ILO), International Organization for Migration (IOM); **(2)** *Ministério do Ambiente da República de Angola* (MINAMB), and the *Ministério de Energia e Águas da República de Angola* (MINEA) as lead government institution. The programme began in March 2009 with the effective delivery of funds. The end date is, after the Secretariat endorsed on 20 March 2012 a twelve months no-cost extension, 20 March 2013.

¹ Neighbourhoods.

² *Estratégia de Desenvolvimento do Sector das Águas*.

³ *Programa de Desenvolvimento do Sector das Águas*

4. The evaluation seeks to: **(1)** measure to what extent the joint programme has fully implemented its activities, delivered outputs and attained outcomes and specifically measuring development results; **(2)** generate substantive evidence based knowledge on best practices and lessons learned that could be useful to other development interventions at national and international level.

5. The evaluation process was conducted following a qualitative design, which is the option that best fits the type of questions described in the Terms of Reference (ToR) for the assignment, and best adapts to some particularities of joint programmes: multiplicity of agencies, national partners and society groups involved. The evaluator promoted a learning process essentially participatory and inclusive, giving voice to different population groups and institutions involved in the programme.

6. The main information collection tools used were: individual interview, Focus Groups Discussions (FGD) and participative workshops with the main evaluation stakeholders.

7. Evaluation users: **(1)** National and local partners: *Administrações Municipais de Cacuaco and Viana and Distrito Urbano de Kilamba Kiaxi*⁴ (Província de Luanda), *Administrações Municipais de Luena, Luau and Kamanongue* (Província de Moxico), *Departamento da Abastecimento de Água e Saneamento (DNAAS)/Ministério de Energia e Águas (MINEA), Instituto de Ciências Religiosas de Angola, Unidade Técnica Nacional de Saneamento Ambiental (UTNSA)/Ministério do Ambiente (MINAMB), Universidade Agostinho Neto*; **(2)** *Agencia Española de Cooperación Internacional para el Desarrollo (AECID)*; **(3)** Secretariat of the Millennium Development Goals Fund (MDG-F); **(4)** United Nations Country Team (UNCT) agencies involved in the programme: UNICEF, UNDP, ILO and IOM; **(5)** the persons and communities involved in the activities promoted by the programme; **(6)** International Non-Governmental Organizations (INGOs): Oxfam GB, Dom Bosco, Lutheran World Federation and Salvation Army; **(7)** Angolan Non-Governmental Organizations (NGOs): Development Workshop; **(8)** private sector: Kazukama and Mambeto.

8. Some context issues that turned to adversely affect the development of the originally planned strategy were clearly identified in the design phase but no alternative solutions were assessed in that case of identified risks such as cost effectiveness, pace of reform, realignment of capacities and availability of national expertise. An in-depth feasibility assessment would have probably recommended the development

⁴ The *Administração Municipal* of Kilamba Kiaxi was taken up by the *Administração Municipal* of Luanda just before the national elections held on 31 August 2012.

of a more realistic intervention proposal. Finally, the intervention strategy was not gender sensitive; characteristic that would have required a gender needs assessment during the design phase.

9. The programme has been able to make some significant contributions to the development of the water and sanitation public policy framework that are in the process of institutionalization, namely: **(1)** three studies that will facilitate the effective implementation of the *Lei de Águas* (MINEA); **(2)** *Plano Nacional de Saneamento Ambiental* (MINAMB); **(3)** *Plano Estratégico Nacional de Gestão de Resíduos Sólidos* (PESGRU) (MINAMB), which was partially sponsored the programme. Additionally, the *Modelo de Gestão Comunitária de Água* (MOGECA), developed by the Angolan Non Governmental Organization (NGO) Development Workshop (DW) in partnership with UNICEF and the European Union, and widely applied by UNICEF during the JP WatSan implementation, has been officially endorsed by the MINEA.

10. Approximately 258,000 persons (100,844 women) were benefited with new or rehabilitated water systems (new water points: 50; water points rehabilitated; 72 water supply at schools were installed or rehabilitated; 41 Water supply at health centres were installed or rehabilitated; 8 small water systems were installed or rehabilitated).

11. Approximately 68,216 persons were trained in Community Led Total Sanitation (CLTS), which is an approach to sanitation considered as strategic by the EA and included in its “*Estratégia de Combate a Pobreza*” (Poverty Reduction Strategy).

12. *Águas de Portugal*, the consulting company that facilitated the participative elaboration of the *Plano Diretor de Água e Saneamento* of Kilamba Kiayi Municipality compiled and submitted all the materials used to the *Instituto de Formação de Administração Local* (IFAL), which is the institution responsible for municipal capacity development in Angola. IFAL has already trained some other municipalities in the preparation of participative *Planos Diretores Gerais Municipais*, although needs some capacity building to replicate training specializing in the elaboration of *Planos Diretores Municipais de Água e Saneamento*.

13. The programme was designed jointly among the participating UNCT agencies with low involvement of national and sub-national partners. Implementation and monitoring have not been conducted in a joint way: agencies continued to do their business as usual in terms of the nature and modality of implementing the activities within context of the joint programme. Additionally, the value added of some UNCT agencies involved in the programme is questionable.

14. Ownership of the MDG-F joint programming model among UNCT agencies can be assessed as reduced: UNCT agencies managers interviewed during the final evaluation process consider the joint programming model proposed by the MDG-F as an artificial external imposition that, according to some opinions of technical staff members of the UNCT agencies involved, obstructed implementation. Recently, the UNCT created a permanent interagency coordination body involving UNCT agencies' deputy managers (Programme Management Group) that is considered more interesting by the UNCT agencies than an *ad hoc* structure.

15. The programme has operated with reduced effectiveness: only 37% of the planned targets were finally totally achieved. The evaluation detected some situations that indicate problems of sustainability of two components: (1) small businesses sponsored by IOM that benefitted the GAS in Moxico Province. (2) Water systems installed/rehabilitated by UNICEF; although there are some exceptions, like the *chafarizes*⁵ rehabilitated in *bairro* Pedreira (Cacuaco Municipality, Province of Luanda), where the excellent community organizational level (*Comissão do Moradores*) appears key to overcoming the multiple sustainability problems faced by these systems in Angola, chiefly: limited financial and human resources among provincial and municipal administrations, which are not really able to provide adequate maintenance to water systems and keep a stock of spare parts; extreme vulnerability of rural communities in Moxico Province; very weak organizational levels in rural areas in Moxico Province and also weak organizational structures in some *bairros* in peri-urban Luanda.

16. It has to be added that UNICEF highlights, as a lesson learned on water points in rural areas, that systems are sustainable only when there is and active and continuous support from the users that includes financial contribution for maintenance. However, organizing and motivating communities for this role is not an easy task. Therefore it is also a challenge and responsibility of the EA and *Direções Provinciais de Energia e Água* to facilitate this aspect through education of the rural population. UNICEF continues to work in this direction supporting provincial partners, but behavioural change takes time to show results beyond the time scope of the programme.

⁵ Water points.

17. Products and outputs potentially sustainable:

- *Planos Diretores Municipal de Água e Saneamento*⁶ of Kilamba Kiaxi, Luau and Kamanongue.
- The studies that complement the *Lei de Águas* (MINEA).
- *Plano Estratégico Nacional de Gestão de Resíduos Sólidos* (MINAMB): already approved by the National Assembly. The DNAAS is preparing the corresponding implementation decrees to receive a budget for its implementation and considers that this *Plano Estratégico* will contribute to a complete restructuring of the sector.
- *Plano Nacional de Saneamento Ambiental*: the draft version has yet to be approved by the National Assembly. The DNAAS assesses this product as a strategic one for the EA.
- *Modelo de Gestão Comunitária* (MOGECA): officially endorsed by the MINEA.
- CLTS approach and Sanitation Marketing: already approved by the EA.
- CLTS training manual for community agents: already approved by the EA.
- Water Quality manual: approved by DNAAS.
- Contract Management training documentation: approved by DNAAS and part of the training of the DNAAS personnel.
- Communication material on Hygiene, Water Treatment, and Safe Storage (HWTSS), Hands Washing and CLTS: approved by the EA.
- It seems that SEFOJOR will continue funding trainings on MDGs.
- Water systems installed in *bairro* Pedreira in Cacuaco Municipality.

1. INTRODUCTION

1.1. Background

18. The Millennium Development Goals Achievement Fund (MDG-F) is an International Cooperation mechanism whose aim is to accelerate progress on the Millennium Development Goals (MDGs) worldwide. Established in December 2006 with a contribution of €528 million from the Spanish Government to the United Nations system, the MDG-F supports national governments, local authorities and citizen organizations in their efforts to tackle poverty and inequality. In September 2008 at the UN High Level Event on MDGs, Spain committed an additional €90 million to the MDG-F.

⁶ Every municipality must have a *Plano Diretor Municipal de Água e Saneamento* by the end of 2013 according to the *Lei de Águas*. The EA will provide funds to implement these plans during 2014.

19. The MDG-F operates through the UN teams in each country, promoting increased coherence and effectiveness in development interventions in line with the Paris Declaration and the Accra Agenda for Action through collaboration among UN agencies. The Fund uses a joint Programme mode of intervention and has currently approved 130 joint Programmes in 50 countries. These reflect eight thematic windows that contribute in various ways towards progress on the MDGs.

20. This evaluation is part of a monitoring and evaluation strategy based on results designed by MDG-F Secretariat. The strategy is based on the principles of the Evaluation Group of the United Nations (UNEG) and the Organisation for Economic Co-operation and Development (OECD) on the quality and independence of the evaluations. Additionally, this evaluation will seek to continue the mid-term evaluation process and its recommendations.

21. The unit of analysis or object of study for this evaluation is the joint programme ‘Governance of Water and Sanitation in Angola’s poor Neighbourhoods’ (JP WatSan), understood to be the set of components, outcomes, outputs, activities and inputs that were detailed in the joint programme document and in associated modifications made during implementation.

22. This evaluation report has been prepared by the evaluator according to the requirements described in the Terms of Reference (ToR) of the final evaluation of the joint programme, according to the Norms and Standards of the UNEG, and following the format recommended by the Secretariat of the MDG-F.

1.2. Goals and methodology of evaluation

23. **1.2.1. Specific objectives of the evaluation:** (1) to measure to what extent the JP has contributed to solve the needs and problems identified in the design phase; (2) to measure the programme’s degree of implementation, efficiency and quality delivered on outputs and outcomes, against what was originally planned or subsequently officially revised; (3) to measure to what extent the JP has attained development results to the targeted population, beneficiaries, participants and the most marginalized whether individuals, communities, institutions, etc.; (4) to measure the joint programme contribution to the objectives set in its respective specific thematic window as well as the overall MDG fund objectives at local and national levels (MDGs, Paris Declaration and Accra Principles and UN reform); (5) to identify and document substantive

lessons learned and good practices on the specific topics of the thematic window, MDGs, Paris Declaration, Accra Principles and UN reform with the aim to support the sustainability of the joint programme or some of its components.

1.2.2. Methodology

24. The evaluation was carried out following a qualitative design. Qualitative research consists in placing people and their experiences at the centre of the process. This methodology allows getting an objective snapshot of the programme situation through the comparison of different experiences and points of view about the same events. Quantitative data included in the results framework were also be analysed.

25. Main characteristics of the evaluation methodology: **(1)** the evaluation was conducted under a gender perspective; **(2)** Human Rights approach with special attention to international conventions and regulatory frameworks; **(3)** participative approach.

26. **Gender approach:** it has been introduced through the review of the evaluation questions using the Harvard Analytical Framework, which has three main components: activity profile, access and control profile and analysis of influencing factors. The Harvard Analytical Framework was applied indirectly, through the inclusion of its components in the specific evaluation questions in the Evaluation Matrix (Annex 1).

27. **Human Rights-based Approach:** **(1)** the evaluation plan emphasized the participation of primary stakeholders (people and communities involved in the activities promoted by the programme) in the evaluation process. **(2)** The evaluation matrix includes two questions to study: **(i)** how Human Rights treaties and instruments informed the design process, and **(ii)** to what extent the design identified the relevant Human Rights claims and obligations. **(3)** The evaluation matrix also includes several questions aimed to analyse how the programme has influenced public policies, norms, standards and regulations related to access to water and sanitation.

28. **Participation:** the following participative work sessions with the Programme Management Committee (PMC) took place: **(1)** workshop dedicated to the contextualization of main findings after the first half of the evaluation mission; **(2)** final workshop dedicated to the contextualization of final conclusions and

recommendations. Objectives of these workshops: **(1)** to produce contextualized and realistic conclusions and recommendations; and **(2)** to promote ownership of the evaluation process.

29. **1.2.3. Information collection tools:** the main information collection tool was the individual interview. Individual interviews were defined to include all the evaluation questions proposed (Annex 2) in the ToR. The types of interviews applied, depending on the situation and the interviewee, were, in increasing order of structuring: **(1)** casual conversation, **(2)** guided interview and **(3)** standardized open-ended interview. Other information collection tools: desk review, Focus Group Discussions (FGD) with different groups of beneficiaries, participative work sessions with the PMC, and direct observation. The different tools were applied flexibly in order to achieve their adaptation to the working conditions.

1.2.4. Elaboration of the guides for the interviews and FDGs

30. The tool to put into practice the key questions described by the ToR, the particularities of a qualitative methodological approach and the mentioned evaluation main characteristics is the evaluation matrix (Annex 1).

31. As the evaluation matrix is a basic element in any evaluation, it's interesting to share some details of its construction: **(1)** the second column lists all the evaluation key questions described in the ToR classified by criterion. **(2)** Given that some of the key questions are too complex to be answered directly and some of them need to be completed to incorporate the gender and Human Rights approaches, a list of specific evaluation questions were prepared by the evaluator. **(3)** Next step was identifying the best information sources for each specific evaluation question. By doing so two objectives can be accomplished: **(i)** the evaluation gets open to broad participation through the inclusion of the widest possible range of participants in the evaluation process; and **(ii)** the answers to each question can be triangulated to obtain views as objective as possible about each issue. The last column assigns a code to every specific evaluation question to properly classify the information from each source of information, which allows processing data in a systematic way.

32. **1.2.5. Information sources:** primary stakeholders (people and communities involved in the activities promoted by the programme), UNCT agencies personnel involved in the design and/or implementation of the programme, staff of the national and local partners involved in the design and/or implementation of the programme, and AECID staff involved in the design and/or implementation of the programme.

1.2.6. Systematization of the information

33. Information from different sources was processed by the evaluator with the aim to compare, consolidate and analyse different opinions and data corresponding to every evaluation question in order to extract main findings and propose conclusions and recommendations, which were discussed with the PMC in the two already mentioned workshops. Findings, conclusions and recommendations are **(1)** based on data gathered, **(2)** gender sensitive, **(3)** formulated in the most objective way possible and avoiding personal opinions of the evaluator. The recommendations have a direct link to one or more conclusions, are realistic and easy to implement in future interventions with a reasonable investment of efforts.

34. **1.2.7. Evaluator:** Carlos Carravilla, founding member and member of the board of the *Col·lectiu d'Estudis sobre Cooperació i Desenvolupament (El Col·lectiu)*⁷, independent consultant specializing in tools and methodologies of International Cooperation.

35. **1.2.8. Evaluation constraints:** **(1)** the evaluator couldn't visit Luao (Moxico Province) because of poor coordination between IOM and UNICEF; **(2)** a higher involvement of UNICEF in the final evaluation process would have been beneficial (visits to programme locations in Viana and Luanda Province); **(3)** it was not possible to talk to the ILO's focal point for the programme via teleconference, although the UN agencies questionnaire (Annex 2) was sent to the ILO and completed; **(4)** it was not possible to get substantial information to report on the level of implementation of planned activities.

1.3. Description of the joint programme and the work context

1.3.1. Context

36. Angola has made substantial progress in economic and political terms since the end of the war. However, the country continues to face massive developmental challenges which include reducing the dependency on oil and diversifying the economy, rebuilding its infrastructure, improving institutional capacity, governance, public financial management systems, human development indicators and the living conditions of the population⁸.

⁷ <http://www.portal-dbts.org/>

⁸ <http://www.worldbank.org/en/country/angola/overview>

37. There have been moves to crack down on corruption and improve governance in the country since the president called for greater transparency in the management of public funds, and indicated a “zero tolerance” approach. As a result, the Law on Administrative Probity was approved on March 5, 2010 by the National Assembly, but implementation mechanisms and monitoring remain unclear⁹.

38. Angola’s Human Development Index (HDI) value for 2011 is 0.486, in the low human development category, positioning the country at 148 out of 187 countries and territories. Between 2000 and 2011, Angola’s HDI value increased from 0.384 to 0.486, an increase of 27.0 per cent or average annual increase of about 2.2 per cent¹⁰. Finally, Angola is a middle-income country.

39. Due to a lack of relevant data, the Gender Inequality Index (GII) has not been calculated for this country.

40. Angola has the highest rate of diarrheal disease in the world with 114 years of life lost to diarrheal diseases for every 1,000 Angolans. Contaminated water, inadequate storm water drainage, and lack of even minimal sanitation facilities have resulted in high, and steadily increasing, rates of water and excreta-related diseases. Some of the worst sanitation in Angola can be found in its capital, Luanda, as well as in the hillside refugee camps surrounding the city where more than a million internally displaced persons still reside¹¹.

41. While the streamlining of institutional reforms has fostered momentum in water supply and sanitation sector development, constraints on further reforms and sustainability are due to the lack of financial, managerial, and technical capacity in the sector¹².

42. The Angolan government’s objective is to increase the proportion of people having access to safe-drinking water and adequate sanitation from 33% to 81% and from 48% to 74% respectively in the period 2003-2016¹³.

⁹ <http://www.worldbank.org/en/country/angola/overview>

¹⁰ Human Development Report 2011.

¹¹ USAID. Angola, Water and Sanitation Profile.

¹² USAID. Angola, Water and Sanitation Profile.

¹³ JP WatSan programme document.

43. Governance figures among the main constraints to the expansion of water and sanitation services to reach more people, especially the poorest. The main issue is the un-sustainability of water standpoints that are managed by state-owned utility¹⁴. Other identified constraints include: weakness of the regulatory and normative framework, lack of communities' participation in decision-making processes related to water and sanitation, low investment in the capacity of WatSan institutions, and the absence of an accountability framework¹⁵.

1.3.2. The joint programme (JP)

44. The JP WatSan in Angola (March 2009-March 2013), with a total approved budget of USD 7,600,000, aims to support national priorities on the water and sanitation sector bringing together different key actors, such as the MINEA, the MINAMB, local administrations, Civil Society Organizations, etc.; and building on comparative strengths and expertise from UNDP (USD 2,450,000), UNICEF (USD 3,750,000), IOM (USD 1,150,000), and ILO (USD 250,000).

45. The main implementing partners are the MINEA and MINAMB. These ministries are responsible for ensuring access to water and sanitation respectively to populations and therefore the main entities responsible for the realization of the objective of this programme. However due to the strong orientation of the programme towards water supply, MINEA is the key counterpart and 'direct' beneficiary of most of the programme outputs/activities including water sector policy and regulation related issues, while MINAMB provides leadership to the (Community Led total Sanitation) component and benefits from the sanitation sector policy and regulation support

46. To achieve this, the programme seeks to: **(1)** establish a pro-poor policy and regulatory framework that feature community participation in the provision and management of WatSan facilities; **(2)** promote the autonomy of communities in the management of WatSan facilities¹⁶; **(3)** reinforce the capacity of local governments to effectively monitor community WatSan management units, mobilize resources and fund community WatSan projects; **(4)** put in place an enhanced accountability system for peri-urban and rural water and sanitation sector.

¹⁴ JP WatSan programme document.

¹⁵ JP WatSan programme document.

¹⁶ The programme proposes a model of governance based on a network of autonomous units of small and medium scale WatSan utilities owned and managed by communities, namely the *Grupos de Águas e Saneamento* (GAS).

Table 1. Reshaped Results Framework according to the results of the baseline study (June 2010)

Joint Programme Outputs	SMART Outputs
<p>Output 1. Legal and regulatory framework in favour of vulnerable and community management in place and functioning.</p> <p><i>Resultado 1: Quadro legal e regulatório com orientação a favor dos vulneráveis e da gestão comunitária, estabelecido e a funcionar.</i></p>	<p>Output 1.1. Water and sanitation policies in place. <i>Resultado 1.1. Políticas de água e saneamento operacionais.</i></p> <p>Output 1.2. 6 municipal master plans for water and sanitation, including models of community management, developed and adopted. <i>Resultado 1.2. 6 planos diretores municipais de água e saneamento, incluindo modelos de gestão comunitária, elaborados e adoptados.</i></p> <p>Output 1.3. Water and sanitation regulatory framework in favour of the most vulnerable consolidated. <i>Resultado 1.3. Quadro regulatório a favor dos vulneráveis consolidado para água e saneamento.</i></p> <p>Output 1.4. SISAS disseminates information and guides policy reforms and regulations. <i>Resultado 1.4. SISAS a propagar informação e a guiar as reformas de políticas e regulamentos.</i></p>
<p>Output 2. Autonomy-oriented community water structures ensuring sustainable access to WatSan in all targeted areas.</p> <p><i>Resultado 2: Estruturas comunitárias autónomas de água assegurando o acesso sustentável a água e saneamento em todas as áreas alvo.</i></p>	<p>Output 2.1. Users gain access to sustainable water and sanitation in target areas. <i>Resultado 2.1: Usuários obtêm acesso sustentável a água e saneamento nas áreas alvo.</i></p> <p>Output 2.2. Community structures trained in the management of water and sanitation. <i>Resultado 2.2. Estruturas comunitárias de água capacitadas na gestão de água e saneamento.</i></p> <p>Output 2.4. Local contractors trained for the supply of equipment and services to the community water system. <i>Resultado 2.3. Empreiteiros locais capacitados para o fornecimento de equipamento e serviços aos sistemas comunitários de água.</i></p> <p>Output 2.4. Sustainable livelihoods Projects implemented in target areas. <i>Resultado 2.4. Projetos de meios de vida sustentáveis implementados nas áreas alvo.</i></p>
<p>Output 3. Mechanisms for monitoring and financing of community water systems and sanitation established at municipal level.</p> <p><i>Resultado 3: Mecanismos para a monitoria e financiamento dos sistemas comunitários de água e saneamento estabelecidos a nível municipal.</i></p>	<p>Output 3.1. Information systems in place to monitor and supervise community structures. <i>Resultado 3.1: Sistemas de informação estabelecidos para monitorar e supervisionar as estruturas comunitárias.</i></p> <p>Output 3.2. Funds for Municipal Development of Water and Sanitation established. <i>Resultado 3.2: Fundos Municipais de Fomento de Água e Saneamento estabelecidos.</i></p>
<p>Output 4. Established mechanisms for accountability of municipalities in service delivery of water supply and sanitation in peri-urban and rural.</p> <p><i>Resultado 4: Mecanismos estabelecidos para a responsabilização dos municípios na prestação dos serviços de abastecimento de água e saneamento nas áreas peri-urbanas e rurais.</i></p>	<p>Municipal responsibility index. <i>Índice de Responsabilização Municipal</i></p> <p>Output 4.1. Residents of the areas targeted have knowledge of their rights and information on water and sanitation and its management. <i>Resultado 4.1. Residentes das áreas alvo têm conhecimentos dos seus direitos e informação sobre água e saneamento e a sua gestão.</i></p> <p>Output 4.2. Consumers' alliances trained and capacitated to demand the improvement of services. <i>Resultado 4.2. Alianças de consumidores formadas e capacitadas para reivindicarem o melhoramento de serviços.</i></p> <p>Output 4.3. National Forum on Water Institutionalized. <i>Resultado 4.3. Fórum Nacional de Água institucionalizado.</i></p> <p>Output 4.4. Periodic participatory evaluation of the provision of WatSan services realized in the target localities. <i>Resultado 4.4: Avaliação regular e participativa do abastecimento de água e saneamento.</i></p>
<p>Output 5. Management and administration of the programme.</p> <p><i>Resultado 5: Gestão e administração do programa</i></p>	<p>Planning and implementation. <i>Planificação e implementação.</i></p> <p>Output 5.1. Coordination. <i>Resultado 5.1: Coordenação.</i></p> <p>Output 5.2 Monitoring and evaluation. <i>Resultado 5.2. Monitoria e avaliação.</i></p>

47. **Areas of intervention:** Luanda and Moxico provinces in Angola: municipalities of Cacuaco, Viana and Kilamba Kiaxi (Province of Luanda) and the municipalities of Luena, Kamanongue and Luau (Province of Moxico).

Figure 1. Location of the programme



Source: <http://www.mapsofworld.com/angola/maps/angola-political-map.jpg>

2. FINDINGS BY LEVEL OF ANALYSIS AND INFORMATION NEEDS

2.1. DESIGN LEVEL

2.1.1. Relevance

Programme design

48. The programme document was designed according to the *Lei de Águas* (2002)¹⁷; nevertheless, no specific in-depth assessments, including gender needs assessments, were conducted before or during the design. Additionally, it seems that the programme was not designed with full and systematic participation of the national and sub-national partners and beneficiaries, although some consultations were done: **(1)** in 2008 UNICEF and IOM visited the *Administração Municipal* of Luena to introduce the programme; **(2)** a consultant (UNICEF) travelled to Luena to assess water and sanitation needs at the community level, though it was the *Administração Municipal* of Luena that decided which communities would be benefited by the programme.

49. When the programme was presented to the MINEA, the attitude of the ministry was no so collaborative since the *Executivo Angolano* (EA) was already implementing at that time the programme *Água para Todos*, a large water and sanitation infrastructure intervention at national level with a budget over USD 650,000,000. Although the EA could have benefited more from some complementarities, the limited budget of the JP WatSan compared to the budget of *Água para Todos* and to the needs of a country in transition and reconstruction after a long civil war very probably contributed to limited interest in the programme among ministerial decision makers.

50. The United Nations Human Rights Office (UNHRO) participated in the preparation of the concept note but closed operations in the country before the programme started.

¹⁷ It defines the policy framework for water resources management in general, and sets the foundation for the national policy for the use of water as consumption good.

Table 2. Budget (USD) modification after UNRCO closed operations in Angola

	Concept note budget	Approved budget	Modification
PNUD	3,005,000	2,450,000	-18%
UNICEF	4,749,600	3,750,000	-21%
UNHRO	1,300,000	0	-100%
OIM	1,388,406	1,150,000	-17%
ILO	1,551,798	250,000	-84%
Total	11,994,804	7,600,000	-37%

Source: Mid-term evaluation report.

51. It is necessary to comment on the role of ILO in the programme given the drastic reduction in its budget between the concept note (1,551,798 USD) and the programme finally approved (250,000 USD). ILO was actively involved in the design phase and, according to the memorandum of understanding between all participating UN agencies (October 2007), it was supposed to deliver, through a permanent ILO project team based in Luanda, and in collaboration with IOM, outputs related to (1) capacity building on income generating activities for targeted communities and (2) capacity building for local entrepreneurs operating in water and sanitation sectors. In March 2009, the final programme document (PRODOC) was sent to the ILO for signature with a budget of 250,000 USD to implement Output 2.3 (*Resultado 2.3: Empreiteiros locais capacitados para o fornecimento de equipamento e serviços aos sistemas comunitários de água*). ILO signed the PRODOC despite considering that the amount allocated was probably insufficient to meet the planned targets (OVIs 2.3.1, 2.3.2 and 2.3.3 were finally not achieved). Probably, the non-resident status of ILO limited its capacity to adequately negotiate its role in the joint programme.

Programme redesign

52. In regards to the recommendations submitted by the Secretariat to the UNRC in Angola on 2 April 2008 together with the communication of official approval of the programme:

- The *Ministério do Planeamento* officially endorsed the JP WatSan when the *Ministra do Planeamento* signed the official programme document.

- Additional justification of the added value of IOM in relation to the proposed awareness raising campaign: in the signed programme document the awareness raising campaign involves UNDP and UNICEF, but the campaign was never developed.
- The budget was reduced in the amount of USD 400,000. The final budget was modified accordingly.
- Several Objectively Verifiable Indicators (OVIs) to measure process advancements, the access to the services by the beneficiaries and the effects of the programme were included in the Monitoring Framework using data from the baseline study conducted. This means that the redesign was done according to the recommendation.

53. The original programme's Results Framework has undergone several modifications, some of them according to the results of the baseline study completed in June 2010. Annex 3 contains a detailed analysis of the final Objectively Verifiable Indicators (OVI) and allows comparing the original Results Framework and the final one.

54. **Outcome modifications:** the wording of the Outcome remains the same but some of its Objectively Verifiable Indicators (OVIs) were reformulated as follows:

Table 3. Modification of the Outcome OVIs

PRODOC Outcome Objectively OVIs
Proportion of population with access to improved water facilities, in target areas. Baseline 2007: n/a; target 2010: 70%
Proportion of population with access to improved sanitation facilities, in target areas. Baseline 2007: n/a; target 2010: 70%
Index of community autonomy in the management of water and sanitation facilities. Baseline 2007: n/a; target 2010: (+50%)
% of broken water facilities in target localities. Baseline 2007: 43%; target 2010: ≤ 5%
Average down time of water supply systems in target localities. Baseline 2007: n/a; target 2010: "Halved". Eliminated in the RMF.
Reshaped Outcome OVIs
The following percentages of the population in target areas with access to safe drinking water by 2012: 30% Kilamba Kiayi, Luena 40%, 40% Cacuaco, Kamanongue 100%, 100% Viana, Luau 70% (<i>As seguintes percentagens da população nas áreas alvo com acesso a água potável até 2012: Kilamba Kiayi 30%, Luena 40%, Cacuaco 40%, Kamanongue 100%, Viana 100%, Luau 70%</i>). More realistic and detailed.
100% of the population with access to sanitation, and hygiene related behaviours improved in target areas by 2012 (<i>100% da população com acesso a saneamento, e comportamentos relacionados com a higiene melhorados, nas áreas alvo até 2012</i>). More ambitious target.
The 6 municipalities achieve the following average values of Community Autonomy index in the management of water systems in target areas by 2012: 3.5 Luanda, Moxico 2.5 (<i>Os 6 municípios atingem os seguintes valores médios do Índice de Autonomia Comunitária na gestão dos sistemas de água nas áreas alvo, até 2012: Luanda 3,5; Moxico 2,5</i>). Based on reliable data from the baseline.
5% or less water systems damaged target areas in Luanda and 10% in Moxico in 2012 (<i>5% ou menos dos sistemas de água avariados nas áreas alvo em Luanda e 10% em Moxico, em 2012</i>). Target established.

55. **Outputs modifications:** most of the Outcomes remained unchanged and there are only small modifications in three cases: **(1)** Original Output 2.2: 500 community WatSan structures capacitated in community WatSan management, by 2010. Reshaped *Resultado 2.2: Estruturas comunitárias de água capacitadas na gestão de água e saneamento*. **Comment:** the reshaped outcome does not specify the number of communities. **(2)** Original Output 3.2: WatSan funds established in 30 municípios to support community WatSan units, by 2009. Reshaped *Resultado 3.2: Fundos Municipais de Fomento de Água e Saneamento estabelecidos*. **Comment:** the number of municipalities finally involved was reduced from 30 to 6. **(3)** Original Output 4.1: 80% of population in target areas aware of basic rights relating to water and sanitation and of their local service provision; and are able to use this knowledge to claim for improved service delivery, by 2010. Reshaped *Resultado 4.1: Residentes das áreas alvo têm conhecimentos dos seus direitos e informação sobre água e saneamento e a sua gestão*. **Comment:** the original target (80%) was removed.

56. The wording of the Outcome and the outputs (in the reshaped version) cannot be assessed as gender sensitive: terms such as “*a favor dos vulneráveis*”, “*usuários*”, “*estruturas comunitárias*”, “*empreiteiros locais*” consider the population benefited as a whole, thus ignoring that in every community there are always different types of collectives with differentiated needs and priorities and that some of them, such as women and the youth, are usually excluded from decision-making processes and from some benefits delivered to the communities.

Redesigned Objectively Verifiable Indicators (OVIs)

57. The reshaped set of OVIs (based on the baseline study) improves very significantly the Monitoring and Evaluation (M&E) ability of the Results Framework. The original set of OVIs lacked specificity and did not include targets for most of the indicators.

58. Twenty indicators out of fifty (40%) are of adequate technical quality, although they are not gender sensitive (only two OVIs can be assessed as gender sensitive), because they allow measuring development results.

59. The elaboration of some OVIs has proved to be too complex:

- Outcome: OVI: 100% da população com acesso a saneamento, e comportamentos relacionados com a higiene melhorados, nas áreas alvo até 2012; OVI: Os 6 municípios atingem os seguintes valores médios do Índice de Autonomia Comunitária na gestão dos sistemas de água nas áreas alvo, até 2012: Luanda 3,5; Moxico 2,5.
- Output 2: OVI 2.1.2. Defecação ao ar livre eliminada e higiene melhorada nas áreas alvo até Março 2012. OVI 2.4.5. Ingresso médio dos beneficiários dos projetos aumenta em pelo menos 25% antes do fim do Programa.
- Output 4: OVI 4.0. Aumento do Índice de Responsabilização Municipal em 6 municípios antes do fim do Programa, para os seguintes valores: Luanda 3; Moxico 2. OVI 4.1.2. População de 6 municípios mostra conhecimentos adequados sobre água e saneamento, e os seus direitos

60. Since the improvement of access to safe water and sanitation has usually a direct and fast impact on the health of the population benefitted, it would have been very relevant to include at least one indicator to illustrate these type of positive effects.

61. **Additional information.** Practical tips for designing OVIs: **(1)** indicators related to changes in living conditions are more interesting and technically adequate than indicators that are actually products, activities or number of people involved in activities¹⁸; **(2)** Indicators should be sensitive to gender relations (disaggregated by sex, gender gap measurement, measurement of differentiated quality of participation, measurement of empowerment measurement of traditionally excluded groups); **(3)** Indicators should be easily updated and verification sources easy to collect; **(4)** the formulation of indicators needs to be as specific as possible, detailing to which population and locations they apply when relevant; **(5)** every OVI should have a target.

62. **Internal coherence of the design:** the direct relationship between the achievement of sub-outputs with the attainment of two outputs and the outcome indicates a cohesive internal design for the JP WatSan. A better in-depth assessment of the internal consistency of the design, however, requires a thorough assessment of the means through which the analysis of alternatives was performed. Unfortunately, the available information was not enough to conduct such an assessment.

¹⁸ The implementation of a number of trainings involving certain number of persons does not provide information on the improvement of the living conditions of the trainees, since factors such as the quality of the trainings and the selection of the beneficiaries can have an important influence in the results of the activity.

Inclusion of the Human Rights approach in the final design

63. The programme document does not describe the international regulatory framework regarding the Human Right to water and sanitation. It has to be added that the Resolution of the General Assembly of the United Nations 64/292¹⁹ was issued two years after the programme was conceived. On the other hand, the programme document includes a solid description on the rights-based approach as a crosscutting issue in the design while the issue of exigibility of rights by the claim holders is very briefly mentioned.

64. At the community level in Moxico Province implementing partners involved in the installation and rehabilitation of water systems and in the development of the capacities of the GAS (Dom Bosco Luena, Lutheran World Federation Kamanongue, Oxfam GB/TSA Luena, Kamanongue and Luau) included the Human Right to safe water and sanitation in their training programmes.

65. The Results Framework includes two outputs devoted to the promotion of the Human Right to access safe water and sanitation focusing **(1)** on the national regulatory framework at both national and municipal levels (*Resultado 1: Quadro legal e regulatório com orientação a favor dos vulneráveis e da gestão comunitária, estabelecido e a funcionar*); and **(2)** on fostering the exigibility of human rights of the claim holders (*Resultado 4: Mecanismos estabelecidos para a responsabilização dos municípios na prestação dos serviços de abastecimento de água e saneamento nas áreas peri-urbanas e rurais*).

Intervention strategy

66. The strategy of intervention described in the programme document is focused on **(1)** enhancing the capacity of concerned stakeholders and institutions to implement the peri-urban and rural water and sanitation governance model²⁰ suggested (*Modelo de Gestão Comunitária de Água/MOGECA*); **(2)** promoting the realignment of policies and ownership of water management schemes by the communities themselves through advocacy; **(3)** fostering sustainability of WatSan systems through the transformation of the role of

¹⁹ The resolution adopted by the General Assembly of the United Nations 64/292. [The human right to water and sanitation](#) (108th plenary meeting, 8 July 2010) recognizes “The right to safe and clean drinking water and sanitation as a human right that is essential for the full enjoyment of life and all human rights.”

²⁰ The model of governance proposed entails promoting a network of autonomous units of small and medium scale WatSan utilities owned and managed by communities, namely the *Grupos de Águas e Saneamento* (GAS), in the target peri-urban and rural areas covered by the programme, with the local government monitoring the network, regulating the rural water and sanitation market, pushing for the autonomy of communities in the management of their water and sanitation schemes, and intervening only when a major problem occurs in any one of the units or when a specific need is expressed.

local governments and the introduction of community participation; and (4) encouraging accountability at different levels.

67. Although the originally designed intervention strategy seems theoretically appropriate (it can be considered a classical WASH strategy) addressing the different facets of a complex problem, it was not completely put into practice: (1) the programme has not implemented relevant advocacy activities addressing the EA (the PMC meeting held on 28 July discussed the need to increase advocacy activities but no specific activities were finally implemented); (2) it seems that the programme has not really contributed to the transformation of the role of local governments in fostering the sustainability of WatSan systems (i.e. in Luena, implementing partners unsuccessfully recommended the *Direção Provincial de Energia e Águas* (DPEA) de Moxico to keep a stock of spare parts to facilitate sustainability of the installed or rehabilitated systems).

68. **Additional information:** the programme sponsored one advocacy activity at the provincial level, which consisted of a national workshop in order to present MOGECA to all the *Direções Provinciais de Energia e Água* (DPEA) from the 18 provinces.

69. **Additional information:** some approximate figures to illustrate the low level of decentralization of the Angolan management of water and sanitation system: the *Repartição Municipal de Energia e Águas* of Cacuaco Municipality has USD 4,9 per family and per year to provide energy and water maintenance while the cost of installing a *chafarize* (water point) is of USD 216 per family.

70. On the other hand, the programme has been able to engage the *Direção Nacional de Abastecimento de Água e Saneamento*-DNAAS of the MINEA and the *Direção Nacional do Ambiente* of the MINAMB) to work at the policy level thanks to their involvement in the design of specific activities.

71. The programme has succeeded in mainstreaming gender sensitivity in some particular activities, such as the creation of the GAS and the development of the CLTS components, but it would have been more strategic to have an overarching plan to include the gender approach crosscutting all components.

72. According to some opinions, the programme should have started implementing the *Planos Directores Municipais de Água e Saneamento*, which are the basis to organize any other water and sanitation activity at the municipal level, but in the case of the JP WatSan these plans were developed at the end.

Relevance to MDGs, UNDAF and national priorities

73. The programme is a direct contribution to **MDG 7** (target 7.C, indicators 7.8 and 7.9) but also contributes to MDG 4: Reduce Child Mortality; and MDG 6: Combat HIV/AIDS, Malaria and Other Diseases.

74. The JP WatSan is relevant to two **UNDAF 2005-2008** outcomes: Outcome 1: promoting of equitable economic development and democratic governance in accordance with international norms, by strengthening national capacities at all levels and empowering communities, so increasing their participation in decision-making processes; and Outcome 3: rebuilding the Social Sectors to strengthen the national capacity for the delivery of basic services and to sustain processes of social empowerment. In addition, the programme is related to **UNDAF 2009-2013** Outcome 2: increased and equal access and utilization of quality and integrated social services at national and sub-national levels with emphasis on MDG targets.

75. **Relevance to the needs and problems identified in the design phase:** the programme is relevant to the needs and problems identified, but some activities have to be assessed as not totally relevant to the characteristics of the targeted population/institutions: **(1)** organizational levels of the four GAS visited in Kamanongue are too weak to adequately maintain the water systems installed/rehabilitated and keep the promoted small businesses running; **(2)** water systems spare parts and specialized maintenance are inaccessible for the four rural communities visited in Kamanongue; **(3)** national and sub-national partners involved in water and sanitation management lack personnel and financial resources to participate actively in a programme of this kind.

76. **Additional information:** the spare parts is a concern of UNICEF, DNAAS and DPEAs and both parts are working very closely to create a water and sanitation market were all aspects concerning sustainability are addressed; however all DPEAs and municipalities already know how to procure spare parts.

77. **Additional information:** it has been prepared a study about the access to spare parts. This study will be completed with a database that will be shared with the municipalities by DNAAS.

78. **Additional information:** it has to be mentioned that the model of community management of water and sanitation (MOGECA) has some weaknesses that created serious doubts about the benefits of its application.

79. Added value of the different partners

- UNICEF and UNDP have been able to add value in the development of the components related to strengthening the WatSan policy framework: according to the DNASS and the MINAMB, the collaboration with these two UN agencies allowed them to learn some practical aspects of programme management: elaboration of TdR, selection processes, quality assurance of consultancy products.
- UNDP has had a strong relationship with the ministries involved in the programme through other programmes implemented during the past five years and directly supports the EA in the process of decentralization, especially in supporting municipalities in the provision of basic services.
- UNICEF has a strong experience in the water and sanitation sector and community organization.
- UNICEF opted for direct implementation of the installation of water and sanitation systems delivering the component through some of its partners:
 - Oxfam GB implemented social mobilization and training activities in Luena, Luau and Kamanongue (Moxico Province).
 - The Salvation Army installed/rehabilitated water systems in Luau (Moxico Province).
 - LWF implemented social mobilization and training activities and installed/rehabilitated water systems Kamanongue (Moxico Province).
 - Development Workshop (DW) implemented the components related to community organization in Luanda Province.
 - Dom Bosco installed water systems in Luena schools.
 - Water systems in Luanda Province were installed/rehabilitated by two contractors (Kazucama in Cacuaco and Mambeto in Kilamba Kiaxi) hired through public tenders by municipal administrations and DNAAS.
- IOM delivered small business training and kits to start business to the communities where the water systems were installed or rehabilitated with clear sustainability problems and not really connected to other programme's components.
- ILO is a non-resident agency (Angola is covered from the ILO Decent Work Technical Support Team for Central Africa and Country Office for Angola, Cameroon and Sao Tome & Principe based in Cameroon) that funded: **(i)** a preliminary study on the situation of small and medium enterprises in the

sector of water and sanitation in Luanda and Moxico provinces; **(ii)** “Start and Improve Your own Business (SIYB)” training to about fifty small businesses managers and administrators; **(iii)** the training of three persons to be certified SIYB trainers; and **(iv)** a guide for regulating informal entrepreneurs in water supply business in order to allow authorities to have a better monitoring of this informal business and ensure that a better control of quality and price of the water provided is ensured. Most of ILO’s work was delivered through external consultancies.

80. **Additional information:** UNICEF collaborates with two implementing partners (Oxfam GB and DW) through Programme Contribution Agreements (PCA). PCA is a collaborative basis partnership agreement to work for common goals with shared responsibilities and resources. The PCA is based on a jointly developed programme with a joint work plan and joint budget.

81. **Was joint programming the best option?** Both UNICEF and UNDP have been able to add value to the program covering different needs. On the other hand IOM and ILO have failed to clearly add value. It can be stated that joint programming has been a good choice but the programme could have been developed by UNICEF and UNDP only, thus reducing transaction costs associated with joint programming and increasing overall efficiency by eliminating overheads and logistical and personnel costs associated with two additional agencies.

Communication and Advocacy Strategy

82. The programme did not manage to develop any joint communication because of disagreements among UNCT agencies’ management structures: even the utilization of a common logo to identify every programme activities and documentation was not viable.

83. UNDP sponsored some communication activities according to the plan annexed to this report (Annex 5) **(1)** two capacity development workshops with the participation of ninety-seven journalists from all Angolan provinces in collaboration with the *Centro de Formação de Jornalistas* (CEFOJOR) to elaborate and disseminate information on the MDGs; **(2)** elaboration of life stories by two journalists in Moxico and Luanda focused on water systems beneficiaries; **(3)** Media Brief for the Improvement of Media Reporting in Angola on the Millennium Development Goals.

84. UNICEF also funded a good number of communication activities, namely:

- UNICEF press release for all SISAS and CLTS national and provincial seminars.

- Media involvement in all CLTS provincial and municipal launches with press release and public speech.
- Media involvement and press release during water point and water system projects inaugurations.
- UNICEF supported the organization of AngolaSan+1, with media involvement, public speech and press release.
- MOGECA national seminar in 2011 included media involvement and press release.
- Global Hand Washing day celebrations in 2010, 2011, 2012 accompanied by media involvement, public speech and press release.
- World Water Day celebration in 2010, 2011, 2012 accompanied by media involvement, public speech and press release.
- Water Quality training with media involvement, public speech and press release.

85. *Gender sensitivity of communication activities sponsored by UNDP: (1) the workshops on MDGs delivered to journalists can be assessed as gender sensitive: (i) gender issues were discussed in most of the presentations; (ii) the Fórum de Mulheres Jornalistas para a Igualdade no Género and the Organização de Mulheres Vivendo com HIV e SIDA participated in the workshops. (2) the Media Brief can be also assessed as gender sensitive.*

2.2. PROCESS LEVEL

2.2.1. Efficiency

Management and coordination arrangements and efficiency of the management model

86. **NOTE:** MDG-F Secretariat mission to Mozambique, Namibia and Angola report (23-25 September 2009): Some reminders:

- In those cases where a Programme Manager/Coordinator is recruited, he or she works on behalf of all the UN agency no matter which agency was responsible for the recruitment. UN agencies should make an effort to coordinate with the Programme Manager and not undertake their activities in an isolated manner.
- Use the MDG-F logo (combined with the government logo)
- To avoid the perception that the MDG-F finances the capacity development of UN Agencies, staff paid for by the MDG-F should sit with counterparts or in the programme management unit if one exists

87. The National Steering Committee²¹: the only NSC meeting to date was held on 13 May 2010 with participation of the *Ministério do Planeamento* (MINPLAN), *Agencia Española de Cooperación Internacional para el Desarrollo* (AECID), United Nations Resident Coordinator’s Office (UNRC), UNICEF and UNDP. The NSC members discussed two important subjects: **(1)** agreement on the periodicity of the meetings of the NSC (biannual) and the PMC (every three months); **(2)** it was suggested to study the possibility of identifying a person from the *Direção Nacional das Águas* or from the *Direção de Saúde Pública* “ to be fully dedicated to coordinate both Joint Programmes (the JP WatSan and the ‘Children, Food Security and Malnutrition in Angola’ joint programme).

The Programme Management Committee²²

88. The PMC tried to promote some joint actions that were stopped by the UNCT: **(1)** the PMC elaborated a joint Communication Plan, but the initiative wasn’t approved by the UNCT; **(2)** the PMC discussed and agreed on the ToR to hire a joint Programme Coordinator but the UNCT rejected the idea of having a person hired by UNDP coordinating the activities of all the involved UNCT agencies; **(3)** the PMC proposed to pool funds from the four UNCT agencies to hire a Programme Coordinator siting at the UNRCO but the proposal finally was not implemented.

89. Additional information on PMC meetings held:

- 12 May 2009: UN Resident Coordinator attended the meeting. Main subjects discussed: **(1)** Preparation of the ToR to hire a Programme Coordinator; **(2)** joint visit to Cucuaco.

²¹ **(1)** The National Steering Committee’s role is to provide oversight and strategic guidance to the programme. It sets the priorities and ensures that the results are in line with the main objectives of the programme. **(2)** The specific responsibilities of the NSC include: **(i)** ensuring the conformity of the strategic direction of the programme with the requirements of the Fund and the framework authorized by the MDG-F Steering Committee; **(ii)** aligning MDG-F funded activities with the UN Strategic Framework or UNDAF approved strategic priorities; **(iii)** ensuring that appropriate consultative process take place with key stakeholders; **(iv)** approving the reporting mechanism for the programme and reviewing the consolidated programme reports from the Administrative Agent; **(v)** Reviewing findings of the summary audit reports and ensuring the implementation of corrective actions; **(vi)** ensuring donor visibility.

²² **(1)** The PMC’s role is to provide operational guidance to the programme, focusing essentially on operational mechanism for integrating and putting together agency “components”. **(2)** The Programme Management Committee (PMC) is composed of (according to the programme document): the Resident Coordinator, the *Diretor Nacional das Águas*, the *Diretor Nacional Urbanismo e Ambiente*, representatives from participating agencies, a representative from NGOs, and a representative from beneficiary communities; and it’s chaired by the RC or his/her designate. **(3)** The specific responsibilities of the PMC include **(i)** ensuring operational coordination, **(ii)** managing programme resources to achieve the outcomes and output defined in the programme, **(iii)** establishing adequate reporting mechanisms in the programme; **(iv)** integrating work plans, budgets, reports and other programme related documents, **(v)** agreeing on re-allocations and budget revisions and make recommendations to the RC as appropriate, **(vi)** establishing communication and public information plans.

- 8 September 2009: RC attended. Main subjects discussed: (1) redesign of the Programme Coordinator ToR because of difficulties in the recruitment process; (2) the need of a Communication Plan probably to be developed by UNICEF.
- 24 September 2009: RC attended. Main subjects discussed: (1) difficulties in recruiting a Programme Coordinator; (2) poor coordination among UNCT agencies; (3) slow delivery rate; (4) the need to enhance local capacities to enhance sustainability.
- 4 May 2010: RC attended. Main subjects discussed: (1) it was suggested to hold biannual PMC meetings instead of trimestral meetings; (2) difficulties in recruiting a Programme Coordinator; (3) the need to develop local capacities
- 28 July 2010: UNDP Manager attended the meeting. IOM did not attend. Main subjects discussed: (1) poor monitoring indicators; (2) slow delivery rate; (3) the approval of the *Constituição* will cause implementation delays because of the restructuring of some national partners; (4) Communication Plan and advocacy activities to promote the Human Right to safe water and sanitation and community mobilization.
- 15 October 2010: UNCT management structures did not attend (just UNDP Deputy Manager). IOM did not attend. Main subjects discussed: (1) the need to hire a Programme Coordinator; (2) lack of sustainability of outputs; (3) weak monitoring; (4) the possibility of sharing lessons learned among the two joint programmes in the country.
- 28 January 2011: Main subjects discussed: (1) the *Diretor Nacional de Abastecimento das Águas* mentioned that he would be attending PMC meetings only twice a year; (2) higher involvement of Moxico province in PMC meeting was suggested; (3) lack of coordination between outputs 1 and 2: national and sub-national levels.
- 20 May 2011: Main subjects discussed: (1) implementation of the Improvement Plan (mid-term evaluation); (2) possibility of requesting a no-cost extension; (3) the need to implement joint communication activities; (4) sustainability problems; (5) it was proposed to hold next PMC meeting in Moxico.
- 18 July 2012: Main subjects discussed: (1) no-cost extension request; (2) IOM decides to cancel some activities corresponding to output 4; (3) lack of water in water points installed caused by illegal connections and the need to involve local governments to address the problem; (4) limited visibility of the programme.
- 17 January 2013: Main subjects discussed: (1) collaboration between UNDP and UNICEF to develop the SISAS; (2) final evaluator selection process.

90. **The Joint Programme Coordinator:** there have been several attempts to hire a full time Programme Coordinator that failed for several reasons: (1) the possibility of identifying a person from one of the governmental agencies was not implemented because of lack of technical capacities; (2) unsuccessful selection processes; (3) UNDP hired a person to coordinate its own component and support overall communication and reporting in November 2011, but the person recruited resigned in August 2011; UNDP hired a new person to perform the same tasks in September 2012; this means that the programme had programme coordinator during one year approximately; (4) the PMC agreed on the ToR to hire a joint Programme Coordinator but, as already mentioned, the UNCT rejected the idea of having a persons hired by UNDP coordinating all the activities.

91. **Information flows:** (1) it seems that the PMC has been able to foster good communication among partners at the national level; (2) information exchange among different implementation sites in Moxico

Province and between Moxico and Luanda has been limited: every implementing partner (Dom Bosco in Luena, Lutheran World Federation in Kamanongue, the salvation Army in Luau and Development Workshop in Luanda) has delivered its respective components independently and following several procedures and models: Participatory Hygiene and Sanitation Transformation (PHAST), GAS, CLTS and MOGECA; (3) UNCT agencies also share information on ongoing activities via email but it seems this information is not really used: according to several opinions these emails rarely generate any feedback.

92. There have not been **joint decision-making processes**: (1) the NSC has not been very active during the lifetime of the programme (only one meeting on 13 May 2010 while the programme started in July 2009), which has very likely caused a strategic leadership vacuum. (2) The PMC has not been able to make joint, which has progressively weakened joint programming, so UNCT agencies basically made decisions independently on their respective components with poor involvement of their national and sub-national partners. (3) The role played by the Programme Coordinator has been very limited as already explained.

Depth and breadth of the joint work

93. The programme was designed jointly among the participating UNCT agencies; however implementation and monitoring have not been conducted in a joint way. Each UNCT agency has developed its own components independently, although coordinating activities implementation when necessary: IOM and UNICEF in Moxico have sometimes implemented activities involving the same groups of direct beneficiaries but synergies between both institutions did not exist although some coordination were established in the period 2010-2011, such as joint monitoring visit.

94. The NSC has not contributed to enhance joint programming due to the limited role played during the lifespan of the programme.

95. The PMC, although more active than the NSC, has not served as a platform for substantial discussions and joint decision-making but for information exchanging on the progress of activities and operational issues. It has to be added that the PMC attendants used to be technical staff without the ability to make decisions: some proposals of the PMC, such as the elaboration of a JP Communication Plan, were not approved by the UNCT.

96. Monitoring activities have been conducted separately by each UN agency and then data were consolidated by the lead agency, which has probably hindered **(1)** the ability to respond in good coordination to common issues and **(2)** accountability among partners.

97. There are some cases of good coordination: **(1)** in the Municipality of Kilamba Kiaxi UNICEF funded the elaboration of the municipal SISAS and UNDP used data from this system in the preparation of the *Plano Diretor Municipal de Água e Saneamento*; **(2)** two joint monitoring visits: Moxico Province and Cacuaco Municipality; **(3)** the preparation of the ToR and the agenda for the final evaluation; **(4)** the programme closing process is being coordinated among all the agencies.

98. **Ownership of the joint programming model among UNCT agencies** can be assessed as reduced: **(1)** some agencies mentioned that the MDG-F joint programming model has been an obstacle to implement the programme because: **(i)** individual UNCT agencies' procedures are complex enough; **(ii)** the low delivery rate of some agencies delayed the implementation of other partners. **(2)** Some UN agencies' representatives consider the management structure (NSC and PMC) proposed by the MDG-F as an external imposition. **(3)** The only UNCT agency that believes that joint programming can be beneficial and would like to have a new joint experience is IOM, although its component was not delivered in good coordination with UNICEF in Moxico Province.

99. **Implementation modalities:** **(1)** UNDP tried to implement the funds downloading financial management modality but some administrative difficulties of DNAAS forced to do direct payments to increase the delivery rate after a very slow start. **(2)** UNICEF in Luanda (UNICEF implementation in Moxico Province through some of its partners) opted for the Direct Cash Transfers (DCT) modality, which is its common approach. **(3)** Both UNDP and UNICEF used organic structures of their implementing partners (MINEA and MINAMB) to develop the components related to the enhancement of the water and sanitation public policy framework, which can be assessed as important contribution to Alignment (Paris Declaration). **(4)** UNICEF's water and sanitation systems component is implemented directly by the municipalities, which also contributes to Alignment **(5)** IOM and ILO opted for a direct implementation modality.

100. **Delivering as One:** **(1)** Work methodologies, financial instruments, and business practices: no relevant contributions to this principle were identified by the evaluation; **(2)** One Plan: the UNDAF is a contribution to this principle; nonetheless, since each agency has its own Country Programme and

interventions are usually designed according to funding opportunities (MDG-F Democratic Economic Governance thematic window), the real scenario is more complex. The chances that the UNCT will identify opportunities to capitalise on the comparative advantage of each agency are therefore reduced. (3) One Management: the UNRC Office has not played a relevant role in the implementation of the programme. (4) One Budget: the absence of a consolidated budget linked to the UNDAF can probably make it difficult to get an overview of the financial inputs and outputs of all of the agencies taken together. The role played by the MDTF providing consolidated financial information on joint programmes contributes to this principle. (5) One Set of Management Practices: each UNCT has applied its corresponding management practices.

Financial progress of the JP

101. Financial progress reported until 31 December 2010 was quite low in the cases of ILO and UNDP: twenty-one months after the programme started they had spent 18% and 22% of the transferred funds respectively. In the cases of IOM (58%) and UNICEF (46%) the delivery rate was a bit better but still slow considering that the expenditure rate is calculated over the first year disbursement.

102. Financial progress reported until 31 December 2011 (33 months of implementation or 80% of the total duration of the programme before the no-cost extension was endorsed by the Secretariat of the MDGF) was very slow in the cases of ILO (18% of its total approved budget) and UNDP (15% of its total approved budget); and low in the cases of IOM (36% of its total approved budget) and UNICEF (41% of its total approved budget).

103. **Additional information.** Payments to government partners are based in common work plans and financial disbursement plans. At the beginning of the programmes the attention is focused mainly on planning.

104. Financial status as of January 2013: UNICEF had spent 95% of its total approved budget; UNDP has spent 80%; IOM has spent 92%; and ILO has spent 100%.

105. UNDP will spend approximately 82% of its total approved budget by the end of the programme; ILO has completely executed its budget and it seems that UNICEF and IOM will be able to do so before the end date.

106. There has been an agreement between UNDP and UNICEF to transfer from UNDP to UNICEF the amount of 212,000 USD in order to facilitate the implementation of five activities: **(1)** Support the implementation of three days workshop on M&E and creation of Sanitation Marketing with the participation of partners from the provinces. **(2)** Printing of copies of CLTS Field manual and communication materials (New leaflets) including poster for Sanitation Marketing. Including copies of cartilha CF (C4D). **(3)** Water Quality Training for the technical staff of DPEAs (Luanda, Bie, Cunene, Huila and Moxico) and printing of Water Quality Manual. **(4)** MOGECA tool printing of additional copies of the Tool). **(5)** Additional Training of GAS.

Figure 2

CHARTS & FIGURES
As of 31 December 2010

Organization	Approved Budget	Transferred	Exp rate	Total expenditure	Supplies, equipmt & transport	Personnel	Training of counterparts	Contracts	Other direct costs	Indirect costs
ILO	250,000	250,000	18%	44,787		24,235	14,999	539	2,104	2,930
IOM	1,150,000	725,000	58%	419,703	303,574	146,326		126,267	16,067	27,469
UNDP	2,450,000	1,744,435	22%	382,526	71,144	202,435		355	74,647	33,945
UNICEF	3,750,000	3,379,000	46%	1,541,708	174,721	439,960	1,256	818,591	6,420	100,859
Grand Total	7,600,000	6,098,435	39%	2,388,724	348,439	812,856	16,255	945,732	99,238	165,203

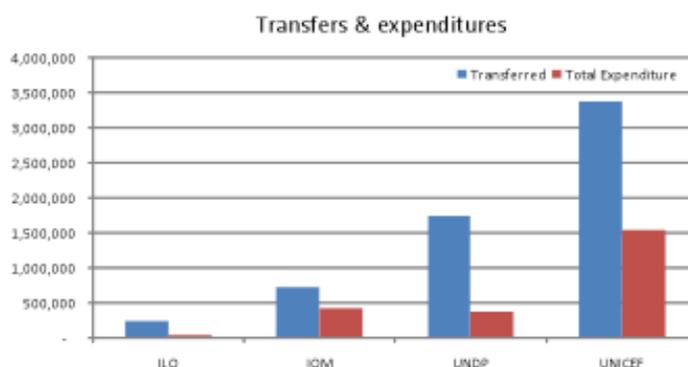


Figure 3

CHARTS & FIGURES
As of 31 December 2011

Organization	Approved Budget	Transferred	Exp rate	Total Expenditure	Supplies, equipment & transport	Personnel	Training of counter	Contracts	Other direct costs	Indirect costs
ILO	250,000	250,000	38%	95,160		89,158	37,154	539	2,104	6,223
IOM	1,150,000	725,000	115%	836,998	189,083	909,367	83,121	126,267	94,356	54,786
UNDP	2,450,000	1,744,435	44%	761,575	76,118	454,285		41,009	122,104	58,059
UNICEF	3,750,000	3,379,000	84%	2,840,454	286,672	563,185	33,083	1,700,000	16,671	185,824
Grand total	7,600,000	6,098,435	74%	4,534,147	531,873	1,393,994	190,358	1,927,833	245,233	304,873



Source: Multi Donor Trust Fund (MDTF) Gateway

Obstacles faced by the joint programme

107. **Coordination difficulties:** (1) the lack of a full time Programme Coordinator has contributed to poor communications and overlaps: UNDP and ILO have sponsored similar studies on *Regulação de venda informal de água* in different locations (better coordination was prevented by ILO's situation as this is a non-resident agency in Angola); (2) the NSC and the PMC did not manage to effectively promote coordination among partners; (2) staff turnover in the UNCT agencies and in the government institutions involved in the programme has hampered stable communication and coordination.

108. **National and sub-national capacities:** (1) every decision involving a budget has to be made by the ministers (MINAMB and MINEA); (2) limited technical capacities in the areas of planning, procurement and supervision of Water, Sanitation and Hygiene (WASH) works.

109. **Poor ownership in the process:** (1) limited collaboration of some sub-national in some cases (the constant political changes at central, provincial and even municipal levels has contributed to this situation) namely: *Direção Provincial de Água e Saneamento* of Moxico, *Administração Municipal de Kamanongue*, University of Agostinho Neto; (2) weak involvement of CBOs (GAS) at the community level in Moxico province; (3) UNDP's component to be developed in collaboration with DNASS suffered severe delays due to poor national ownership during the first half of the programme.

110. **External challenges:** (1) price increase of materials; also the costs of doing social business in the WASH sector in Angola has increased considerably in the last years since project inception in 2007; (2) accessibility to various project sites particularly difficult in Moxico province, where roads are sub-standard and are especially affected in the rainy season; (3) national elections on 31 August 2012 seriously delayed implementation during six months.

111. **Gender issues faced by the programme:** the evaluator did not detect any obstacles related to gender issues, although it should be added that this perception is likely due in part to the fact that the programme has promoted gender equity quite timidly (only the CLTS included the issue systematically).

112. **Impact of the mid-term evaluation: the Improvement Plan (Annex 6):** (1) according to the opinions of UNICEF and UNDP focal persons for the programme, the mid-term evaluation contributed to reactivate to some extent implementation, although the Improvement Plan was not a reference document and did not have a real impact on the programme. (2) Only ten out of nineteen key actions specified in the Improvement Plan were fully implemented.

113. **Recommendations of MDGF Secretariat included in the no-cost extension endorsement letter submitted on 20 March 2012**

- ILO will utilize a major portion of its outstanding resources by March 2012: ILO had spent 95% of its total approved budget as of January 2013.
- IOM's internal target completion date is July 2012: *achieved*.
- UNICEF is finalizing final disbursement on ongoing activities: UNICEF had spent 95% of its total approved budget as of January 2013.

- UNDP is also completing final payments, and these include: the Water and Sanitation Master Plan for the Municipality of Kilamba Kiaxi (USD 120,000): *the activity was completed*; development of the National Policy on Sanitation (Waste Management Strategy) (USD 167,000): *completed*; Training of journalists on MDGs (USD 90,000): *completed*; multisectoral studies with the University of Agostinho Neto (USD 90,000): *the studies were done but not published*.
- UNDP will be launching the development of 2 Sectoral Master Plans for 2 municipalities in Moxico Province (USD 50,000) as soon as the extension is formally approved: *the master plans were finished and the DNAAS has to approve them*.

2.2.2. Ownership in the process

National level

114. Although the *Ministério de Planificação*, member of the NSC and the ministry that officially endorsed the programme document didn't really get involved in the programme, the direct national implementing partners (*Direção Nacional de Abastecimento de Água e Saneamento-DNAAS* of the MINEA and *Direção Nacional do Ambiente* of the MINAMB) were fully involved in the design and implementation of specific activities funded by the programme. Nevertheless, it has to be said that there were some ownership issues concerning the DNAAS during the first half of the programme that caused important delays and slowed down UNDP's delivery rate that were finally resolved by changing the national JP WatSan focal point in the DNASS for a more proactive person who started attending PMC meetings in January 2011: in fact, UNDP, which began using the "direct cash transfers" financial management modality, had to ask the MINEA to send back the funds and apply the "direct payments" modality to speed up the delivery rate.

115. UNDP's component implemented by the University of Agostinho Neto (studies on water and sanitation conducted by last year students and the preparation of a publication based on these studies) has suffered delays and although the studies on water and sanitation prepared by last year students have been finished, the publication of these studies will not be funded by the programme.

116. Some reasons that probably explain the limited ownership in the process showed by the DNASS during the first half of the programme's implementation phase: **(1)** poor participation during the design phase; **(2)** the approval of the new *Constituição da República de Angola* (21 January 2010) and the

subsequent *Executivo Angolano* reorganization, which affected some bodies involved in the programme, required a new effort to achieve DNAAS buy-in.

Sub-national level

Moxico Province

117. The final evaluation meetings held with the *Administração Provincial de Energia e Água* de Moxico and the *Administração Municipal* de Kamanongue allowed the evaluator to verify the poor involvement of these two institutions in the process, situation already highlighted by several bi-annual reports and discussed by the PMC: interviewees such as the *Chefe do Departamento de Água* (*Direção Provincial de Energia e Água* of Moxico), the *Chefe de Secção de Energia, Água e Saneamento* (*Administração Municipal* of Kamanongue), or the *Administradora Adjunta* of the *Administração Municipal* of Kamanongue had a very limited knowledge on the joint programme as a whole and on some important products of the programme like the SISAS or the *Plano Diretor Municipal de Água e Saneamento* of Kamanongue.

118. **Additional information:** New *Chefes de Repartição Municipal de Energia e Águas* de Moxico and Kamanongue as well as the Provincial Director of Energy and Water (DPEA) in Moxico were appointed after the elections in August 2012.. This has undoubtedly contributed to poor ownership during the final months of implementation, but as mentioned in the previous paragraph, poor ownership existed before the elections.

119. This situation has probably been caused by: **(1)** poor involvement during the design; **(2)** provincial and municipal capacities to manage water systems are very reduced (lack of technical staff, spare parts, budget, etc.) so the their involvement in these type of intervention is really difficult; **(3)** the programme *Água para Todos*, which is supposed to be managed following a decentralized model according to the *Lei de Águas*, is implemented from Luanda, so provincial and municipal administrations are not fully participating in the management of water systems at the local level; **(4)** according to some opinions, the water systems sponsored by the programme are not a solution for the communities because they are not sustainable.

120. *Cacuaco Municipality*: this municipality seems to have been quite involved in the process and even participated very actively in the final evaluation activities conducted in the three *bairros* involved in programme activities.

121. *Distrito Urbano Kilamba Kiaxi*: the participative elaboration of the *Plano Diretor Municipal de Água e Saneamento* clearly promoted excellent ownership in the process.

Community level

Moxico Province

122. The evaluator could not visit Luao and only met one GAS in Luena, so ownership in the process assessment is focused on Kamanongue Municipality.

123. Situations that indicate poor ownership in the process among direct beneficiaries (GAS and communities) of water systems installed or rehabilitated by UNICEF and the small businesses sponsored by IOM: **(1)** direct beneficiaries have a very limited knowledge on the joint programme as a whole and the activities sponsored by IOM and UNICEF in the same locations in Moxico Province are not perceived as components of the same process. **(2)** The majority of the water systems visited by the evaluator were dirty, not protected, non-working, damaged and poorly maintained. **(3)** Some GAS visited by the evaluator decided to change the small business started with the support of the programme because they were not profitable, and most of the small businesses sponsored by the programme stopped working once the GAS ran out of the goods delivered by the programme (sugar, corn flour, hens, etc.). Despite these problems of sustainability and according to the IOM's end-of-project evaluation report (based on 314 individual interviews and 27 FGDs in 23 rural communities in Moxico province and 5 peri-urban settlements in Luanda) 96% of the beneficiaries in Moxico Province and 69% in Luanda Province declared themselves satisfied of the project's component; and 84% of Moxico beneficiaries and 62% of beneficiaries in Luanda declared an income situation "slightly better" or "much better" than before the project started.

124. Some situations that explain this lack of ownership: **(1)** activities to be conducted were presented to direct beneficiaries by the different implementing NGOs (Dom Bosco in Luena, Lutheran World Federation in Kamanongue and IOM in both Luena and Kamanongue) without previous involvement in their design so direct beneficiaries could not fully participate in decision-making; **(2)** several direct

beneficiaries interviewed during the evaluation mentioned that before the programme started they knew that the water systems installed would not work for a long time; (3) the Kamanongue *bairros* involved are extremely poor and do not have an organizational culture.

125. In the *bairros* visited during the final evaluation process, despite there are some women participating in the GAS, the participation of women in decision-making is very limited (i.e. in one of the *bairros* visited by the evaluator in Kamanongue Municipality one of the GAS members, when asked about the role of the women in the GAS, explained that women cook for the men when these have to do some do maintenance work to the water system). It seems that the different implementing partners in Moxico Province did not implement any women empowerment activities to guarantee the participation of women involved in the JP as beneficiaries in decision-making processes; though they succeeded in promoting women inclusion in the GAS (40% are women).

Cacuaco Municipality

126. The *Comissão de Moradores do Bairro Pedreira*, an apparently very well organized community, was fully involved in implementation through the community organization activities conducted by Development Workshop (DW), an Angolan NGO specialized in community water and sanitation management, and shows an excellent level of ownership: the *chafarizes* visited by the evaluation mission were clean, protected and very well run and maintained.

127. The *Comissão de Moradores do Bairro Paraíso* was also benefited by the capacity development component delivered by DW, but probably an apparently weaker existing organizational structure compared to *bairro Pedreira* has probably contributed to a weaker ownership of the benefits delivered by the programme: water points were not well protected and some of them were dirty.

128. In the case of *bairro Vidrul*, ownership seems to be reduced, which is probably linked to a weak *Comissão de Moradores*: the water points installed by the programme stopped working after one year because the main pipe was damaged; but, additionally, they had clearly lacked maintenance activities, were extremely dirty, and it seems that the community could have been more active demanding a solution to the municipality, especially when the main pipe was damaged by a waste collection company subcontracted by the municipality: the *Responsável de Direção Provincial de Água, Energia e Saneamento* of Luanda Province in Cacuaco Municipality didn't know the problem.

2.3. RESULTS LEVEL

2.3.1. Effectiveness

Level of achievement of expected outputs and outcomes

129. The Monitoring Framework finally updated has 52 OVI; two more indicators than the version designed after the baseline study was conducted (Annex 4).

130. Thirty-one OVIs (targets) were partially achieved or not achieved (63%); eighteen OVIs were completely achieved (41%); and three were not measured. Taking into account only the indicators that were measured (49) the percentage of planned targets finally achieved is 37%.

131. Beneficiaries

Table 5. Beneficiaries count

Beneficiary type	Targeted	Reached	Category of beneficiary	Type of service or goods delivered	How was the number of beneficiaries calculated
Mulheres rurais - beneficiárias de projetos de geração de renda	0	360	Citizens/women	Material inputs for small business kick-start (various types), technical training on material, and capacity building micro business running.	Lists of associations/project members
Homens rurais - beneficiários de projetos de geração de renda.	0	252	Citizens/men	Idem	Idem
Administração Municipal.	6	6	Local Institutions, NGOs	<ul style="list-style-type: none"> • Training on Water Quality • Training on CLTS/M&E/Sanitation Marketing 	<ul style="list-style-type: none"> • 22 Participants water quality • 500/600 Participants seminar/training/workshop
Centro de Formação de Jornalistas.	100	80	National Institutions, NGOs	<ul style="list-style-type: none"> • 2 MDG National Training for Journalists. • 1 National Journalist Contest about MDGs 	List of participants in the workshops.

Governos provinciais.	5	5	Local Institutions, NGOs	<ul style="list-style-type: none"> • Training on Water Quality. • Training on Contract Management. • Training on CLTS/M&E/Sanitation Marketing. 	500 Participants over all seminar/training/workshop
Beneficiários de serviços de água (homens e rapaces).	100,000	258,000	Citizens/ men and women	<ul style="list-style-type: none"> • New water points: 62 • Water points rehabilitated: 72 • Water supply at Schools: 41 • Water supply at Health Centres: 8 • Small water systems: 8 • GAS groups (Water and Sanitation Committees) created and trained: 118 	Progress report, municipal administration, partners
Beneficiarias de serviço de água (mulheres e meninas).	0	100,844	Citizens/ women		Progress report, municipal administration, partners
Beneficiários de serviços de saneamento (Total Homens e Mulheres)		68,216	Citizens/ men and women	Community Total led Sanitation	Progress report, municipal administration, partners
Numero total de latrinas construídas		3,663		Community Total led Sanitation	Progress report, municipal administration, partners, M&E system for CLTS
Empreiteiros locais.	25	25	Small and Medium Enterprises.		
Administrações Municipais.	6	3	Local Institutions	3 Master Plans (Luau, Kamanogue e Kilamba Kiayi). Kilamba Kiayi Administration was trained and involved in the whole process of preparing the Master Plan.	Master Plans. (3 municipal administration).
MINEA	4	4	National Institutions	DNAAS: 4 studies + 2 Master Plans. SISAS database and bulletin.	18 provinces
MINAMB	1	1	National Institutions	<p>DNA/UN TSA</p> <ul style="list-style-type: none"> • <i>Estratégia Nacional de Gestão de Resíduos Sólidos.</i> • <i>Plano Nacional de Saneamento Ambiental.</i> • <i>Conferencia Nacional de Saneamento Ambiental.</i> • <i>Política Nacional de Saneamento</i> 	

				<i>Ambiental.</i> <ul style="list-style-type: none"> • Workshop AngolaSan+1 	
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Source: every UNCT agency was asked to update the beneficiaries table included in the last biannual report providing details on the services delivered and on how the number of beneficiaries was calculated.

Contribution to the thematic window

132. The ToR for the thematic window on Democratic Economic Governance highlights economic governance of utilities as critical challenge for developing countries because universal and affordable access to such services is crucial for progress towards the Millennium Development Goals (MDGs); and stresses how lack of access to safe drinking water and sanitation may constitute a barrier to achieving several MDGs.

133. It can be stated that the JP WatSan clearly contributes to the key challenges and opportunities identified for the thematic window since it aims to enhance access to, and provision of, services by utilities, increasing their efficiency and affordability at either a national or local level, and taking into consideration how the poor participate and benefit from these services.

134. 127. 128. **Contributions to the Paris Declaration:** **(1) Harmonization:** partners have conducted a couple of joint monitoring missions. **(2) Alignment:** UNDP and UNICEF used national structures of the MINEA and MINAMB to develop the component related to enhancement of the water and sanitation public policy framework; and UNICEF is delivering the water and sanitation systems component in Luanda through the municipalities. **(3) Mutual accountability:** the role played by the MDTF providing public financial information on joint programmes contributes to this principle.

135. **Differentiated effects of the joint programme in accordance with sex:** the design of the Monitoring Framework is not gender sensitive (with the exception of IOM's OVI's) so it is difficult to detect any differentiated effects in accordance with sex. Additionally, the evaluation process verified that **(1)** the inclusion of women in the created GAS has been significant, though it is not possible to provide further data on the quality of participation of women in the GAS due to the impossibility to collect complete and systematic information on the configuration and activities of the GAS; and that **(2)** while some GAS are

led by women in some other GAS their role is totally minor, which indicates that probably the leading role of women in the GAS is limited.

136. Contributions to national development plans, public policies, norms and regulations: UNDP has sponsored the elaboration of: **(1)** four studies to be annexed to the *Lei de Águas* (MINEA) for its implementation: **(i)** *Estudo sobre a reforma da estrutura tarifária no sector de abastecimento de água no meio urbano e peri-urbano em Angola, com vista a sua regulamentação*; **(ii)** *Lei de Águas comentada (Lei n°6/02)*; **(iii)** *Regulação de venda informal de água em Luanda (UNDP)* and *Regulação de venda informal de água em Moxico (OIT)*; **(iv)** *Estudo de Mercado sobre a Disponibilização de Peças Sobressalentes e Identificação de Potenciais Empresas Privadas ou Instituições Públicas Fornecedoras*; **(2)** *Plano Nacional de Tratamento de Resíduos Sólidos* (UNDP in collaboration with UNICEF), which has already been endorsed by the MINAMB and is part of the *Política Nacional de Saneamento Ambiental*; **(3)** three *Planos Diretores Municipais de Água e Saneamento* (Luau, Kamanongue and Kilamba Kiaxi).

137. Additional information: the *Lei de Águas comentada* study will not be finalized before the end of the programme because of some problems with the hired consultant, but it seems the DNAAS will finance its final phase. According to MINEA, which implemented a quality assurance procedure to guarantee the quality of the products delivered by the programme, the quality of these studies is very satisfactory.

138. Enhancing access to water and sanitation and community management of water and sanitation: **(1)** 62 new water points were installed and 72 were rehabilitated in Luanda and Moxico; **(2)** 41 water supplies were installed at schools and 8 in health centres; **(3)** 118 *Grupos de Água e Saneamento/Comissões de Moradores* were created or reinforced; **(3)** approximately 1,000 persons were trained in community water and sanitation management (MOGECA).

139. Small businesses development activities delivered to the GAS: 59 projects were implemented in Moxico Province (95% of the planned target); and 56 were implemented in Luanda (112% of the planned target). 58% of the persons benefited were women and 23% of the businesses are led by women.

140. Contribution to sanitation improvement: **(1)** 3,663 new latrines were constructed; and **(2)** 68,216 persons participated in Community Total Led Sanitation (CTLS) trainings.

2.3.2. Sustainability

141. **Decisions and actions to ensure the sustainability:** the programme has implemented some activities aimed to improve sustainability of the benefits delivered by the programme, however the effectiveness of some of them is uncertain: **(1)** strengthening the GAS and the *Comissões de Moradores* through community management capacity building activities; **(2)** trainings to strengthen the GAS capacities to generate income; **(4)** Capacity Development activities did not include organizational development, which usually produces more sustainable results than individual capacity development because of the impact of staff turnover; **(5)** UNDP prepared an exit strategy in January 2012 but the involvement of national and sub-national partners has been weak and the activities described lack specificity.

142. Products and outputs potentially sustainable

- *Planos Diretores Municipal de Água e Saneamento*²³ of Kilamba Kiaxi, Luau and Kamanongue.
- The studies that complement the *Lei de Águas* (MINEA).
- *Plano Estratégico Nacional de Gestão de Resíduos Sólidos* (MINAMB): already approved by the National Assembly. The DNAAS is preparing the corresponding implementation decrees to receive a budget for its implementation and considers that this *Plano Estratégico* will contribute to a complete restructuring of the sector.
- *Plano Nacional de Saneamento Ambiental*: the draft version has yet to be approved by the National Assembly. The DNAAS assesses this product as a strategic one for the EA.
- *Modelo de Gestão Comunitária* (MOGECA): officially endorsed by the MINEA.
- CLTS approach and Sanitation Marketing: already approved by the EA.
- CLTS training manual for community agents: already approved by the EA.
- Water Quality manual: approved by DNAAS.
- Contract Management training documentation: approved by DNAAS and part of the training of the DNAAS personnel.
- Communication material on Hygiene, Water Treatment, and Safe Storage (HWTSS), Hands Washing and CLTS: approved by the EA.
- It seems that SEFOJOR will continue funding trainings on MDGs.
- Water systems installed in *bairro* Pedreira in Cacuaco Municipality.

²³ Every municipality must have a *Plano Diretor Municipal de Água e Saneamento* by the end of 2013 according to the *Lei de Águas*. The EA will provide funds to implement these plans during 2014.

Products and outputs that can be assessed as non-sustainable

143. Overall sustainability situation of water points financed by UNICEF in Luanda and Moxico provinces: UNICEF reports that 33% of the water points in Luanda Province are not working and 41% in Moxico are inoperative; while the third OVI of the Outcome (see Table 3 in Par.50) included the following sustainability targets: less than 5% of systems damaged in target areas in Luanda by the end of the project; and less than 10% of systems damaged in Moxico.

Water systems installed or rehabilitated in Kamanongue Municipality (Moxico Province)

144. The evaluator visited four systems and none was working: **(1)** water systems visited operated between one or two years approximately; **(2)** some communities have three and even four non-working water systems installed by successive projects; **(3)** according to the *Direção Provincial de Energia e Águas de Moxico*, these type of systems have been installed in rural areas in Angola since 1970 and are not sustainable, they work until a spare part is required or some specialized maintenance has to be done.

145. This lack of sustainability can be explained by a combination of reasons, namely: **(1)** extreme vulnerability of rural communities in Moxico Province, where almost 80% of rural inhabitants are Internally Displaced Persons (IDPs); **(2)** weak community organization (the trainings delivered to the GAS have apparently not been enough to really reinforce organizational capacities) and lack of ownership in the process at community level (probably partially caused by reduced ownership in the design); **(4)** the communities cannot access spare parts to repair and maintain water systems; **(5)** some technical designs were not adapted to the quality of the soil in the area, requiring specialized maintenance that the communities cannot afford.

146. Small businesses sponsored by the programme (GAS) in Kamanongue and Luena municipalities (Moxico province): the evaluator met five GAS and their corresponding businesses were not operating any more (only the canteens funded by the programme operate selling water and soft drinks) because of various reasons, namely: **(1)** some productive activities like bakery stopped once the groups run out of the materials delivered (flour, sugar, chickens, etc.); **(2)** equipment delivered such as corn mills, generators or tricycles were broken down and never repaired because of lack of spare parts. The reasons for this situation are

similar to those cited in the case of water systems and, again, it is very likely that sustainability issues are also widespread in the area.

147. *Water systems installed in bairro Paraíso in Cacuo Municipality*: the evaluator visited four *chafarizes* and only two were operating. According to the *Comissão de Moradores* approximately 50% of the systems are still working. Sustainability issues in this *bairro* are apparently caused by the poor technical design of the systems (this *bairro* is built in an area of small hills, situation that requires more water pressure in the supply pipes) and lack of maintenance probably linked to community organizational weaknesses.

148. *Water systems installed in bairro Vidrul in Cacuo Municipality*: the evaluator visited the three *chafarizes* installed by the programme and none was working because the main pipe was damaged and in the time it took to repair the pipe the *chafarizes* were severely deteriorated, situation that was probably caused by the poor organizational levels in this particular *bairro*.

149. *Water systems rehabilitated in Distrito Urbano Kilamba Kiayi*: the evaluator visited three *chafarizes* that were working but not maintained; according to the *Chefe de Reparticao de Agua e Saneamento* of Kilamba Kiayi approximately 40% of the *chafarizes* rehabilitated were not operating because of problems with EPAL (low water pressure), illegal water selling and illegal connections, and poor maintenance.

Support of national and/or local institutions to the programme

150. *National level*: **(1)** the *Ministério do Planeamento* officially signed the programme document and participated in the only NSC held, but its attitude towards the programme has not been collaborative; **(2)** the DNAAS (MINEA) only satisfactorily supported the programme during the last year of implementation; **(3)** the *Direção Nacional do Ambiente* (MINAMB) support to the programme can be assessed as quite good.

151. *Sub-national level*: **(1)** the *Administração Municipal* of Cacuo has apparently supported the programme implementation and actively participated in the final evaluation; **(2)** the *Administração Municipal* of Kamanongue is open to water and sanitation interventions in the municipality but, although the programme sponsored the preparation of the *Plano Diretor de Água e Saneamento* of Kamanongue it seems that its attitude towards the programme has been passive; **(3)** the attitude of the *Direção Provincial*

de Energia e Águas (DPEA) de Moxico towards the programme has also been quite passive. (4) The *Distrito Urbano* of Kilamba Kiaxi has apparently supported the programme very actively.

152. Capacity Development activities

- About 500 persons from provincial governments (5 provinces) and NGOs were trained in Water Quality Control, Contract Management, and Community Total Led Sanitation (CLTS) M&E and Sanitation Marketing.
- 22 officials from municipal administrations and about 500 persons from local NGOs were trained in Water Quality Control.
- GAS members (approximately 1,000 persons) were trained in business planning and development (IOM) and in community water management using the MOGECA (UNICEF's implementing partners).
- Approximately 68,216 persons were trained in Community Total Led Sanitation (CTLS).
- 300 people trained per province as CLTS trainers.
- One person from DNAAS received training in Water Systems Management and Water Quality Control.
- Eighty journalists had the opportunity to develop their capacity to elaborate information on the MDGs with the collaboration of the *Centro de Formação de Jornalistas* (CEFOJOR) and UNDP.
- SISAS national and provincial technical staff training: 18 representatives from each DPEA and 18 additional staff from DNAAS to collect data.
- Interprovincial exchange experience between Moxico and Huila provinces. More than 10 people participated in the visit.
- Three national seminars on CLTS with participation of government staff from the provinces: 90 persons from five provinces participated in two workshops.
- 3 persons from MINAMB attended two high level meetings on water and sanitation in Washington, USA.

153. **National/local resources mobilization:** (1) the *Administração Municipal* de Cacuaco in Luanda provided a contribution of 30 per cent to the overall costs of the construction of two water supply systems in the peri-urban communities of Pedreira and Paraíso; (2) the *Administração Municipal* of Viana provided equipment and trucks to facilitate the construction works of the water system of Bairro Moxico; (3) CEFOJOR provided a contribution of 64 per cent to the overall costs of the three activities implemented.

154. **JP WatSan components already replicated:** *Águas de Portugal*, the consulting company that facilitated the participative elaboration of the *Plano Diretor de Água e Saneamento* of Kilamba Kiaxi Municipality compiled and submitted all the materials used to the *Instituto de Formação de Administração Local* (IFAL), which is the institution responsible for municipal capacity development in Angola. IFAL has already trained some other municipalities in the preparation of participative *Planos Diretores Gerais Municipais*, although needs some capacity building to replicate the elaboration of *Planos Diretores Municipais de Água e Saneamento*.

3. CONCLUSIONS

3.1. CONCLUSIONS ON THE DESIGN LEVEL

155. **Conclusion 1.** National and sub-national ownership during the design can be assessed as reduced. Although some consultations were conducted, national, provincial and municipal partners were not fully involved in the design through participative and/or joint workshops and assessments.

156. **C2.** Since the design was not based on a gender sensitive participatory assessment with an inclusive approach (this means paying attention to different collectives with differentiated needs and interests), the design is necessarily based on assumptions about these collectives, which makes it very difficult for the program to efficiently deliver interesting development results for traditionally excluded collectives such as women and the youth.

157. **C3. Modifications of the original Results Framework (1)** slightly affect the original wording of the Outcome and Outputs: only Output 2.2, Output 3.2, and Output 4.1 were modified with the intention of being more realistic by reducing the number persons, communities and municipalities involved in the programme; **(2)** have significantly increased the capacity for monitoring and evaluation through the design of an improved set of indicators, although some of them have proved to be too difficult to update. Finally, **(3)** the reshaped Outcome and Outputs cannot be assessed as gender sensitive.

158. **C4. Human Rights approach.** The final programme document addresses the access to safe water and sanitation from a Human Rights approach, although the absence of a specialized partner in Human Rights in the programme since the UNHRO closed operations in Angola has probably limited the scope of the work in this regard. In fact, the programme has not developed any specific activities addressing the EA to advocate for the application of the water and sanitation public policy framework. On the other hand,

UNICEF's implementing partners included Human Rights topics among the capacity development delivered to the GAS according to UNICEF's Core Commitment to Children (CCC) approach.

159. **C5. Intervention strategy.** Since no specific in-depth diagnostic assessments were conducted before or during the design, and the design was not fully participative, the strategy was not completely adapted to the Angolan reality. Some risks identified during the design clearly hampered implementation, namely: **(1)** the slow pace of reform (decentralization of water and sanitation management); **(2)** limited national and sub-national capacities to manage water and sanitation activities; **(3)** limited national ownership in some specific cases (UNDP's component to be developed in collaboration with DNASS suffered severe delays during the first half of the programme because of limited national ownership). Finally, the advocacy component originally conceived was not put into practice due to the complex political Angolan context.

160. **Additional information:** an intervention strategy focused on the **(1)** development of the public policy framework and **(2)** pilot-testing two models (peri-urban and rural) of decentralized water and sanitation management that could be replicated by the EA would have been more realistic.

161. **C6.** There has not been a real joint implementation: partners have implemented parallel interventions with some overlaps. The role of the NSC has been very limited and the PMC has not had the ability to make joint decisions because it was composed of technical staff from the UN agencies and governmental partners; and, in some cases, joint proposals agreed during PMC meetings were not approved by the UNCT, such as the JP WatSan Communication Plan. Although some monitoring visits to the field were conducted jointly, the programme has not implemented a real joint monitoring and reporting system: the Programme Coordinator hired by UNDP consolidates reporting information submitted by the UNCT agencies.

162. **C7. Value added by the UNCT agencies involved in the programme:** **(1)** UNICEF and UNDP have managed to add real value in the development of public policies; and UNDP has also added value in the development of the *Planos Directores Municipais de Água e Saneamento*; **(2)** UNICEF delivered the installation/rehabilitation of WatSan systems through NGOs or private companies. In this scenario the real value added by UNICEF is seriously diminished. In this modality the real value added by UNICEF could be reduced to becoming a funding and coordinating body with the ability to select adequate partners using its knowledge on the WASH sector. **(3)** The need to involve IOM's expertise to just deliver training and materials to start and manage small businesses is uncertain. **(4)** ILO's added value is questionable because

its components were basically developed by external consultants without a clear connection to the rest of the programme: the reduced budget managed by ILO has very probably contributed to this situation since ILO could not fund a permanent programme team in Luanda as originally planned.

163. **C8.** The Monitoring Framework, which is based on the results of the baseline study, can be assessed as a good means to measure progress to planned targets and a reasonable useful tool to measure development results; although it does not provide details on gender disparities in access to and control of the resources delivered.

164. **C9.** UNDP decided to use some components of the Joint Communication Plan prepared by the PMC that was not approved by the UNCT to implement its own communication activities, which were basically focused on developing the capacities of Angolan journalist to elaborate information on the MDGs with the collaboration of the *Centro de Formação de Jornalistas* (CEFOJOR) and the participation of FAO, UNESCO, UNAIDS, OMS, UNICEF and UNFPA. CEFOJOR expressed its satisfaction with the quality of the activities supported by the programme because of their quality and innovative nature. Additionally, UNDP's communication activities can be assessed as gender sensitive. UNIEF has also funded a good number of communication activities involving the media and the elaboration of press releases.

3.2. CONCLUSIONS ON THE PROCESS LEVEL

165. **C10. Conclusion. Efficiency of the management model:** the NSC has operated with very reduced efficiency: **(1)** only one meeting during the lifespan of the programme; **(2)** the two decisions/proposals made during this meeting finally did not have any relevant impact on the programme (holding biannual NSC meetings and the possibility of hiring a Programme Coordinator for the two joint programmes in the country from one of the main national partners). The PMC has not been efficient because of several reasons, namely: **(1)** the participation of the UNRC and UNCT agencies senior management structures, which was satisfactory until mid 2010, was weakening progressively as the programme progressed, being almost non-existent during the last three years with the only exception of UNDP; **(2)** disagreements between the PMC and the UNCT clearly contributed to reduced efficiency; **(3)** national partners did not have the capacity to attend meetings regularly; **(4)** the PMC has been too focused on issues related to poor coordination among UNCT agencies to be interesting for national partners.

166. **Additional information:** the UNRC Office mentioned that PMC meetings were not a priority because **(1)** it was a technical coordination body; **(2)** attendance of national partners was not continuous. This low priority together with limited human resources seems to have caused the reduced participation in the UNRCO in PMC meetings.

167. **Additional information:** technical bodies of the MINAMB and the MINEA have very limited human resources and do not have the ability to decide on their own agendas, situations that have obstructed a continuous participation of national partners in PMC meetings.

168. **C11.** There has been a Programme Coordinator hired by UNDP during two non-consecutive six months periods who was focused on UNDP's component and provided communication and coordination support to the programme but his/her contribution has been limited: **(1)** the programme has been implemented without Programme Coordinator during 75% of its lifetime; **(2)** the UNCT rejected the idea of having a person hired by UNDP coordinating all the activities.

169. **Additional information:** the MDG-F Secretariat mission to Mozambique, Namibia and Angola report (23-25 September 2009) includes the following reminder: "in those cases where a Programme Manager/Coordinator is recruited, he or she works on behalf of all the UN agencies no matter which agency was responsible for the recruitment. UN agencies should make an effort to coordinate with the Programme Manager and not undertake their activities in an isolated manner".

170. **C12. Joint decision-making processes:** there has not been joint decision-making: **(1)** the NSC has not played a relevant role. **(2)** The involvement of the UNCT agencies senior management structures in the programme has been reduced with the only exception of the UNDP Deputy Manager. **(3)** Disagreements between the PMC and UNCT agencies management structures have seriously obstructed joint decisions. **(4)** Although national partners representatives in the PMC were usually not able to make decisions, this cannot be assessed as a major obstacle to joint decision-making processes but as a cause of some delays.

171. **Additional information:** expecting a full involvement of decision makers from the line ministries in International Cooperation programmes with a modest budget is not realistic in Angola, where national capabilities are limited in terms of human resources and the system is extremely hierarquical; so joint decision making processes involving national partners can be lengthy, situation that needs to be addressed during the design stage.

172. **C13.** Some key actions specified in the **Improvement Plan** that were not implemented and that could have had a positive and direct impact in the development of the programme: **(i)** 1.2. *Assegurar a capacidade de decisão do PMC.* **(ii)** 2.1. *Partilha de planos de atividades entre protagonistas do Programa*

Conjunto. (iii) 2.3. Criação de material de visibilidade do Programa (Joint Communication Plan). (iv) 5.2. Articulação das atividades entre agências (fundamentalmente em Moxico).

173. **C14. Contribution of the governance of the fund to national ownership of the process:** (1) the non-collaborative attitude of the *Ministério de Planificação* (representative of the *Executivo Angolano* in the PMC) has probably contributed to the minor role played by the NSC. (2) The functioning of the PMC was too affected by the coordination problems among UNCT agencies and the disagreements between the PMC and the UNCT to be an interesting coordination body for national partners.

C15. Ownership in the process at national level

174. The *Ministério de Planificação* has shown no real interest in the programme: (1) this ministry is not directly involved in water and sanitation structures implementation and management; and (2) the modest JP WatSan budget definitely prevented full involvement of this ministry through the NSC. The inclusion of the MINEA or the MINAMB in the NSC would have probably contributed to enhance ownership in the process at the national level.

175. The DNASS (MINEA) and the *Direção Nacional do Ambiente* of the MINAMB were fully involved in the design and implementation of the activities promoted by the programme; although some ownership issues in the case of DNAAS, which were resolved by changing the focal point for the programme and thanks to the contribution of the Programme Coordinator, during the first half of the programme seriously slowed down UNDP's delivery rate.

176. **C16. Ownership in the process at sub-national level:** (1) It can be said that the *Administração Provincial de Energia e Água* de Moxico and the *Administração Municipal* de Kamanongue showed a rather passive attitude towards the programme. (2) It seems that the *Administração Municipal* of Cacucaco was quite involved in the programme. (3) The *Distrito Urbano* Kilamba Kiaxi showed excellent ownership in the process.

177. **C17. Ownership in the process at community level:** (1) Moxico Province: in Kamanongue Municipality, ownership in the process among the four visited GAS can be assessed as reduced: (i) the four water systems visited by the evaluator were dirty, not protected, non-working, damaged and poorly maintained; (ii) none of the four GAS small businesses started with the support of the programme was still operating. (2) Cacucaco Municipality: the evaluator visited the three programme locations (*bairros* Pedreira,

Paraíso and Vidrul) and according to the percentages of systems still working and the quality of the maintenance provided to the water systems by the three *Comissões de Moradores* it can be stated that ownership in the process was excellent in the case of Pedreira, reasonably good in Paraíso and poor in Vidrul. (3) According to the IOM's end-of-project evaluation report 52% of associations (GAS and *Comissões de Moradores*) surveyed still see their members meeting at least twice a month; which is a reduced percent considering that the programme has just finished.

178. **C18.** The evaluation did not detect any specific tools applied to improve the quality of the participation of women in the GAS or *Comissões de Moradores*, which usually causes lack of participation of women in decision making and contributes to keep women in performing tasks traditionally assigned to them, such as cooking for the male GAS members whenever male members do some maintenance to the water systems, or perform as *zeladoras*.

3.3. CONCLUSIONS ON THE RESULTS LEVEL

179. **C19.** The programme has operated with limited effectiveness: 37% of the planned targets were achieved considering only those OVIs that were finally updated. Probably, the design of targets was too ambitious, situation that has contributed to increase the perception of reduced efficacy.

180. **C20.** The evaluator could not detect any **differentiated effects of the joint programme in accordance with sex**; however, since the intervention was not designed based on a gender needs assessment and the introduction of the gender approach was weak, the programme has probably contributed to increase the gender gap as a non-desirable effect, which is the usual consequence of non gender sensitive interventions (when no specific strategies and activities are designed to address gender issues it is usually the men who mostly access to and control the benefits delivered), although the verification of this situation is beyond the scope of this evaluation and would require a gender impact evaluation.

181. **C21.** The sustainability of products and outputs related to the development of public policies and municipal development plans can be assessed as reasonably good: (1) the components sponsored by the programme have a high priority for the DNAAS (MINEA) and the *Direção Nacional do Ambiente* (MINAMB); (2) both institutions were completely involved in the design and implementation of specific

activities; **(3)** the process of institutionalization of the results and products is already ongoing: ministerial endorsement, approval by the National Assembly, elaboration of implementation decrees and budgeting.

182. **C22.** There are indicators that point to problems of sustainability of water points installed or rehabilitated by UNICEF in rural areas of Moxico Province and in peri-urban areas of Luanda: **(1)** according to the percentages of water points still operating at the end of the programme submitted by UNICEF, 33% of the water points in Luanda Province are not working and 41% in Moxico are inoperative. **(2) Peri-urban Luanda:** it seems that well-organized *Comissões de Moradores* have greater capacity to maintain their water systems in operation despite technical difficulties and weaknesses of the provincial and municipal administrations regarding the provision of maintenance services. **(3) Rural Communities in Moxico Province:** especially vulnerable communities have serious difficulties to maintain their water systems because community organization is usually an issue and beneficiaries cannot access to spare parts and specialized maintenance works. Since good community organizational levels oriented to promote strong ownership of the water systems are key to sustainability, methodologies focusing on behavioural change in this regard are highly advisable, otherwise the communities perception on their dependence on external projects to get new water systems once the installed ones are not working is reinforced.

183. **C23.** Although the evaluator could not visit all the small businesses sponsored by IOM, there are some indicators that point to problems of sustainability that had already been detected by IOM before the final evaluation. The business visited in Kamanongue Municipality are not really sustainable because of: **(i)** reduced ownership during the design and implementation phases, which probably caused relevance mismatches in the design of related activities; **(ii)** the programme has not been able to enhance community organization through the trainings delivered to the GAS; **(iii)** the extremely vulnerable situation of the targeted communities.

184. **C24. Support to the programme:** **(1) National level:** Although the *Ministério do Planeamento* is the agency responsible for global planning and coordination of technical planning activities for the preparation of strategies and plans for economic and social development and the technical monitoring of their implementation, it is not directly involved in implementation of water and sanitation initiatives, thus the inclusion of the MINAMB and/or the MINEA in the NSC would have probably enhanced the programme management structure. The support to the programme of the *Direção Nacional do Ambiente* (MINAMB) and the DNAAS (MINEA) can be assessed as reasonably good, especially during the last year of implementation. **(1) Sub-national level:** only the *Administração Municipal* of Cacuaco and the *Distrito*

Urbano of Kilamba Kiaxi have apparently supported the programme in an active manner.

4. GOOD PRACTICES, SUCCESS STORIES AND LESSONS LEARNED

185. Good practice (municipal level/ decentralization of WatSan systems management): the implementation of the *Sistema de Informação do Sector de Água e Saneamento* (SISAS) in the Municipality of Kilamba Kiaxi is innovative, since the SISAS in Angola only covers the provincial level, and could be replicated by the *Direção Nacional de Abastecimento de Água e Saneamento* (DNAAS), although this has not been possible so far due to limited technical capacities of technical personnel at the municipal level.

Good practice (municipal level/decentralization of WatSan systems management)

186. *Águas de Portugal* promoted a participative elaboration of the *Plano Diretor Municipal de Água e Saneamento* of Kilamba Kiaxi: the process involved technical staff of the *Administração Municipal* de Kilamba Kiaxi, six representatives of *comunas* (groups of ten to fifteen *bairros*), the *Empresa Pública de Águas de Luanda* (EPAL), the *Empresa de Saneamento e Limpeza de Luanda* (ELISAL), and representatives of local organizations and churches. This is a replicable experience that could contribute to develop the capabilities of the municipalities to manage WatSan systems in a decentralized model.

187. It has to be added that at the beginning of the design phase it was planned to develop the *Planos Diretores Municipais de Águas* following an even more participative approach with the involvement of Development Workshop: the idea was to train staff of the municipalities so that different *Administrações Municipais* involved would be able to prepare either annual plans or *Planos Diretores Municipais de Água e Saneamento*. This initial approach that was abandoned (DW only participated at the community level) would have probably contributed to increased ownership in the process and enhanced sustainability.

188. Good practice (community level/community organization): the *Comissão de Moradores do Bairro Pedreira*, an apparently very well organized community, was fully involved in the rehabilitation of water points through the community organization enhancement activities facilitated by Development Workshop (DW). This specific *Comissão de Moradores* shows an excellent level of ownership in the process that has

clearly contributed to the sustainability of the *chafarizes* visited by the evaluation mission: all of them were clean, protected, and very well run and maintained.

189. **Good practice (national level/communication):** according to CEFOJOR, the training activities addressing journalists sponsored by the programme have been the first experience of its kind in the country. Additionally, CEFOJOR is planning to replicate the trainings sponsored by UNDP following the same format in all the provinces and already has funds for this purpose.

5. RECOMMENDATIONS²⁴

5.1. RECOMMENDATIONS ON THE DESIGN LEVEL

190. **Recommendation 1. Future programmes, UNCT agencies and implementing partners (P1).** Complete involvement of all stakeholders (including national, provincial and municipal levels if necessary and depending on the scope of the programme) in the design from its start is highly advisable to promote ownership in the design, which is often key to achieve ownership during implementation, and real joint programming.

191. **R2. Future programmes, UNCT agencies and implementing partners (P1).** It's recommended to include in the design phase a gender needs assessment in order to get the most accurate picture of gender based inequities and gaps relating to the areas of the intervention.

192. **Additional information:** the UN Development Operations Coordination Office (DOCO) can provide guidance regarding the design of programmes.

193. **R3. Future programmes, UNCT agencies and implementing partners (P1).** A complete intervention strategy should include **(1)** the study of alternative implementation options to react in case of negative influence of identified risks and **(2)** a feasibility assessment. Additionally, every intervention strategy should be based on a gender needs assessment.

²⁴ **NOTE:** P1: highest priority; P2: regular priority; P3: lowest priority

194. **R4. Future programmes, UNCT agencies and implementing partners (P2).** Real joint monitoring and reporting is highly advisable because it can (1) enhance mutual accountability since all the partners are timely updated on the progress of different components and obstacles faced by the various partners; and (2) contribute to find solutions to common problems, thus increasing efficiency.

195. **R5. Future programmes, UNCT agencies and implementing partners (P1).** Each UNCT agency adds operational costs (extremely high in Angola), personnel costs and overhead to the process, which has an impact on efficiency; so the participation of each agency in a joint programme has to be carefully assessed in terms of real added value.

196. **R6. Future joint programmes, UNCT agencies (P1).** The national implementation modality is recommended in every case as the first option in order to improve national leadership and ownership: time frames and activities planning should take into account any potential restrictions associated to governmental bureaucratic procedures if necessary. In case direct implementation was a better option because of special constrains, it's recommended to include in the design activities related to organizational capacity development to ensure that the expertise of the agencies is transferred to the extent possible to national and local counterparts and also to the implementing partners when some of the components are outsourced.

197. **R7. Future programmes, UNCT agencies and implementing partners (P3).** The design of a complete gender sensitive C&A Strategy specifying unified gender sensitive messages to address different population targets (the youth, women, young women, Civil Society in general and decision makers) is advisable at the design stage to transmit a compact vision of the programme's targets and to increase the impact of the communication activities.

198. **Additional information:** UNICEF Angola has a communication department that could have supported C&A activities for the whole JP WatSan, which could have been assessed a good joint practice.

5.2. RECOMMENDATIONS ON THE PROCESS LEVEL

199. **R8. Future programmes, UNCT agencies (P1).** The management structures of UNCT agencies should careful assess the benefits (synergies, strategic results out of reach for one single agency) and challenges (transaction costs) of joint programming before getting involved in a joint intervention.

200. **R9. Future programmes, UNCT agencies (P1).** The funds downloading (direct cash transfer) modality and the harmonization of financial management procedures using tools such as the Harmonized Approach to Cash Transfers (HACT) are highly recommended in future interventions to enhance the contribution to the Reform of the United Nations and to the principles of the Paris Declaration. The design has to consider relevant implementation timeframes to national procedures and capabilities.

201. **R10. Future programmes, UNCT agencies (P1).** The design of specific activities to directly involve persons and institutions in implementation, monitoring and decision-making with special focus on women and young women is recommended to enhance ownership in the process.

202. **Additional information:** it's important to stress the interconnection between ownership in the design, relevance of the activities and results to the needs and problems of the persons and institutions benefited, ownership in the process and sustainability of the benefits delivered. When ownership in the design is reduced, usually activities and outputs are not completely relevant to the needs and priorities of the beneficiaries, which normally causes poor ownership in the process and poor sustainability.

5.3. RECOMMENDATIONS ON THE RESULTS LEVEL

203. **R11. Future water and sanitation interventions, UNICEF (P1).** UNICEF should probably try to improve its approach to water and sanitation systems installation and rehabilitation in order to increase sustainability of the results: in-depth assessments of existing community organizational structures to design more effective organizational capacities development activities focusing on behavioural change seem essential.

204. **R11. UNICEF (P1).** It would be advisable to submit again the contact details of HABITEC to provincial and municipal administrations to foster sustainability of water systems.

205. **R12. Future interventions, IOM (P1).** IOM should probably review its methodological approach to the development of small business at the community level in order to improve sustainability of the results: **(1)** the types of businesses need to be better adapted to each specific situation; **(2)** community ownership seems to be a key factor to sustainability of the economic initiatives promoted.

206. **R13. UNCT agencies and implementing partners (P2).** It would be highly advisable to disseminate the guide for regulating informal entrepreneurs in water supply business sponsored by ILO as a means to allow authorities to have a better monitoring of this informal business and to ensure that a better control of quality and price of the water provided is ensured.

207. **R14. Future programmes, UNCT agencies (P2).** The inclusion of activities addressing systematically organizational Capacity Development of national and sub-national partners is advisable.

199. **Additional information:** the design of organizational Capacity Development activities usually requires a Capacity Development Needs Assessment, which can be time consuming and needs a budget, elements to take into account during the design phase. The Learning Network on Capacity Development offers free learning packages on Capacity Development: <http://www.lencd.org>