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# ASSESSMENT OF DEVELOPMENT RESULTS **ANGOLA**

EVALUATION OF UNDP CONTRIBUTION



HUMAN DEVELOPMENT effectiveness COORDINATION  
efficiency COORDINATION AND PARTNERSHIP sus  
NATIONAL OWNERSHIP relevance MANAGING FO  
sustainability MANAGING FOR RESULTS responsiveness  
DEVELOPMENT responsiveness NATIONAL OWNER  
NATIONAL OWNERSHIP effectiveness COORDINATION  
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### ASSESSMENT OF DEVELOPMENT RESULTS: ANGOLA

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# FOREWORD

This is the report of the Angola Assessment of Development Results, an independent country-level evaluation conducted by the Evaluation Office (EO) of the United Nations Development Programme (UNDP) in 2012. It examines the strategic relevance and positioning of UNDP support and its contributions to development results in Angola from 2005 to 2011.

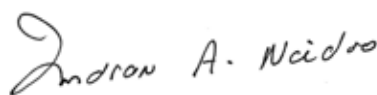
The evaluation is part of the Evaluation Office's work plan approved by the Executive Board. It is intended to provide substantive support to the UNDP Administrator's accountability function in reporting to the Executive Board, to facilitate learning, to inform current and future programming and to provide stakeholders in programme countries and development partners with an assessment of the contributions made through UNDP support and in partnerships with other key players through the regional programme.

The assessment found that UNDP contributions have been important in terms of responding to the changing national contexts, particularly in light of the shift from a post-conflict context to one more focused on development. During the period covered by the evaluation, UNDP technical support to the Government strengthened institutional development and enhanced policy formulation. UNDP was able to support policymaking in gender, national biodiversity, mine action, domestic violence, response to HIV and AIDS, and science, technology and innovation. It also significantly helped develop capacities, particularly in demining, microfinance, and in the response to HIV and AIDS, ensuring greater effectiveness and sustainability of the work and more readily identifiable outcomes.

The evaluation identified a number of areas in which UNDP needs to address specific challenges. These include ensuring national ownership; capacity development and knowledge management of all UNDP interventions; a more systematic approach to programming and knowledge management that enhances learning; a sound strategy focused on human development results and able to leverage UNDP's comparative advantages; effective demonstration of its added value; and promotion of synergies between interventions and programme areas.

There is a need to improve the way UNDP addresses issues such as poverty alleviation, decentralization and entrepreneurship, for which a long-term strategy is needed. The assessment also recommends that UNDP strengthens formal and informal means of proactive dialogue with the Government of Angola to increase its impact and its contribution to national priorities.

Today, Angola is looking at a new development path as a middle income country, and UNDP has been seeking to reposition itself to maintain its relevance in the new context. The evaluation offers recommendations to help UNDP build on the lessons learned from its programme over recent years. I hope it will be useful for UNDP and for its national and international partners in Angola, and that it will help UNDP continue to make a significant contribution to achieving national development in partnership with the Government of Angola.



Indran A. Naidoo  
Director, Evaluation Office





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# ACRONYMS AND ABBREVIATIONS

ADR	Assessment of Development Results
AECID	Spanish Agency for International Development Cooperation
CCIA	Chamber of Commerce and Industry of Angola
CEEAC	Economic Community of Central African States
CNIDAH	National Intersectoral Commission on Demining and Humanitarian Assistance
CPLP	Community of Portuguese-speaking Countries
FAS	Social Support Fund
FNLA	National Front for the Liberation of Angola
IDA	International Development Association (World Bank)
ILO	International Labour Organization
INAD	National Demining Institute
IRSEM	Institute for the Socio-Professional Reintegration of Ex-Combatants
MAPESS	Ministry of Public Administration, Employment and Social Security
MAT	Ministry of the Territorial Administration
MINAMB	Ministry of the Environment
MINARS	Ministry of Welfare and Social Reintegration
MINEA	Ministry of Energy and Water
MINFAMU	Ministry of Women and Family Affairs
MININT	Ministry of the Interior
MINJUS	Ministry of Justice and Human Rights
MINPLAN	Ministry of Planning and Territorial Development
MONUA	United Nations Observer Mission in Angola
MPLA	People's Movement for the Liberation of Angola
ODA	Official Development Assistance
OECD	Organization for Economic Cooperation and Development
OHCHR	Office of the High Commissioner for Human Rights
PAEC	Project of Support of Civic Education
PARMJ	Project of Support of the Reform and Modernization of Justice
PEA	Angola Enterprise Programme
PGDL	Programme of Governance and Local Decentralization
PRIMA	Project of Modernization of Public Administration

RBA	Regional Bureau for Africa
SADC	Southern Africa Development Community
UAN	Agostinho Neto University
UNAVEM	United Nations Verification Mission to Angola
UNCTAD	United Nations Conference on Trade and Development
UNDAF	United Nations Development Assistance Framework
UNHCR	United Nations High Commission for Refugees
UNHRO	United Nations Human Rights Office
UNICRI	United Nations Interregional Crime and Justice Research Institute
UNIDO	United Nations Industrial Development Organization
UNIFEM	United Nations Women's Organization
UNITA	National Union for the Total Independence of Angola
UNV	United Nations Volunteers
WHO	World Health Organization
WTO	World Trade Organization

# EXECUTIVE SUMMARY

The Assessment of Development Results (ADR) for Angola was conducted by the Evaluation Office, UNDP, in 2012. The evaluation assesses UNDP's performance and its contributions to development outcomes in Angola between 2005 and 2011. The ADR provides recommendations for UNDP's future strategic positioning in Angola and its new Country Programme Document for cooperation in the country.

The ADR analysed UNDP's contributions to development outcomes by thematic areas and evaluated UNDP's strategic positioning in Angola.

The analysis of development results for each area used the following evaluation criteria: relevance, effectiveness, efficiency and sustainability. UNDP's strategic positioning was analysed by the following dimensions: strategic relevance; capacity to respond to national demands while addressing UNDP's mandate; value added; comparative advantages; promotion of United Nations values; and contribution to the coordination of the United Nations System.

The assessment adopted a multi-method approach to both data collection and analysis. Data were collected from both primary and secondary sources. Triangulation techniques were employed for various sources of information and methods, in addition to verification and validation methods, such as internal team meetings and discussion of the preliminary results with two groups.

## CONCLUSIONS

**Conclusion 1.** The programmes implemented by UNDP in Angola were relevant, because they were aligned to national priorities and adapted to the changing national context, particularly in light of the shift from

**a post-conflict context to one more focused on development.** The objectives and areas of work identified in UNDP's strategic programming documents were coherently aligned with national policies. During the period covered by this assessment, important transformations took place in Angola's national context. There was a shift in the focus of Government policies, and UNDP's programmes adapted from a post-war emergency perspective to a more development-oriented approach. UNDP demonstrated flexibility and a capacity to respond to the new challenges. There was a particularly clear shift from the emphasis on post-conflict national reconstruction in the first phase to a stronger focus on fighting poverty and fostering development in the second cycle.

**Conclusion 2.** During the period assessed, UNDP Angola has not always been able to leverage its comparative advantages or to effectively demonstrate its added value. With the exception of decentralization, the Government did not consider UNDP's actions to be sufficiently proactive. Evidence indicates that UNDP attempted to respond to many and diverse demands, but without a sufficiently well-defined and integrated strategy aimed at ensuring sustainable results. The adaptation of the programme to a development approach, with the focus shifting away from post-war assistance, was characterized by dispersion of limited resources and a lack of a more strategically-oriented approach.

**Conclusion 3.** UNDP Angola was particularly effective in providing certain policy-advisory and specialized support to the Government, transferring technologies, and promoting capacity development. The programme's best results came from introducing a debate on decentralization, providing various capacity building and technical support to Government institutions and civil society, transferring technology

on demining of explosive landmines, promoting microfinance, and supporting the fight against HIV and AIDS. UNDP was able to support policy making in the areas of gender, national biodiversity, domestic violence, response to HIV and AIDS, and science, technology and innovation. It helped to develop capacities, particularly in demining, microfinance and the HIV and AIDS response, ensuring more readily identifiable contributions to development outcomes.

**Conclusion 4. Significant contributions UNDP Angola made to sustainable results in the period evaluated are most notably in demining, in fighting HIV and AIDS, and in gender, environment and microfinance.** The support provided to the National Demining Institute (INAD) and to the National Intersectional Commission for Demining and Humanitarian Assistance (CNIDAH) successfully transferred knowledge. That gave continuity to the demining work, which was increasingly under the trained leadership of national institutions. The management capacity built in the national HIV and AIDS programme was also leveraged by UNDP's support to administration of the Global Fund. UNDP's efforts to promote gender equality and strengthen the capacity of the Ministry of Family and the Promotion of Women, as well as the work with the Ministry of Environment and in microfinance, are equally important. It has led to strategic documents and policy guidelines being drafted, which means a greater chance of continuing work in these areas and ensuring the sustainability of results.

**Conclusion 5. The programme contributed less than expected to outcomes linked to poverty alleviation, developing capacity for decentralization, and in advancing entrepreneurship.** Poverty alleviation results, if obtained, are not evident. One factor linked to the lack of significant contributions can be associated with the dispersion of resources to many small projects, with little continuity or sustainability. UNDP's competences were of less use at the local project management level, where several projects were concerned with seminars and workshops. These

lacked appropriate strategic planning that would have delivered greater sustainability of results or concrete contributions of prolonged effects. The dispersion of funds to multiple projects only allowed the limited resources to be used for very specific, short-term activities.

**Conclusion 6. The efficiency of UNDP's programme was low across all programme areas. Inefficiency was mainly due to unmet deadlines, inefficient use of funds and low implementation and achievement of targets, but not necessarily low rate of financial execution.** The requirements of the management model and tentative participatory approaches to implementation did not contribute to efficiency, effectiveness, shared ownership and sustainability. They were adequate neither for the national context nor for the profiles of the Government representatives that UNDP mobilized. The lack of project management guidelines adjusted to the context and a more robust organizational structure, such as leaders for each of the projects or commissions for funding, contributed to delays and wasted resources, in some cases significantly jeopardizing project execution. The excessively restricted nature of certain pilot initiatives also presented evidence of low efficiency and effectiveness. The many small projects made for a fragmented programme and contributed minimally to planned development outcomes.

**Conclusion 7. Lack of proper knowledge management adds to the challenge of further promoting internal and external synergies in an integrated and coordinated way, in line with a sound strategy focused on learning for human development results.** The assessment found limited systematization of knowledge and promotion of synergies among programming levels. Few projects called for visible articulation with other projects. Even within the different areas, UNDP has not presented a clear strategy to leverage potential synergies. Work on United Nations Development Assistance Framework (UNDAF) programming was oriented to the attainment of common objectives between agencies and programmes. However, project results



are still scarce. The use of synergies between agencies was not considered significant, as is partially reflected by the relatively small number of joint programmes, and by duplication of efforts and low cost-efficiency and effectiveness. Articulation with regional agencies was limited to the Okavango project, but the participation of Angola in international activities generated positive results for funding (the Global Environment Facility and the Global Fund) and participation in international summits and meetings.

**Conclusion 8. UNDP's programmes and projects in Angola were unable to convey a commonly articulated vision on how UNDP achieves sustainable results with its contributions to the outcomes.** This related to the lack of a results-oriented approach with a clear theory of change. It was not possible to determine, in rigorous methodological terms, if the projects and programmes were developed, planned and managed with a theory of change clearly articulated and oriented. It was also hard to ascertain if the means (inputs, activities and outputs) used to attain results (outcomes) will effectively contribute to behavioural change that is owned by national stakeholders and that will contribute to sustained human development in Angola.

**Conclusion 9. There is still work to be done to improve UNDP's support to the coordination role of the United Nations Resident Coordinator in promoting more harmonized interagency actions and programming in Angola.** Despite joint UNDAF planning, there has been little synergy between agencies. This is reflected in the reduced number of joint programmes, along with duplication of efforts and resources. Each agency defines its activities without seeking significant synergies and complementarity. That can lead to duplication of efforts and an inefficient use of resources. While some projects have brought agencies together to coordinate and plan activities, these have been essentially bilateral, with each agency implementing its activities. A strong coordination mechanism is absent. Partnership was mainly apparent to the extent that participants distributed tasks to each other.

## RECOMMENDATIONS

**Recommendation 1. The UNDP Regional Bureau for Africa (RBA) should assist UNDP Angola to develop the next programme with clearer and logical theories of change for each agreed outcome.** They should be grounded in results-oriented management that focuses more on the contributions to outcomes and less on the delivery of isolated products and services of limited sustainability. It is important to ensure that staff, partners and donors are able to understand the logic of results. They should understand how each stakeholder supports implementation, allowing monitoring of UNDP's work and evaluation of its relevance, efficiency, effectiveness and sustainability. It is also important to design a programme, based on this analysis, that addresses the need for a constant flow of precise, timely and reliable information to support decision-making, promote learning and, when necessary, redirect courses of action. In the next programming cycle, UNDP Angola should prepare its programme and projects to include more adequate baselines and indicators at product and outcome level. These should at least measure relevance, effectiveness, efficiency and sustainability. Progress needs to be made on feeding and using available corporate monitoring instruments that can facilitate more cautious assessments. That includes the possible introduction of experimental or quasi-experimental models capable of indicating more precisely the interventions that work better and why they work better. It should also include indications of the cost-effectiveness of UNDP's interventions.

**Recommendation 2. UNDP Angola needs to strengthen formal and informal means of proactive dialogue with Angolan partners at the level of decision-making, and with technical implementation staff.** This applies particularly to sensitive areas in which UNDP could have a greater impact while carrying out its mandate and more significantly contributing to national priorities. The Government of Angola recognizes the relevance of UNDP's contribution to the country's development. However, more proactivity by

UNDP Angola is expected for closer dialogue and better communication, particularly at the mid-ministerial level. This would enable UNDP to carry out its mandate more effectively and work with the Government in areas where it has comparative advantage and can contribute with proposals that clearly align the country's development needs with UNDP's added value. Specific relationship strategies need to be established to better articulate relations and activities and leverage synergies. UNDP should consider a new round of negotiations on potential Government funding to allow UNDP's focal points to be introduced at priority agencies. This would enable them to work more closely with their Government counterparts to improve the effectiveness of dialogue, overcome obstacles and systematically identify more innovative areas of action.

**Recommendation 3. UNDP Angola should concentrate interventions in fewer and more strategic areas where it can add more value. It should avoid the necessity of managing projects with smaller budgets where UNDP's contribution cannot be sustained.** There needs to be a greater shift from a project logic to a programme approach that is focused on results-oriented management, particularly for innovative programming. This would prevent extended intervention periods and help create mechanisms, such as innovative programme designs, that are capable of ensuring the sustainability of contributions. Exit strategies should be aligned with coordinated ownership of these initiatives by Angolan counterparts. UNDP should reinforce its strategy so that it has a more direct influence on reducing poverty and promoting human development. It should focus on measures to promote the empowerment of beneficiaries and to ensure the sustainability of initiatives that may eventually be owned by the Government. The work with business development, and with the private and informal sectors, may contribute significantly to this and should be given more attention. Efficiency, effectiveness and sustainability should be improved. Environment, disaster prevention and reduction, decentralization and responses to HIV and AIDS should also be given more

attention in future programming, avoiding small-scale projects of limited scope that consume time and effort. There should be a greater focus on exit and sustainability strategies and transference, and on strengthening national ownership. Given the Angolan context and project-execution limitations, as well as interactions with the responsible agencies and local management, a concentrated, long-term approach focused on ensuring effective Government ownership will certainly produce better results. However, it is recommended that an integrated and coordinated strategy, one that is more directly linked to the above advantages, be adopted to reinforce UNDP's role and contribution to Angola's development.

**Recommendation 4. UNDP Angola should improve knowledge management and better communicate the results already obtained. It should reinforce the exchange of knowledge and the use of UNDP's specialized networks to generate and promote learning that can strategically feed into timely and better informed decision-making.** This will help Angola to promote South-South cooperation. UNDP Angola must make better use of opportunities to position itself more strategically by better systematizing learning and achievements and sharing its knowledge and results. In particular, there should be more frequent exchanges with its specialized resources, such as United Nations networks, local media, the Government, civil society and academia. UNDP has demonstrated capacity to support the Government in defining a strategy, to promote South-South partnerships and Angola's participation in international fora, as in the Okavango project, and to support the country's participation in relevant international summits. This is clearly a UNDP competence, and the Government of Angola could benefit from specialized support to further strengthen its role in South-South cooperation. The UNDP Country Office, with support from the RBA, needs to be able to show the Government that UNDP can add value to Angola's regional human development work. Using existing networks, UNDP can improve the process of recruiting qualified personnel in those areas where Government is open



to collaboration, and UNDP has comparative advantages to contribute strategically. A related issue that should also be addressed is UNDP's lack of a specialized communication department in Angola, including a website in the country's official language. UNDP needs to have a website in Portuguese and improve its capacity to dialogue with the Government and to realize its results. To that end, it should design a communication strategy capable of supporting the programme and of strengthening and expanding UNDP's image, facilitating dialogue between partners, and monitoring outcomes so that they are better explained and disseminated. It has been challenging for the UNDP Country Office to find an appropriate professional for this work in the country. The RBA or the Regional Centre may consider establishing an international post, if necessary, to provide the UNDP Country Office with this much needed support.

**Recommendation 5. UNDP Angola needs to improve efficiency in operations and should invest in an added-value flow analysis of existing operations processes, which are not adequately understood by some staff in programme and operations.** The way that processes are conducted in UNDP Angola is excessively complex. They are poorly understood by many staff, who report insufficient orientation to the processes, causing frequent errors, duplication of efforts and prolonged delays. That can hamper the programme's efficiency and UNDP's image, and adds little value. It is recognized that the processes in Angola follow corporate procedures and guidelines, which may not necessarily be easy to change. The way the guidelines are understood and applied should be reviewed with staff, the aim being to simplify them and eliminate repetition and errors. It is important to engage staff in this process, particularly as the current system dilutes accountability and often duplicates efforts. Better adapted to the Angolan context, accountability layers, checklists and different instruments should be considered to help simplify processes, prevent errors, save time and gain efficiency. The operations team will need to dedicate more time, with programme staff, to developing mechanisms

and to frequent reviews so that rules are better understood and incorporated. Particular attention should be given to adjusting to local contexts and routines.

**Recommendation 6. UNDP Angola needs to improve programme efficiency to avoid delays and promote better articulation and communication between operations and programme units and between UNDP and stakeholders.** UNDP needs to introduce measures that address constraints linked to proper and timely follow-up of plans, targets, actions and agreements. Project management structures should also be reviewed, making them simpler and better adapted to the types of projects, the workload, the available human resources and internal capacities. More flexibility should be introduced where possible, in line with the potential of staff and partners. UNDP Angola should also systematically develop programmes that are better adapted to the Angolan context to increase the agility of its processes, at least internally. It should discuss with partners, the RBA and headquarters, ways of extending the stability and permanence of technical staff; and of promoting greater integration of teams through adequate socio-linguistic competencies, especially at the higher levels of political and technical responsibility.

**Recommendation 7. In coordination with the RBA, the country office should examine ways of improving interagency efforts, learning from what has worked well elsewhere in the region, to strengthen coordination of the United Nations System.** This will also help reduce dispersion, duplication of efforts, and low cost-efficiency in the use of resources, particularly for future interagency projects. UNDP Angola should focus more on projects and activities that are coordinated between agencies and truly implemented in synergy, and not in isolation, by each agency. Like its resources and responsibilities, interagency projects should not be simply divided between agencies, they must be shared for coordinated action and improved results. The objective of interagency actions is to stimulate the unique values that each agency may add, so that together a greater result

may be achieved. Interagency initiatives should not be a set of separate and isolated activities without synergistic engagement, but should allow the exchange of comparative advantages. If joint programmes are to be continued, particularly those involving jointly managed funds, UNDP needs to develop ways to improve the efficiency of its

management and to coordinate its programmes in a more strategic and integrated manner. It should leverage thematic group synergies and the value added by each agency to justify investments in joint initiatives. This often requires additional efforts, but these are justified if they produce enhanced results.

## Chapter 1

# INTRODUCTION

### 1.1 OBJECTIVES

The ADR in Angola is an independent evaluation conducted in 2012 by the UNDP Evaluation Office and three independent consultants.

The purpose of an ADR is to support UNDP's accountability to its Executive Board, stakeholders, partners in respective countries and the public, as well as contributing to improvements in UNDP's future strategies and programmes in the countries and its sectoral and global knowledge. The Angola ADR will be made available to UNDP's Executive Board, relevant UNDP offices and a wide range of stakeholders and partners in Angola. In line with UNDP's Evaluation Policy, it will also be made publicly accessible in UNDP's Evaluation Resource Centre.

The objectives of the Angola ADR are to:

- Capture evaluative evidence of UNDP's contributions to development results in Angola during the previous (2005-2008) and current (2009-2012) programme cycles;
- Draw on these evidences to assess the contribution of UNDP's programme activities to human development in Angola and the well-being of its people; focusing on the relevance, effectiveness and efficiency of the programme activities in achieving intended programme outcomes, and the potential sustainability of the results achieved by the activities;
- Further analyse evidence and assess the strategic positioning and approaches that UNDP has taken, focusing on synergies with national development strategies and priorities, values espoused by the United Nations and the comparative strength of UNDP as an organization; and

- Draw general conclusions aimed at addressing the main challenges identified to strengthen UNDP's contribution to national development results. They are presented so as to help UNDP facilitate further multi-stakeholder consultations, and to generate options or alternatives for future programme improvement.

### 1.2 SCOPE OF THE ASSESSMENT

The ADR covers a seven-year period from 2005 to 2011, with the programmatic milestones being UNDP Angola's Country Cooperation Framework (CCF) 2005-2008 and Country Programme Document (CPD) 2009-2013. Among the Government's key documents and strategic plans for this period are the Anti-Poverty Strategy 2004-2006 and the Sustainable Development Plan 2009-2013. The assessment also takes account of the programme documents of the United Nations System in Angola and guidelines from the UNDP Executive Board for the same period.

The evaluation's geographic scope covers actions across the country or parts of the national territory. From a thematic perspective, four main areas are analysed: poverty reduction and achieving the MDGs; democratic governance; environment and sustainable development; and crisis prevention and recovery. Also analysed are four cross-cutting areas: human rights; gender equality; capacity development; and knowledge management, according to what was planned in the respective results frameworks of each cycle's programme documents. UNDP's contribution to the country's development is analysed in terms of activities and products related to specific projects, and also initiatives beyond the scope of projects, such as policy advisory, advocacy, policy dialogue and other non-project related activities.

During the two evaluated cycles, UNDP's programme in Angola had a delivery of over \$176 million within its project portfolio. UNDP funded 13 percent of the portfolio, while the Government of Angola and external donors financed 9 percent and 78 percent respectively. The programme has seen a significant budget reduction over the years, from \$35 million in 2008 (the highest) to \$24 million in 2010 and \$12 million in 2011. The reasons for this reduction are discussed in Chapter 3. The country had an average of 32 active projects per year during the evaluation period, with 2007 having the most (41) and 2011 the least (22).

### 1.3 METHODOLOGY AND APPROACH

The methodology follows the *ADR Method Manual, January 2011* guidelines, ensuring both methodological rigour and comparability of ADRs in countries and regions where UNDP operates.

Although the evaluation is based largely on documentary analysis and interviews, it is not a sum of projects' evaluations. It is an analysis of the relationship between inputs, outputs and outcomes that contributed to the country's development needs, aligned with Government priorities and UNDP's mandate.

The assessment involved collection of evidence of expected results (outcomes) *versus* the achieved and/or unexpected results, as well as UNDP's ability to respond to the challenges, priorities and changing context of the country. The analysis results follow a logical sequence, starting with the definition of criteria and sub-criteria guiding the evaluation questions, and concluding with recommendations.

Although the evaluation refers to two programming periods, the performance of UNDP was analysed as a whole. This is because UNDP Angola's projects have generally had an average life of four years. In addition, 29 of the 60 projects implemented were implemented during both programmatic periods.

The analysis of development results by subject area was guided by:

- programme relevance in response to national priorities, needs and changing contexts;
- effectiveness;
- efficiency; and
- sustainability.

The analysis of UNDP's strategic positioning took account of six dimensions:

- relevance to the national context and in relation to UNDP's mandate;
- responsiveness to national demands while still aligning with UNDP's mandate;
- UNDP's added value and comparative advantages;
- alignment with the human development approach (including gender and equity);
- partnerships and South-South cooperation; and
- UNDP's contribution to United Nations system coordination.

The sample selection was based on:

- timing (coverage of the two programme cycles, taking into account closed and ongoing projects);
- geographical coverage (national, provincial and municipal levels, South-South cooperation, and regional programmes);
- thematic areas (poverty reduction and achievement of the MDGs; democratic governance; environment and sustainable development; crisis prevention and recovery), including external activities that intersect with various subject areas; and
- budget execution (small and large projects) and execution model (NEX/NIM [national execution/implementation] and DEX/DIM [direct execution/implementation by UNDP]).

The list of projects and non-project activities of the sample and their characteristics in relation to

these criteria appear in Annex 4. What follows is information used for the evaluation. The primary sources of information were programme and project progress documents and semi-structured interviews with actors involved in the implementation of projects and activities in both UNDP and the Government, representatives from NGOs and academia, current staff and those previously linked with UNDP Angola (Annex 2). Interviews were also conducted with senior Government officials and leaders in the thematic areas, and with strategic partners. The interviews followed a protocol developed by the evaluation team. That focused on specific topics on the strategic positioning of UNDP and is related to the relevance, effectiveness, efficiency and sustainability of UNDP's contributions to development. Field visits to projects and activities were also conducted in Benguela and Huambo, enabling interviews with critical local informants and direct observation of some activities in these provinces.

In addition to the UNDP programme and project documents, the evaluation team also reviewed the evaluation and progress reports and the Angolan Government's strategic and programmatic documents. The main secondary sources were the evaluations and studies conducted by independent consultants and other international bodies, Government agencies, as well as academic studies on the thematic areas examined. Finally, the team used press material and statistical data from Government agencies and specialized bodies.

The projects and programmes linked to specific country programme outcomes were assessed in an integrated manner, seeking to identify whether and to what extent the performance of UNDP contributed to results – expected or unexpected – in the short and medium terms. The

role of UNDP and other factors were also identified and analysed to assess the extent to which UNDP's contributions were effective. The evaluation sought to answer how and why UNDP has contributed to the development of Angola.

The analysis of the positioning of UNDP Angola as a development partner sought to understand its role in policy formulation and in building an institutional culture. The integration of the analysis also means that UNDP portfolio projects, although analysed separately, will be combined with an assessment of UNDP responses to priorities, and the country's development challenges.

#### **1.4 STRATEGIES TO ADDRESS LIMITATIONS OF THE ASSESSMENT**

The methodological design used was limited by the design of the programme and its projects as well as the quality of the results and monitoring framework, its limited targets, indicators and baselines, and the available data. These did not allow the evaluation to use an experimental or quasi-experimental design with questions focused on causes and effects. Therefore, no attribution could be investigated or established given the absence of a control or comparison group. The evaluation used a non-experimental design and it was only possible to answer descriptive and some normative questions given the incomplete and sometimes unclear set of targets and unspecific baselines. To strengthen methodological rigour, the team used causal tracing strategies for a non-experimental design consisting of arguments for causal relations. When possible, it tried to logically rule out alternative or rival explanations seeking evidence through, temporal precedence,<sup>1</sup> constant conjunctions,<sup>2</sup> the strength of associations,<sup>3</sup> biological gradient,<sup>4</sup> coherence<sup>5</sup> and analogies.<sup>6</sup>

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1 The observed effect happened only after the intervention began, not before.

2 The effect was observed everywhere the intervention was implemented.

3 The observed change was much stronger where the programme was implemented than it was where other possible causes were present.

4 The more treatment received, the larger the observed change.

5 The relationship between the intervention and the observed change fits logically with other things we know about the intervention and the outcome.

6 The pattern between the intervention and the observed changes resembles the well-established pattern between a related intervention and its effects.



The analysis supported evidence triangulated from different sources and methods of data collection in order to ensure the robustness of the findings. However, some limitations in the availability of data and information also affected the evaluation. Even using a non-experimental design, the lack of progress reports, clear targets, indicators and baselines in programme documents particularly complicated the investigation and assessment of data for normative analysis. Some of the proposed projects did not provide targets for measurement and the role of UNDP was often too generically defined, with emphasis on operational or support functions, with limited details on the contribution's added value (e.g., support to Government, technical advisory services). In addition, the country office experienced difficulties in the timely and accurate organization of necessary quantitative data in a systematic and verifiable way within the UNDP systems. This brought unexpected challenges and delays to the evaluation team.

Consequently, the evaluation was highly dependent on semi-structured interviews and statements, actively sought by the evaluation team in person, by phone, Skype and email. After a significant delay by the country office, the evaluation team was able to expedite interviews and field visits by directly contacting key informants on behalf of the UNDP Evaluation Office. This enabled the necessary field visits to be made, along with collection of the primary and secondary documentary information beyond that initially provided by UNDP.

There was also difficulty in locating some informants, both past UNDP employees and Government managers, due to high turnovers. In the case of Government staff, efforts were affected by the timing of the interviews, which took place in the months leading to the general election. Finally, taking account of the Angolan context, the availability of the agendas of key informants and the ability to combine several interviews in a relatively short period of time – particularly in Luanda, where movement

(traffic and road works) are very restrictive – the evaluation had to make the most of the opportunities available to it. The team had to extend the time for the collection of field data, some of which was collected by phone, email and Skype, allowing it to overcome most of these constraints. To a large extent, the team was able to interview key informants in strategic positions in all analysed areas and thereby ensure satisfactory coverage and quality of the gathered information.

## **1.5. THE EVALUATION PROCESS**

The evaluation emphasized a participatory process. That ensures that key stakeholders were on board and that information obtained was verified throughout the process. It used a National Reference Group, whose task was to provide a methodological oversight by commenting on preliminary conclusions presented at two meetings held in Luanda, which contributed further the evaluation's authenticity.

The first stage of the evaluation process consisted of a preparatory mission to Angola in December 2011 by the Evaluation Office ADR task manager/co-team leader (TM/CTL) to present and discuss the ADR process with the UNDP office in Angola and key national partners. During this mission, a group of Government, civil society, private sector, academia and donor representatives were selected to participate in the National Reference Group to review and contribute to the evaluation while safeguarding the independence of the exercise and assuring the quality of its products.

In a second mission to Angola to further design the evaluation, in March 2012, the local team of independent consultants received guidance from the TM/CTL on the ADR in general and the ADR for Angola in particular. The scope and methodology of the evaluation were further detailed and data-collection tools prepared. The three independent consultants in Angola, the evaluation team members, the TM/CTL, UNDP

Angola team members, and representatives of the National Reference Group<sup>7</sup> participated in discussions to enhance the design of the evaluation. The team clarified questions about the documentary sources available, identified gaps and contradictions in the sources of information on projects and further defined the scope and details of the assessment methodology. At this stage, the team conducted group and individual interviews with employees of UNDP Angola and representatives of the National Reference Group.

The next step in the evaluation process consisted of fieldwork and data collection, particularly interviews, most of which were held in Luanda from 26 March to 25 May. April and May were devoted to analysis of documents and triangulation of information from interviews with other sources. In the third mission to Luanda in May, the results were discussed by the evaluation team. The main findings, along with preliminary conclusions and areas for possible recommendations were presented to and discussed with UNDP Angola and the National Reference Group. This offered valuable feedback to the evaluation team in meetings held in Luanda using focus groups methodologies. The last stage of this work focused on developing the evaluation report with appropriate checks and reviews by the Evaluation Office, RBA, UNDP Angola, the National Reference Group, the Government of Angola and independent external reviewers. Reviews, translations, editing and design of the report substantially delayed the production of the final report, but with the extension of the CPD until 2013, results were still made available in time for the information to feed into discussion of the future programming cycle.

Regarding stakeholder participation in the evaluation and the quality of the report, the Evaluation Office has made significant efforts to engage in the review of drafts, both in groups and individually, with all senior staff and programme officers in Angola, as well as all members of the National Reference Group, and the RBA Desk Officer in charge of Angola and the RBA's evaluation adviser.

The assessment was also reviewed by three experts from the Evaluation Office – the Evaluation Office Director, Indran Naidoo; the Senior Evaluation Adviser, Oscar Garcia; and the Evaluation Specialist–Associate Task Manager, Roberto La Rovere. Two external reviewers also examined the assessment – Brazil's Dr. João Paulo M. Peixoto, Associate Researcher and Professor at the Centre for Advanced Studies in Government and Public Administration at the University of Brasilia, an expert on the national context of Angola; and Mrs. Deolinda Bebiana de Almeida, an Angolan retired government staff, former United Nations Resident Coordinator and UNDP Resident Representative, who also participated in the presentation sessions and discussion of results.<sup>8</sup> The semi-final version of this document is also shared with the Government and key partners of UNDP in Angola and was discussed in a workshop with stakeholders at the end of the exercise, where the results were presented and validated.

## 1.6 STRUCTURE OF THE REPORT

The report has five chapters. Chapter 2 provides the context in which UNDP has been working for the last decade and describes challenges

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7 The National Reference Group comprises representatives from the Government, civil society, private sector and academia in Angola. It has representatives from the Ministries of Territorial Administration, Planning, Environment and Family and Women Promotion, civil society organizations (Development Workshop), Chamber of Commerce and Industry, the Spanish Cooperation, Agostinho Neto University. In addition to participation in the presentations of the evaluation and discussion of results, group members also received the various reports and submitted written comments.

8 Two other evaluation colleagues kindly served as peer reviewers to the report: Ms. Patrícia Baptista, evaluator from Portugal, and Mr. Rogério Silva, evaluator from Brazil.

it faces. Chapter 3 outlines United Nations and UNDP strategies to respond to these challenges. It also details UNDP's programmatic response, which is assessed in Chapter 4 where findings are analysed from the perspective of UNDP's

strategic positioning. Finally, Chapter 5 offers conclusions on the main findings of the evaluation, as well as recommendations to contribute to UNDP's future programmes and their implementation in Angola.



## Chapter 2

# DEVELOPMENT CHALLENGES AND NATIONAL STRATEGIES

This chapter presents the national development context in which the two most recent UNDP cooperation programmes were developed during the last seven years. The chapter also draws attention to the significant changes in context during a period in which the focus moved from post-conflict humanitarian assistance to one more centred on development assistance. It serves as a background for the application of the evaluation criteria determining the relevance of UNDP's actions (Chapter 4) and formulating the recommendations (Chapter 5).

### 2.1 NATIONAL CONTEXT AND DEVELOPMENT CHALLENGES

Angola is an African nation with an estimated population of 19.1 million inhabitants. It has a total area of 1,246,700 sq km, which are divided into 18 provinces. Despite its wealth, particularly from oil and diamonds, recent decades have seen the country experience long periods of military conflict, with clear implications for development.

#### 2.1.1 POLITICAL CONTEXT

Angola achieved independence in 1975 in the context of civil war between three liberation movements, each with different ideologies and international support. Profound political and socioeconomic transformations immediately followed: the exodus of the largest part of the European population and a significant fraction of those assimilated within; the emptying of the administrative apparatus; the abandonment of several productive units; reduction or paralysis of a significant part of other cultural and industrial productive activities; and disruption of transport and trade circuits. All this resulted in a lack of technical, professional and managerial capabilities. Added to this, with negative multiplier

effects, were the misunderstanding and armed confrontation between the three liberation movements legitimized by the Alvor Agreements of 15 January 1975 (National Front for the Liberation of Angola – FNLA; Popular Movement for the Liberation of Angola – MPLA; and the National Union for the Total Independence of Angola – UNITA).

After independence in 1975, Angola adopted a single-party, Socialist regime. The proclamation of independence by the MPLA on 11 November 1975 was embodied in the adoption of a Constitutional Law (1976). Although the document envisaged the coexistence of state-owned, cooperative and private property, it clearly pointed to the organizational principles of a central and planned economy. Politically, between 1975 and 1991 Angola evolved from a single-party system inspired by Marxism to multi-party parliamentary representation, after the constitutional revision of 1991. However, following the Parliamentary and Presidential elections of September 1992, civil war returned to the country. A new, complex and protracted process of peace negotiations concluded with the signing of the Lusaka Protocol in 1994. Although a Government of National Unity was appointed in 1996, according to the spirit of the Lusaka Protocol, civil war reignited with greater intensity from December 1998.

The military conflict lasted 27 years, with a brief interruption during the Bicesse Peace Agreements (1991) that culminated in the 1992 electoral process, in which the MPLA scored a legislative victory and the presidency required a second round, which never occurred. President Jose Eduardo dos Santos won the first round of the presidential election with 49.57 percent of the vote, and the MPLA earned an absolute majority in the

**Table 1. Angola – basic data**

Area: 1,246,700 km
Population: 19,100,000 (estimate for 2010)
Population Density: 15.2 inhabitants/km <sup>2</sup> (estimate for 2010)
Official Name: Republic of Angola
President and Head of State: José Eduardo dos Santos
Date of current Constitution: January 2010
Main Political Parties: Government: Popular Movement for Liberation of Angola (MPLA) with 191 seats in the parliament. Opposition: National Union for Total Independence of Angola (UNITA), main opposition party with 16 seats; the remaining three parties – National Front for Liberation of Angola (FNLA), Liberal Democratic Party (PDL) and New Democracy (ND) – have a combined 13 seats.
Capital: Luanda – 4.5 million inhabitants (2010 estimate)
Other principal cities: Lubango (1,011,000), Huambo (904,000), Lobito (737,000), Benguela (469,000), Kuito-Bié (424,000) and Cabinda (399,000)
Religion: Most of the population is Christian (Roman Catholic), although a significant part follows local cults and religions.
Language: The official language is Portuguese, but several other African languages are spoken: Umbundo, Kimbundu, Kikongo, Chokwe and Kwanyama.
Currency: Angola Kwanza (AOA) – 1 USD = 91.91 AOA (2010 – EIU)
Degree of opening of the market (2010): Exp. + Imp. / GDP = 92.1%
Imports/GDP: 31.0%

Source: International Monetary Fund (IMF); World Trade Organization (WTO)

legislature with 53.74 percent of votes. UNITA did not accept the election results, despite its validation by the international community, and returned to war. This led to the imposition of an arms and oil embargo on UNITA by the international community in 1993.<sup>9</sup> The subsequent Lusaka Protocol also did little to provide peace. Its implementation was delayed and even the formation of a National Unity Government in 1998 did not end the war. Effective peace was achieved through the Luena Accords in 2002. In elections held in 2008, the MPLA won 91 of the National Assembly's 220 seats.

In 2010, a new Constitution was adopted, establishing a parliamentary–presidential system that expanded the powers of the President, José Eduardo dos Santos, already in power for 32 years. The presidential elections were abolished (the President is the head of the list of the

parliamentary election's winning party). The Vice-President, under the direct authority of the President, replaced the role of Prime Minister. A President is limited to two terms of five years each. New elections took place in 2012 and the President remained in power.

### 2.1.2 INTERNATIONAL RELATIONS

Angola is a member of the United Nations and part of its main specialized agencies. Angola is also a signatory to the Cotonou Agreement (2000), successor to the Lomé Convention, which the country joined in 1985. This integrates the Africa, Caribbean and Pacific (ACP) countries under a multilateral agreement cooperation with the European Union in the technical, commercial, financial, environmental, social and regional areas, and is designed to promote the economic development of those countries.

<sup>9</sup> United Nations Security Council Resolution 864.

Angola is also part of the African Union and the African Development Bank (ADB). Since 1994, it has been a member of the Community for the Southern African Development (SADC), an organization aimed at regional integration. It is also a member of the Common Market for Eastern and Southern Africa (COMESA), which advocates the liberalization of regional trade and promotes cooperation in various sectors, and the Economic Community of Central African States (ECCAS).

The country has been a member of the Community of Portuguese Language Countries (CPLP) since its inception in July 1996. This organization aims to promote and disseminate the Portuguese language, as well as to cooperate in political-diplomatic, economic, scientific-technical, social, legal and cultural areas.

The relationship between Angola with the United Nations system has gone through various transitions and phases. The Bicesse Peace Agreement between the Angolan President and the leader of UNITA established a ceasefire, envisaged a single national army and set forth multiparty elections. The United Nations, through UNAVEM II, inspected compliance with the ceasefire and played a delicate mediation role after the September 2012 elections. During the protracted military conflict, several United Nations agencies developed initiatives in humanitarian aid and emergency care.

In the economic field, there has not always been a cordial relationship between the Angolan state

institutions and the United Nations, given the reduced weight of multilateral cooperation. The relationship has suffered strains in recent years, particularly in relation to the World Bank.

### 2.1.3 SOCIOECONOMIC CONTEXT

Angola has an economic structure organized according to a sharply dualistic pattern. On the one hand, the oil sector is characterized by high investment rates and a dominant presence of foreign capital, along with high productivity and pay levels. This sector effectively exists as an enclave separated from the rest of the economy. On the other hand, there is an economy based on a poor productive structure where the weakness of the agricultural sector and the failure of the industrial sector are associated with a service sector in which trade is prevalent. A strong informal sector, covering a broad range of activities, has become increasingly important through its presence in virtually every sector of the economy, from trade to production to domestic credit.

The oil sector, which accounts for 95 percent of Angola's exports, has been the principal source of revenue and foreign exchange for imports, and therefore underpins the national economy. Capital goods account for one-third of imports of goods in order to meet the infrastructure and housing demands of the Public Investment Programme (PIP). The country is structurally dependent on food imports, which account for over half of imported goods. This is mainly due to the long years of war that prevented agricultural development. The effects of war continue to

**Table 2. Angola: Major macroeconomic indicators, 2008-2011**

	Unit	2008 (a)	2009 (a)	2010 (b)	2011 (c)
Estimated Population	Millions	18.0	18.6	19.1	19.6
GDP <i>per capita</i>	\$	6,316	5,989	7,580	9,581
Actual GDP Growth	%	13.7 (b)	0.9 (b)	3.4	6.1
Inflation Rate	%	12.5	13.9	14.5 (a)	14.3

Source: International Monetary Fund, [www.imf.org/external/pubs/ft/weo/2012/01/index.htm](http://www.imf.org/external/pubs/ft/weo/2012/01/index.htm)

Remarks (a) Actual Values; (b) Estimates; (c) Forecast

the present through insecurity in cropping areas resulting from landmines.

However, in recent years and after the establishment of peace, there has been some non-oil sector growth, although economic diversification remains weak. The construction and infrastructure sectors are strongly dependent on the PIP, while there has been gradual growth in agriculture. Angola's economy is largely determined by public investments and a weak and incipient private sector, which only recently began to attract Government attention. Angola was ranked 171st of 183 countries for its business environment.<sup>10</sup>

Access to financing has increased considerably in recent years, as a result of the growing number of financial institutions and their extension, albeit unevenly, across the country. As for the external debt structure, the medium- and long-term stock is composed of 50 percent commercial debt, 35 percent bilateral debt and 8 percent multilateral debt. The United Kingdom, Portugal, Spain and China are the main creditors of commercial debt, while bilateral debt is mainly associated with Brazil and Portugal. Recently, Moody's placed the sovereign debt rating of Angola at Ba3 and Standard & Poor's proceeded to upgrade its foreign currency rating to BB-. These rankings reward Angola's efforts to rebalance public and external accounts and its progress in structural reforms carried out under a standby agreement signed with the IMF. After an agreement with the IMF in 2009, the relationships with donors were to be resumed. However, the levels of international aid are very low, due to the country's limited financial capacity.

Since the end of the 27-year civil war in 2002, Angola has seen rapid economic growth thanks to the oil and diamond sectors. However, with a reduction in GDP, especially after 2008, Angola's challenge of managing its natural resources and ensuring debt sustainability in the long term

became more obvious. The need for Angola to improve its competitiveness and diversifying its economy became clear.

GDP has grown in recent years thanks to higher oil prices. The Angolan economy has shown high growth rates over the last year as a result, primarily because of the establishment of an environment of peace, the good performance of the oil sector – which, in 2010, represented 45.9 percent of GDP, 80 percent of state revenues and more than 98 percent of exports – and the effectiveness of the Government's economic stabilization strategy.

Inflation has stabilized since 2006 at just over 10 percent, with a very slight increase in 2010. However, the index of consumer prices rose by about 375 percent between 2000 and 2010.

A marked regional imbalance (75 percent of the GDP is concentrated in Luanda) follows the dependence on oil, one of the main challenges for the Angolan economy. Poverty and inequality also vary considerably between provinces.

While the process of administrative devolution and decentralization is continuing, there is much to be consolidated. The logic of centralized government action continues, as the central Government manages 85 percent of the state budget. In 2009, the Government began disbursements directly to the authorities at provincial and municipal levels, but the process faces several challenges, particularly in terms of the structure to manage this model.

Socioeconomic indicators have shown some progress in the last 10 years, but many challenges remain. The Human Development Index (HDI) in Angola in 2011 stood at 0.486. Although a middle-income country in terms of generated wealth, Angola still has a low HDI, ranking 148th in 2011 out of 178 countries. The distribution of wealth is still very unequal. The country

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10 According to the World Bank report, *Doing Business* 2011. In 2011, it would have taken 164 days to start a business, 174 days to register a property, 125 days to gain access to electricity, and 181 days to enforce contracts.

produces too little internally and has a high level of imports, which makes life extremely expensive, especially in the capital Luanda.

On the MDGs, Angola indicates progress towards universal primary education (MDG 2), reducing child mortality (MDG 4) and improvements in maternal mortality (MDG 5). However, more efforts and reforms are needed for the country to achieve the MDGs, especially those related to extreme poverty (MDG 1) and the environment and sanitation (MDG 7). For gender (MDG 3), there has been increased participation of women in Parliament and Government as a whole, with parity almost being achieved in school enrolment. However, women still remain among those most affected by poverty. The approval of the Law Against Domestic Violence in 2011 did, however, represent noteworthy progress.

The process of change has been slow, especially in terms of inclusive development and improvement of living conditions of the poorest people. Although the end of the war has removed the main constraint, peace has brought a series of new underlying challenges that need to be addressed. Significant challenges include strengthening the right to personal security and physical integrity, the promotion of economic, social and cultural preservation of constitutionally enshrined rights, such as freedom of expression, assembly and manifestation, access to justice, and the right to participate in decision-making processes.

The Common Country Assessment (CCA), prepared by the United Nations in 2002 and used in the development of the UNDP country programme, indicated that the main issues for progress concerned post-conflict measures of national reconciliation, combating urban poverty, promoting infrastructure recovery, and poverty reduction, particularly in rural areas. Angola's rapid population growth brought new challenges of urbanization, promoting economic diversification and development, rehabilitation of social sectors, the adoption of an effective national response to HIV and AIDS, and promoting good governance.

The main identified opportunities were related to sustainable peace and rising oil revenues. These were expected to facilitate a significant recovery in the post-war era and help promote rapid national progress towards the MDGs. The main threats to national reconciliation were, and continue to be, growing social inequalities, response to HIV and AIDS, malaria, tuberculosis and other communicable diseases such as cholera, given an incipient infrastructure of sanitation and poor access to drinking water. The risk of social conflict from growing public frustration and resentment over lack of opportunities could impair national cohesion. Road accidents constituted a real threat to the physical integrity of the population.

In recent years, Angola has moved from a post-war country to one that has begun to focus more on medium- and long-term sustainable development. To this end, the country still faces the challenge of diversifying its economy and improving its social indicators sustainably. Angola's GDP is expected to increase to about 8.5 percent in 2012-2013, driven by increased oil production and the start of a major project to explore natural gas (Angola LNG). At the level of national policies, the evaluation team highlights a set of programmes focusing on poverty reduction and the pursuit of reconstruction as central to the work of the Angolan Government. In terms of budget allocation, there has been a clear increase in the percentage of GDP spent on health, which rose from 2.36 percent in 2002 to 4.56 percent in 2009. In education, Angola has an enrolment rate in primary education of over 85 percent, which is above the regional average. But the quality of education for the most part still needs significant improvement.

The Angolan population has been characterized by the predominance of young people – those under 30 years of age – which puts pressure on the education, health and production systems. Although there have been positive developments in access to education, the national economy has not shown the necessary capacity to absorb the annual entrants to the job market.



**Table 3. Demographic and social indicators, 2008-2009**

Population: 48% men, 52% women Urban Population: 54.8% Rural Population: 45.2%			
Description	National	Urban	Rural
Children 0-17 years of age not living with their biological parents (%)	12.1	13.9	10.0
Children 3-5 years of age in programmes for preschool education (%)	9.3	11.0	7.3
Children aged 6-17 years who never attended school (%)	20.3	10.5	32.5
Population aged 15+ years of age who can read and write (%)	65.6	81.8	0.95
Infant mortality rate (0-11 months) per 1,000 live births	115.7	94.8	138.0
Rate of infant and child mortality (under 5 years) per 1,000 live births	193.5	154.3	233.2
Poverty rate (% of population living below the national poverty line) <sup>11</sup>	33.6	14.9	56.2
Population using safe source of drinking water (%)	42.0	57.9	22.8
Population with access to electricity (%)	40.2	66.3	8.6
Population with access to mobile phone (%)	40.4	67.5	8.15
Population with access to computer (%)	4.1	7.6	0.2

Source: IBEP Integrated Survey on the Welfare of the Population 2008/2009 – Report Tables Vol II

According to the Integrated Survey on the Welfare of the Population (IBEP 2008-2009), 33.6 percent of Angola's population lives below the national poverty line. Although this ratio suggests a reduction in the incidence of poverty, significant challenges remain. The Government's Long-Term Strategic Programme (2025) and the Sustainable Development Plan 2009-2013 both highlight the need for poverty reduction, eradication of hunger, the promotion of equitable, sustainable and harmonious development, and the promotion of human development.

## 2.2 NATIONAL DEVELOPMENT STRATEGIES

In the period evaluated, the UNDP Angola programme was driven by guidelines contained in four documents. The first two are from the Government of Angola, while the other two were prepared by UNDP with the participation of Government partners:

- Strategy to Fight Poverty for 2004-2006;
- Sustainable Development Plan for 2009-2013;
- Country Cooperation Framework for 2005-2008; and
- UNDP Country Programme Document for 2009-2013.

The country document aligned to the first CCF was primarily the Angolan Government's Strategy to Fight Poverty, while other plans also have been taken into account. The second CPD (2009-2013) was aligned with the Government's Sustainable Development Plan. Documents whose timeframe is aligned with UNDP programmes are more broadly targeted, such as the Strategic Programme for Long Term Development (2025), which has guided UNDP's programme formulation.

The Strategy to Combat Poverty in Angola, with its objective of consolidating peace and national

<sup>11</sup> Built by INE from the Basic Needs method.

unity through the sustainable improvement of living conditions, set specific objectives focusing on:

- social reinsertion;
- safety and civil protection;
- food security and rural development;
- control of HIV and AIDS;
- education;
- health;
- basic infrastructure;
- human capital and employment;
- governance; and
- macroeconomic management.

The Sustainable Development Plan for 2009-2013 keeps the focus on areas that are critical to the country's development, revealing that some important constraints related to post-conflict situations have been overcome, including:

- fighting hunger and poverty, with poverty reduction;
- support for economic development;
- continuity of national reconstruction;
- public sector modernization;
- diversification and modernization of the economy;
- modernization and strengthening of the financial system;
- acceleration of industrial development;
- integrated rural development;
- capacity building of the population;
- development of the business class;
- increased employment and income; and
- improvement of living conditions of the Angolan people.

In addition to sectoral programmes, the Government of Angola's Strategic Programme

for Long Term Development (2025) focuses on:

- job creation;
- poverty reduction;
- increase of the GDP;
- reduction of inflation;
- national cohesion;
- peace and tranquillity;
- economic development;
- fair distribution of income;
- macroeconomic stability;
- development of regions;
- building a democratic and participatory society;
- rights and freedoms of citizens;
- promotion of innovation, skills and knowledge of human resources; and
- promotion of human development.

### **2.3 THE ROLE OF DEVELOPMENT COOPERATION, SOUTH-SOUTH COOPERATION, CIVIL SOCIETY, THE PRIVATE SECTOR AND GOVERNMENT**

Angola receives assistance from several bilateral and multilateral agencies. Bilaterally, the largest net donor in recent years (2006-2008) has been the United States of America, followed by Portugal. The United Kingdom, Japan, Spain, Italy, Norway and Germany are also important bilateral donors. In the multilateral context, the support of the European Commission, IDA, the Global Fund and UNICEF is noteworthy.

For sectors supported externally, the country enjoys particular support in education, health and other social areas.

As in other African countries, cooperation between Angola and China has evolved

**Table 4. Top 10 donors to Angola  
2009-2010 (ODA, \$ million)**

United States	50
Institutions of the European Union	32
Korea	24
Japan	22
Spain	22
IDA (World Bank)	18
Global Fund	18
Portugal	17
Norway	16
United Kingdom	11

Source: OECD, 2012

significantly since 2000. Relations between the two countries have intensified, particularly since 2004 with the signing of the first loan agreement with the Ex-Im Bank for a grant of \$2 billion, followed by other credit enhancements. According to OECD, cooperation is focused mainly on energy and water, education, health, public works and agriculture, but it has

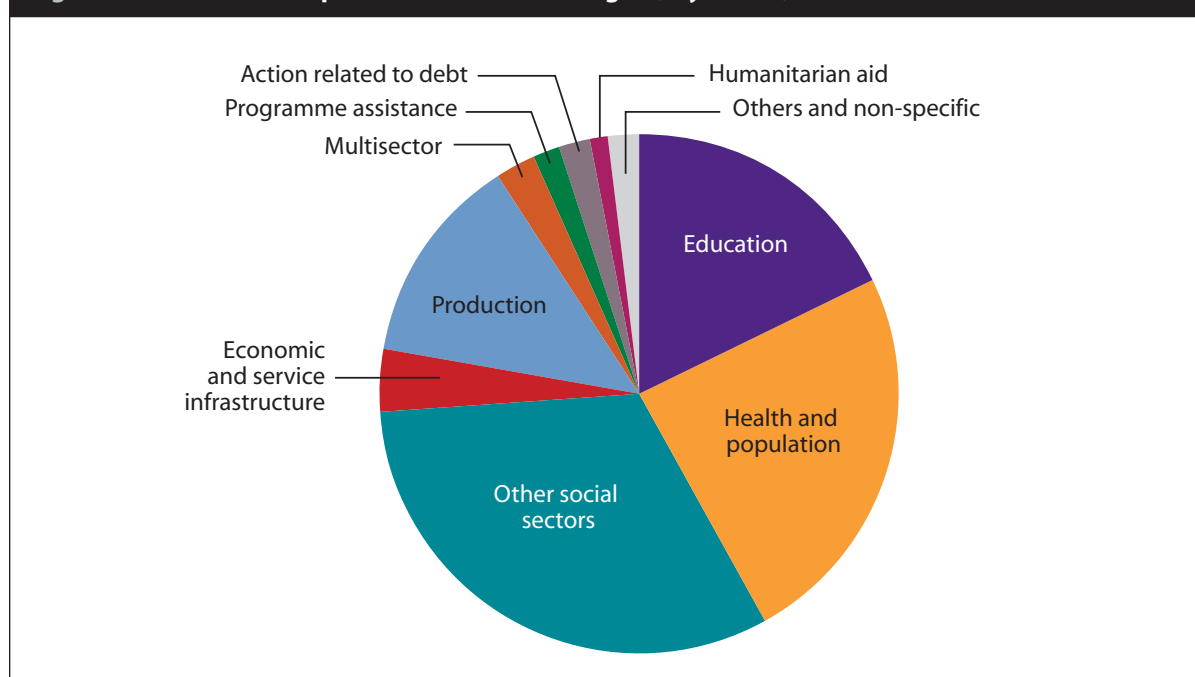
gradually expanded to other economic developments in the country.

On South-South cooperation, there is growing Angolan participation in the regional framework, including actions within the scope of the SADC, ECCAS in the Gulf of Guinea and the International Conference for the Great Lakes, among others. At the SADC level, Angola has been increasing its participation, particularly in addressing cross-border organized crime, terrorism and genocide.

Regional cooperation has been extended to a wide range of themes, including food security, land and agricultural infrastructure, trade, finance, investment and mining, social and human development, special programmes, science and technology, natural resources and environment, social welfare, information, culture, politics, diplomacy, international relations, peace and security.

Within the CPLP, Angola participates in a wide range of development and cooperation

**Figure 1. Official development assistance to Angola, by sector, 2009-2010**



Source: Official Assistance to Bilateral Development. OECD, 2012. [www.oecd.org/dataoecd/55/38/1867209.gif](http://www.oecd.org/dataoecd/55/38/1867209.gif)



partnerships, while it has seen the number of bilateral and multilateral partnerships with other countries in the South increase through global programmes or specific projects. The main areas of cooperation within this organization, which led to the signing of several protocols with international organizations and civil society organizations, include agriculture and food security, science and technology, sports, education and human resources, youth, environment and renewable energy, migration, the strategic plan for East Timor, health, telecommunications and e-government, and labour and social solidarity.

Civil society organizations, including NGOs, and Angolans abroad have played a highly visible role in the country. Recent years, however, have witnessed a reduction in the number of donors in Angola, resulting from the global economic crisis and the high cost of operation in the country. Fewer organizations have consolidated their work in specific areas such as human rights, response to HIV and AIDS, education, health and agriculture. According to one NGO, Sustainability Index in Angola, produced by USAID in 2010, most NGOs in the country fail to ensure financial sustainability. In 2010, only 4.7 percent received more than \$200,000 from foreign donors, while 40.3 percent received less than \$50,000. The most recent estimates for 2007 refer to the existence of 127 international NGOs, 464 national NGOs, 25 church-related organizations and 19 foundations. These numbers do not count the thousands of community based organizations operating throughout the country and in a variety of programme areas.

In line with government strategies and programmes, the private sector is an option for national reconstruction and development. The promotion of private investment – both foreign and domestic – focuses primarily on fostering conditions that are conducive to sustained investment, whether from national or foreign origin. This is regulated by the Law on Private

Investment in Angola (Law No. 11/03, May 13). Such private investment contributes to efficiency and promotes support alliances among domestic and foreign investors; partnerships between the national and international business communities on a mutually beneficial and sustainable basis; projects for the internationalization of companies and the Angolan economy, investment incentives and support, whether in the form of venture capital in accordance with applicable law. It also supports other sub-instruments; promotional activities to attract investments (most notably the non-oil sectors); investments that contribute to the development of the interior and reduce regional disparities; general information and sectoral systems targeted at domestic and foreign investors; integration of investments in economic policy and diplomacy, particularly through participation in international organizations or meetings on issues related to investments; and realization of promotional actions abroad aimed at attracting investments.

## **2.4 DEVELOPMENT PROBLEMS AT THE REGIONAL LEVEL**

At the level of Angola's main regional platform – SADC – Angola's targets on economic well-being, improvements in the conditions and quality of life, liberty, social justice, peace and security, are still unfulfilled. The organization's mission, enshrined in the Declaration of 1992 and Article 5 of the Treaty, focuses mainly on economic growth and socioeconomic development, is anchored in the creation and consolidation of efficient production systems, in-depth cooperation and integration, good governance and lasting peace and security. Specific issues related to the region include a prioritization of poverty eradication, response to HIV, gender equality, development of science and technology, improving information, environment and sustainable development, development of improved statistics, promoting trade liberalization and economic cooperation in infrastructure and food security, and human and social development.

The main challenges for SADC relate to the resources needed for implementation of the Regional Indicative Strategic Development Plan, 2001; institutional coordination; alignment with other initiatives and activities; involvement of member states; roles assigned to SADC national committees; the paradigm shift towards a programmatic approach; and partner coordination.

The data and analysis in this chapter guide the remaining chapters. They especially guide the evaluation of UNDP's participation in the national development agenda and its positioning in the face of major changes occurring in Angola during the period analysed. The next chapter discusses how UNDP strategies in Angola have responded to the country's challenges and contributed to its development.

## Chapter 3

# UNDP RESPONSES AND STRATEGIES IN ANGOLA

This chapter presents a summary of the United Nations presence in Angola and of the programme documentation of its agencies during the period covered by the ADR. It highlights proposals to address national development challenges. UNDP's trajectory in Angola over the last seven years is analysed, as are its programmes and the evolution of its project portfolio and human and financial resources.

### 3.1 UNDP'S STRATEGY AND COORDINATION WITH THE UNITED NATIONS SYSTEM

Relations between the Government of Angola and the United Nations system were formalized on 1 December 1976. Article 12 of the Constitution of Angola establishes the principles upon which the country bases its foreign policy: "The Republic of Angola shall respect and implement the principles of the United Nations Charter and the Charter of the Organization of African Unity and shall establish friendly and cooperative relations with all states and peoples..."

UNDP executes its activities through the Standard Basic Assistance Agreement (SBAA) with the United Nations Organization and its specialized agencies, which was approved by the Government of Angola and UNDP in February 1977. The Government of Angola and UNDP signed a basic technical assistance agreement on 18 February 1997. It was based on article 1, paragraph 2 of the SBAA, including the applicability of the provisions established in the Convention on Privileges and Immunities.

The United Nations Security Council carried out four successive peace missions in Angola.

The first, UNAVEM I (United Nations Angola Verification Mission), took place in 1989. That was followed by UNAVEM II, III, and MONUA (United Nations Observation Mission to Angola). But despite all efforts aimed at the restoration of peace and national reconciliation, the situation worsened again in May 1998 and armed conflict erupted in many parts of the country in early December 1998. United Nations interventions during the conflict were not always positively interpreted, which at times made it difficult for the United Nations to build and maintain partnerships with government.

Angola is signatory to 15 United Nations conventions and a series of other international protocols, treaties and conventions. However, it is relevant to mention that the country has not signed other important documents, such as the Paris Declaration on Aid Effectiveness.

The United Nations system is represented by its specialized agencies, funds and programmes, each of which works according to its particular mandate. As part of the Government of Angola and in accordance with its official documentation,<sup>12</sup> the Ministry of Planning negotiates, coordinates, implements and monitors Angolan technical cooperation development programmes and projects that are based on agreements with other countries and international agencies, including the United Nations system. The Ministry of Planning promotes discussions on the country's strategic development and development policies. It coordinates the preparation of long-term development strategies and plans. It coordinates the preparation of the main strategic options and the formulation of social and economic development policies, within the strategic development framework.

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<sup>12</sup> [www.minplan.gov.ao/](http://www.minplan.gov.ao/)

The agencies comprising the United Nations Country Team (UNCT) in Angola are coordinated by a Resident Coordinator, a post normally held by the UNDP Resident Representative, whose main duties include defining strategies, coordinating the work of the UNCT and exchanging information.<sup>13</sup> The Resident Coordinator also promotes joint initiatives between the agencies, evaluating the United Nations work in the country, coordinating the activities of interagency groups, and supporting the preparation of the Common Country Assessment and the UNDAF. The main objective of such coordination is to enhance the system's ability to provide a collective, coherent and integrated response to national priorities and necessities, within the framework of the MDGs and of other international commitments. According to information gathered from UNDP Angola, the office of the Resident Coordinator holds monthly coordination meetings, ensures the flow of pertinent information to all United Nations agencies operating in the country, and monitors the operational efficiency of the interagency teams. UNDP leads some of the interagency coordination groups (e.g., the Operations Management Group, HACT, Common Premises, Disaster Management and Decentralization) and there are similar examples for Justice and the MDGs.

The United Nations System in Angola is represented by agencies, funds, programmes and regional commissions, some of which are resident (UNDP, UNICEF, WFP, UNFPA, FAO, UNHCR, OHCHR, WHO, UNAIDS, World Bank, UNICRI, UNESCO and IOM) or are represented in the country by UNDP (UNV), which supports the work of non-resident agencies.

The UNCT's support to Angola varies by agency according to their respective mandates. Based on the information collected by the evaluation team, the agencies implement projects jointly with the

Government – both at national and local level (provincial and municipal) – with the private sector, academic institutes, NGOs and civil society organizations. They always do so with the objective of finding collective solutions to the challenges and difficulties arising from the creation and implementation of a common agenda for more equal human development.

UNDP Angola's role as an administrative agent includes receiving funds from donors and ensuring their efficient management by the implementing agencies. UNDP is also responsible for contracts and the procurement processes of other agencies, with funds provided by them, and for evaluating those agencies' bidding processes.

On an interagency programme level, most of UNDP's work is in health, gender and the MDGs. During the period evaluated, five joint programmes took place, two of which are in the conclusion phase. UNDP leads the joint Water and Sanitation Governance programme.

Through interagency projects, UNDP has sought to contribute to the United Nations system, but synergies between agencies have not been highly significant. This is partially reflected by the low number of joint programmes and the duplication of efforts and resources – with leading roles for the Disaster Risk Reduction (DRR) group in previous years (now led by FAO) and the MDG report – in providing support to non-resident agencies, and in operational collaboration. Efforts to align UNDAF outcomes, particularly during the second programming cycle, have not yet ensured more harmonized interagency actions and programming in Angola, with the exception of specific joint programmes with limited sustainable results.

In relation to child, food and nutritional security in the Angola programme,<sup>14</sup> according to the evaluation and additional interviews, a lack

<sup>13</sup> [mirror.undp.org/angola/](http://mirror.undp.org/angola/); interviews.

<sup>14</sup> MDG Achievement Fund, 2011.

of true joint work between agencies has been detected. Each agency defines its activities without seeking much in the way of synergy and complementarity, which can lead to duplication and inefficient use of resources. Another consequence of inadequate coordination has been the lack of harmonized administrative and financial procedures.

While the Water and Sanitation Governance programme<sup>15</sup> brought agencies together to coordinate and plan activities, the lack of a strong coordination entity means that these have been essentially bilateral, with each agency implementing its activities in an individually. In the joint response to HIV and AIDS programme, the same type of constraint was identified.<sup>16</sup> Participants did not plan activities collaboratively. Partnership mostly existed to the extent that participants distributed tasks to each other. The 2009 assessment of the joint gender programme, although more focused on the need for coordination between MINFAMU and the relevant agencies, also highlighted the need for a more active role by UNDP in gender, particularly in coordination and leadership.

Thereforms called for by the United Nations in 1997 include a review of the programming instruments, aiming particularly to improve coordination and complementarity within the organization. UNDP Angola drafted two documents: (a) the CCA, an assessment of the country's situation, which identifies its main challenges and whose most recent version was issued in 2002; and (b) the UNDAF, in which common agency programming priorities are defined. This covered two periods: 2005-2008 and 2009-2013. The UNDAF aims to establish a common planning framework for agencies in the country, along with jointly agreed outcomes. This document is prepared with the participation of Government partners.

### 3.2 PROGRAMMING AND ORGANIZATION OF THE UNDP COUNTRY OFFICE

UNDP defined its cooperation priorities in the CCF 2005-2008, and in the CPD 2009-2013. Both are aligned with the objectives and priorities established by the Government in its national policy documents, substantiated in the Poverty Reduction Strategy for 2004-2006, and the country's Sustainable Development Plan for 2009-2013. The CPDs also considered the country's CCA and the two UNDAFs developed during the period. The first UNDAF was not signed by the Government, but the second was, indicating a positive change in its relationship with the United Nations. The process developing the strategic instruments (CPD, CPAP and UNDAF) implies the involvement of the Government of Angola and other stakeholders.

Figure 2 shows the distribution over time of the main documents that guide the assessment of UNDP's positioning on national development challenges.

The Government of Angola's programme documents highlight hunger and poverty alleviation and reduction, sustainability of economic development, continuity of national reconstruction, and modernizing public sector as the main components of development. Six strategic guidelines were identified: (i) to promote national unity and cohesion, and consolidate democracy and national institutions; (ii) to ensure sustainable economic development and macroeconomic stability, and the transformation and diversification of economic structures; (iii) to promote human development and social well-being; (iv) to stimulate the development of the private sector and national entrepreneurship; (v) to promote equal development in the national territory; and (vi) to strengthen Angola's competitiveness in international trade.

15 Last MDG Achievement Fund Report.

16 Mammo & Kaabunga, 2009.



**Figure 2. Key programme documents for periods covered by the ADR**

Global view of the available documents – ADR Angola												
Documents	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
PRSP			←→									
Government Programme								←→				
CCA	←→											
UNDAF				←→								
UNDAF								←→				
CPD				←→								
CPD								←→				
CPAP								←→				
Coverage of the ADR				←→								

Source: UNDP Angola, 2012

UNDP provides specialized support to the Government of Angola for international conferences, such as the Millennium Summit, the Sustainable Environment Summit, and the United Nations Rio+20 Conference. UNDP remains an important partner of the Government in securing international funding – namely from the GEF and the Global Fund. It also supports the Government in drafting relevant international documents, such as a request for the extension of the Ottawa Convention activity period, currently under way.

On UNDP's strategic steering documentation, the 2005–2008 CPD highlights five main themes:

- 1) Poverty reduction and attainment of the MDGs;
- 2) Democratic governance;
- 3) Crisis prevention and recovery;
- 4) Environmental conservation and protection; and
- 5) Response to HIV and AIDS.

For poverty reduction and the MDGs, the UNDP programme focused on policy reform aimed at the poor. For promotion of democratic governance, it

focused on electoral systems and processes (civic education); on decentralization, local governance and urban and rural development; on reform of the public administration; combating corruption, and on reform and modernization of the justice system. In crisis prevention and recovery, the programme addressed the reduction of arms, disarmament and demobilization, activities that extended (albeit indirectly) into the first assessed cycle through support to the Institute of Socio-Professional Reintegration of Former Soldiers (IRSEM) and to the Government's demining programme; landmine removal actions by destruction of landmines and capacity building initiatives at INAD and CNIDAH. For environmental conservation and protection, a framework and strategies were developed for sustainable development. And for the response to HIV-AIDS, the programme concentrated on leadership and capacity development.

The 2009–2013 CPD focuses on:

- 1) Poverty reduction and attainment of the MDGs;
- 2) Environment and sustainable development; and
- 3) Promoting democratic governance.

In the first area, UNDP addressed development planning based on the MDGs, the aim being to promote inclusive growth and generate income; promotion of a business environment and development of a private sector focused on the poor; an effective cross-cutting approach to HIV-AIDS and its implementation in national and local development. For environment and sustainable development, the programme focused on reinforcing national capacities to integrate environment into national development programmes and plans. And in democratic governance, emphasis was given to reinforcing state agencies' institutional capacity at national and

local levels; acceleration of national democracy and cohesion; and consolidation of human security by reinforcing national capacities.

The main focus of the work during the two programme periods (2005-2011) was the development of institutional capacities related to:

- a) Governance, justice, information and statistics for development;
- b) The social sector, particularly the response to HIV and AIDS; and
- c) Sustainable economic development.

**Table 5. Thematic areas – CCF and CPD<sup>17</sup>**

Improved economic governance and poverty reduction, including responses to HIV and AIDS, malaria and tuberculosis	Poverty reduction and attainment of the MDGs
Government prepared to address emerging issues on justice, decentralization and improved public participation	Democratic governance
Environmentally sustainable development	Environment and sustainable development
Consolidation of human security and freedom of access under the more ample theme of crisis prevention and recovery	Crisis prevention and recovery

Source: EO 2012

**Table 6. Expected outcomes, CPD 2005-2008**

1. Strengthened public institutions at national and provincial levels for sustained economic governance and poverty reduction.
2. National capacity for the organization of free and fair elections strengthened.
3. Efficient, effective decentralized governance with increased participation and representation.
4. Efficiency, accountability and transparency enhanced in public administration and civil service; rule of law strengthened and protection of citizens' rights and access to justice improved
5. Security and access consolidated: strengthened national capacity to define and implement a national plan for disarmament; increased capacity of community leaders to prevent and resolve conflict.
6. Security and access consolidated: strengthened national capacity to manage, coordinate, and prioritize all aspects of mine action (victim assistance, mine risk education, mine clearance), and to implement national obligations under the Ottawa Convention; operational mine action and stockpile destruction.
7. National environmental action plan and national biodiversity strategy and action plan implemented progressively.
8. Institutional capacity built into Government, civil society and private sector to plan and implement multi-sectoral strategies that limit the spread of HIV/AIDS and mitigate its social and economic impact.

<sup>17</sup> The CPAP, which is part of the agreement between UNDP and the Government of Angola, was signed in May 2009. For further information on UNDP documents sent to headquarters, see [www.undg.org/unct.cfm?module=Benchmark&CountryID=ANG&page=CountryBenchmarkPreview&ListType=HarmonizedCycle](http://www.undg.org/unct.cfm?module=Benchmark&CountryID=ANG&page=CountryBenchmarkPreview&ListType=HarmonizedCycle)



**Table 7. Expected outcomes, CPD 2009-2013**

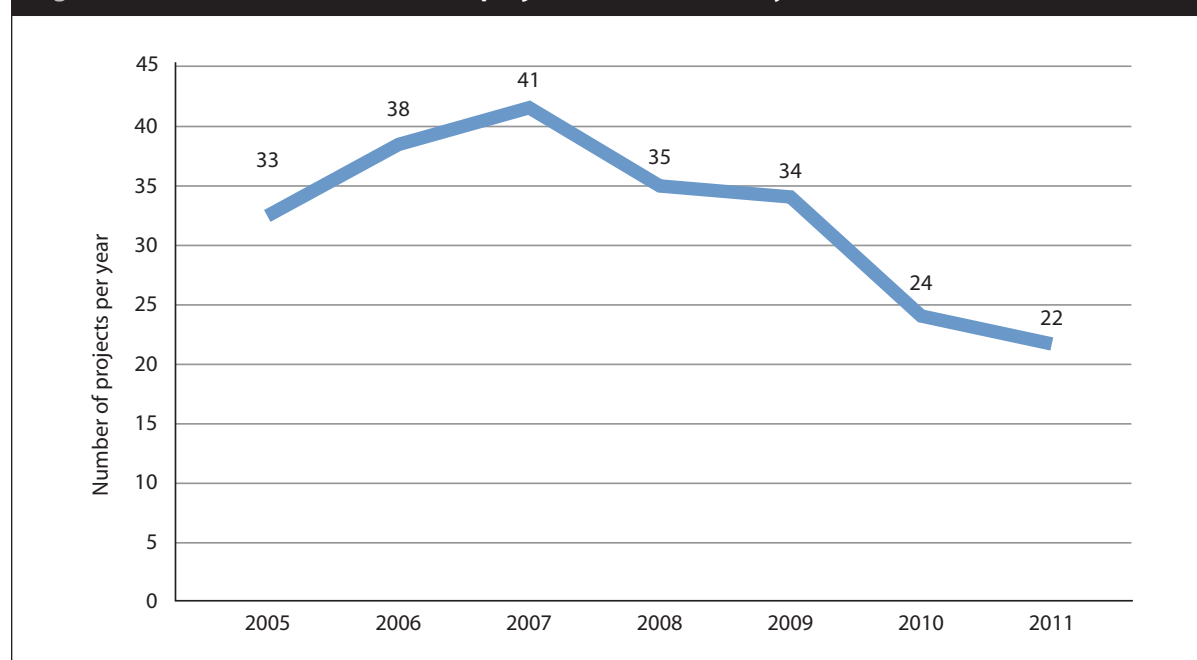
1.	MDG-based national development planning that promote inclusive growth and income generation
2.	Enabling business environment to promote proper private sector development
3.	HIV/AIDS effectively mainstreamed and implemented at national and local development
4.	Strengthened national capacities to mainstream environment into national development plans and programmes
5.	State organs' institutional capacity strengthened at national and local level
6.	National cohesion/democratization accelerated
7.	Human security consolidated by strengthening national capacities to manage the impact of natural disasters and mine action

In both cycles, the programme outcomes are evident in the development of capacities in areas related to the country's development and in the thematic areas defined by UNDP. The greater emphasis placed on security during the first cycle reflects a clear alignment with post-war priorities, while the second cycle had a greater focus on economic development objectives.

Figure 3 shows the number of projects administered by UNDP over time, indicating an upturn in 2007, and a sharp downturn in 2010. Growth until 2007 was due mainly to a great

diversification of activity areas. It was also due to the completion of several projects introduced immediately after the end of war, which allowed a larger volume of funds to be obtained from international donors.

UNDP executed an average of 32 projects per year, disbursing an average of \$3.6 million per project. The highest number of projects (41) were implemented in 2007, and the lowest (22) in 2010. Investments in post-emergency support also peaked in 2007. The fall in projects in 2010 is attributable to:

**Figure 3. Evolution of the number of projects administered by UNDP**

Source: Angola Project Stakeholder List, ATLAS, Executive Snapshot

- 2010 saw profound changes in the United Nations in Angola, with the arrival of new leadership (Resident Representative, UNDP Country Director, directors of UNAIDS and WHO) having remained vacant for several months) and remodelling of work areas;
- Departure of previous project managers responsible for governance, decentralization, and business development; and
- High operational costs in Angola were detected – with the need for readjustment of salaries – which had implications on the human resources available.

These constraints were first detected in July 2007, when the largest number of projects was being carried out at the same time and limited availability of funds forced the closure of local offices in Uíge, Benguela, Huíla and Huambo.

A predominance of actions in poverty and MDGs was evident during both cycles. This was followed by crisis prevention and recovery, strongly fuelled by the post-conflict period the country was going through, in the first cycle.

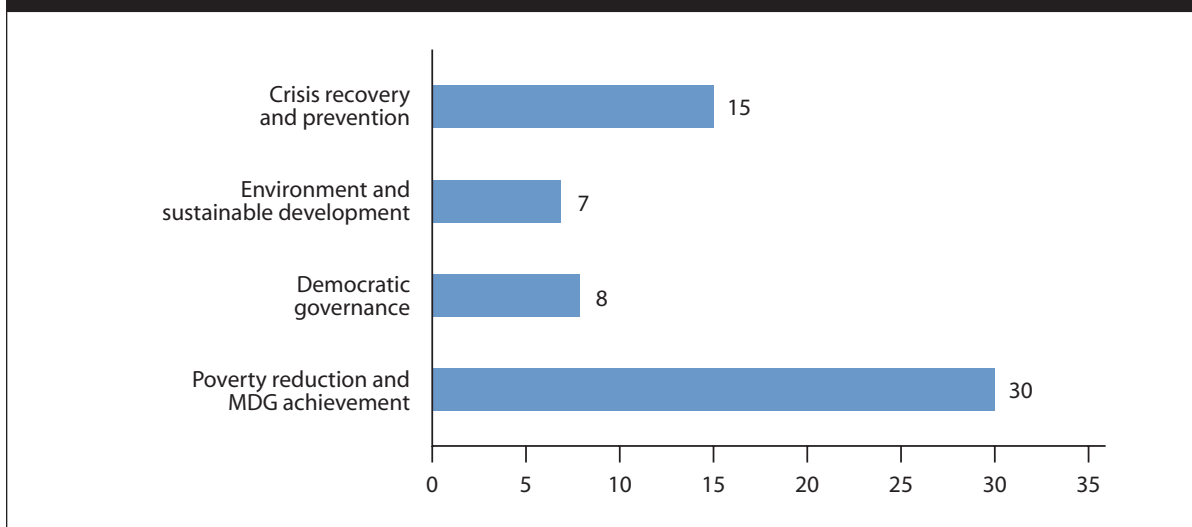
During the 2005-2011 assessment period, poverty was predominant in terms of number of projects

carried out (30), while environment and sustainable development had the fewest (7). This disproportion was reflected in the budgets for each of these areas. It must be noted, though, that poverty and MDGs includes a variety of projects – ranging from response to HIV and AIDS to the business and the gender programme.

Only one new project was introduced in poverty (Growing Sustainable Business) during that cycle, while there was a sharper increase in the number of projects in the other work areas in 2011.

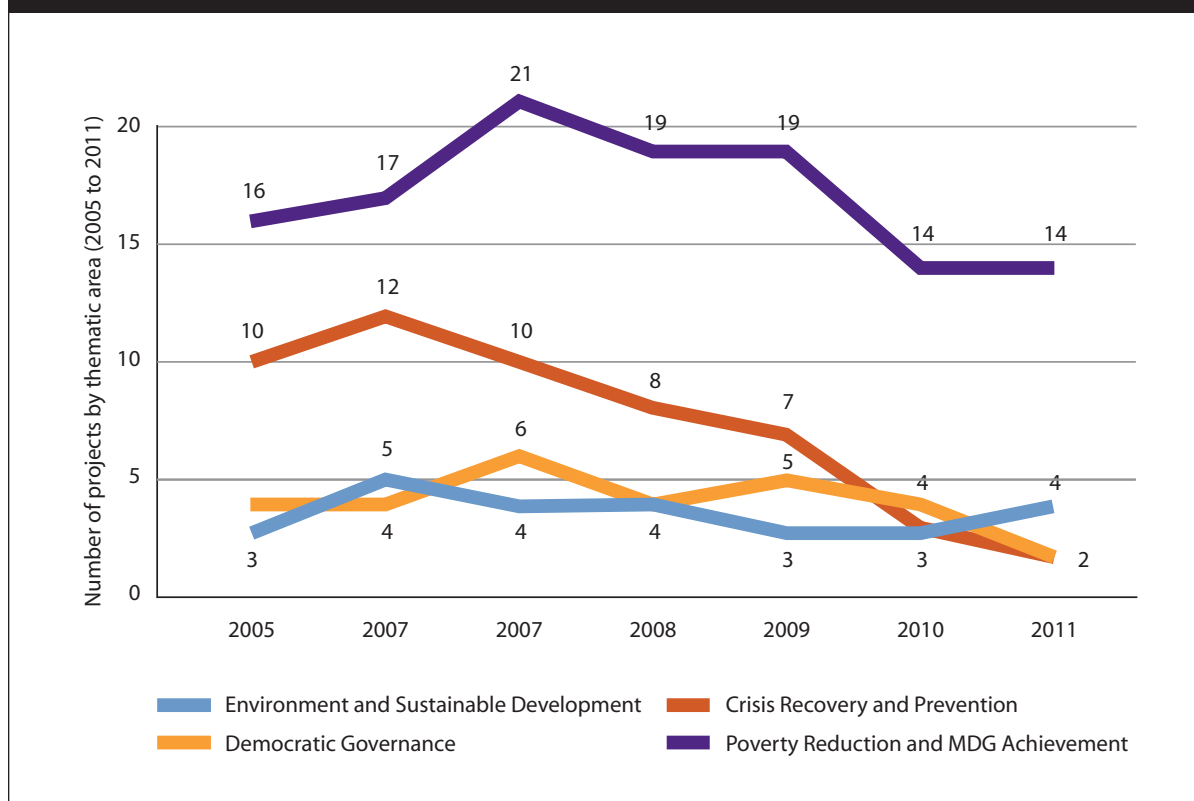
There was an increase in the number of projects carried out in the thematic area of poverty and the attainment of MDGs until the number peaked in 2009. A slight drop in 2010 is explained by changes in the UNDP office and the transfer of the Global Funds. The number of democratic governance projects remained relatively constant, although a reduction is noted for 2011 when there were only two projects. This drop was mainly due to a slowing down of the decentralization process in Angola in those years, since this area was mainly concentrated under this theme. Additionally, according to the Angola country office, the Angolan Government's hesitation over the contribution

**Figure 4. Number of projects administered by UNDP, by thematic area**



Source: ATLAS, UNDP Angola 2012

**Figure 5. Evolution of the number of projects by area, 2005-2011**



Source: ATLAS, UNDP Angola 2012

of international organizations in, for example, human rights and justice, also contributed to this reduction. The decline is also related to efficiency problems in decentralization and the limited results obtained in justice, which led to no further cycles being added to the project. The 2011 increase in governance projects is associated with a new stimulus given to decentralization, and collaboration with the Government in human rights, which is expected to be resumed in 2013.

As evidence of the increasingly important role carried out by environmental and sustainable development issues, a substantial increase was witnessed in the number of projects in this thematic area in 2011. Between 2007 and 2010, the number of projects remained constant. The increase may be explained by the more explicit and active manner in which the issue was introduced to the national agenda, and by the capacity demonstrated by UNDP, together with

MINAMB, in obtaining relevant funding (especially from GEF), and an increase in the ministry's policy-making capacity.

The reformulation of crisis prevention and recovery projects reflects a shift in the country context, with a transition from an emergency approach to a more development-oriented approach. The largest numbers of ongoing projects were registered in 2005, 2006 and 2007, with a sharp reduction in 2010 when two demining projects ended. The recovery in 2011 was mainly due to the inclusion of risk and disaster prevention actions and activities, with a substantial and marked shift in focus to areas more related to civil protection and risk prevention.

In terms of type of execution – NIM or DIM (national execution or direct execution by UNDP) – there was a slight prevalence of projects and activities managed by national counterparts. This is partly because national human

resources were better used to promote national ownership.<sup>18</sup> Another reason is UNDP's strong capacity building effort at the national level. In addition to the various specialized governmental agencies (including provincial and municipal governments), UNDP projects in Angola have involved key ministries, including the Cabinet of the Prime Minister, MINPLAN, MINFIN, MINEA, MINADERP, MINAMB, MINJUS, MAT, MINED, MINARS and MINFAMU.<sup>19</sup>

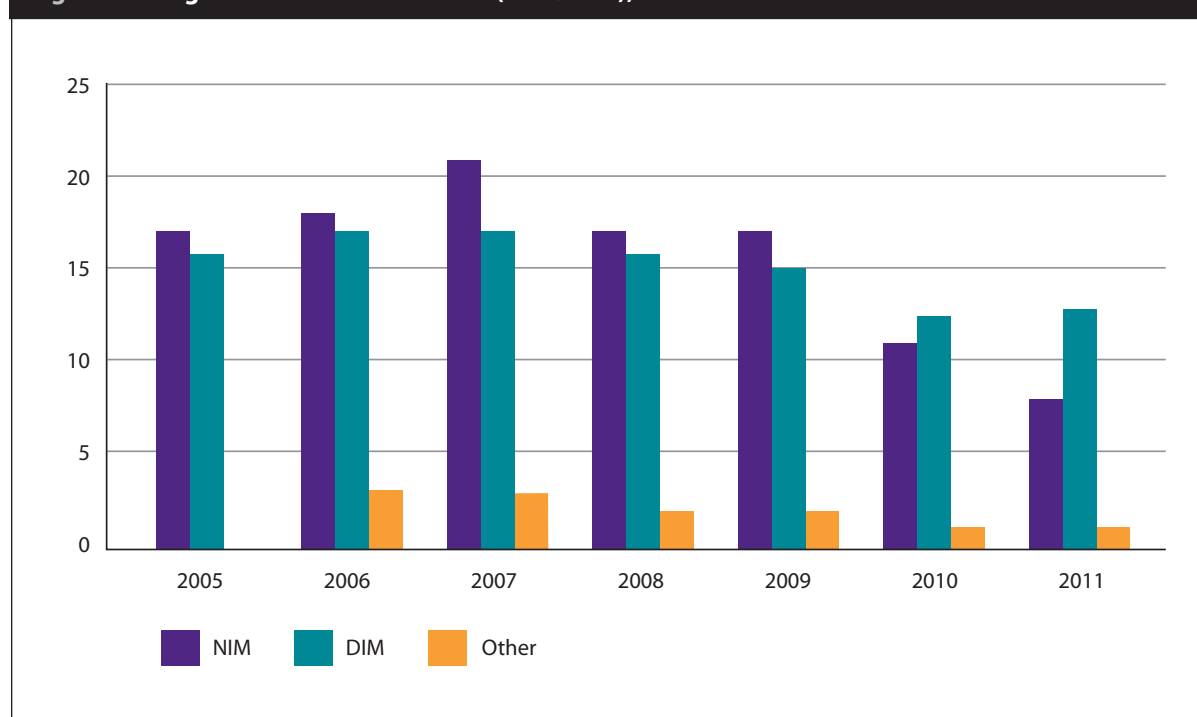
By thematic area, national execution was dominant in crisis prevention and recovery – mainly due to work done directly with INAD and CNIDAH – and governance, due to the decentralization programme. In other areas – environment and poverty – direct execution by UNDP of more projects than those executed by national partners is mainly a result of more projects with international funding (GEF and Global Fund) in these areas. There is a reduction in the number of

projects executed by other partners in three areas, and no partner participation in governance.

Project execution by national agencies was more visible between 2005 and 2009, but tended to reduce as that cycle went on. That fall was mainly because of the introduction of new internationally-funded programmes (Global Fund and GEF initiatives are nationally executed) along with new areas of UNDP involvement, such as business development, the environment, and disaster and risk reduction.

The UNDP activities and projects have systematically worked with NGOs. More than 30 NGOs were involved over the assessment periods. UNDP has also executed projects with the private sector, e.g., Banco Sol, the Chamber of Trade and Industry, Chevron Texaco, KPMG, ITLA, Odebrecht and Novo Banco – and, exceptionally, with academia and the media. Projects

**Figure 6. Programme execution mode (DIM/NIM), 2005 – 2011**



Source: ATLAS, UNDP Angola 2012

<sup>18</sup> [mirror.undp.org/angola/](http://mirror.undp.org/angola/)

<sup>19</sup> See Acronyms and Abbreviations.

involving the private sector were mainly concerned with business development, and included significant contributions from the Angolan Business Programme.

In summary, the United Nations and UNDP steering documentation is based on qualitative overviews of the country's challenges. They contain assessment guidelines that are in line with the United Nations mandate and national development challenges. The agencies' joint programming effort was also an opportunity to generate consensus. All documents produced demonstrate alignment with one other as well as with the guidelines of the Government of Angola. The thematic areas prioritized in both the CCF and the CPD show that UNDP's responses to development challenges were consistent with the national context, analysed in Chapter 2. UNDP's contributions to these thematic areas are described below, and addressed in more detail in Chapter 4.

### **3.2.1 UNDP IN ANGOLA IN RECENT YEARS: TRAJECTORY, STRUCTURE AND ORGANIZATION**

Through its Executive Board, of which Angola is a part, UNDP establishes norms and regulations for operational issues and programme guidelines for the implementation of cooperation projects in countries where it operates.

#### **UNDP's Organizational Structure**

In 2012, UNDP office was organized as follows, according to the Human Resources department:

- Programme Unit (14 core staff and 17 project personnel);
- Volunteers Unit (1 staff); and
- Operations Unit (17 staff).

The Operations unit has more posts authorized by UNDP headquarters than the Programme unit. According to the latest information on UNDP's website, i.e., before 2012, UNDP Angola had a staff of 71, of which 33 are career personnel and 38 have temporary contracts, i.e., they recruited

to carry out specific services for periods greater than six months. During the assessment period, various constraints were detected in terms of recruitment of senior staff – which is handled at UNDP headquarters – both regarding the termination of contracts at specific times and the maximum duration of these contracts (three to four years). Constraints were also apparent as a result of the global reduction in UNDP funding due to the economic downturn, with fewer funds coming from donors. There was a significant departure of qualified national personnel, which became more evident from 2008. This was due not just to the economic crisis, the reduction in UNDP funds and to budget restrictions, but also to opportunities created in Angola as a result of the country's economic growth and Government development, which allowed some personnel to be absorbed by Government agencies and private companies.

According to UNDP, the reduction in staff between 2011 and 2012 occurred due to a budget reduction, and because some projects were coming to an end. In 2011, two larger projects were closed (Global Fund and mine action), which caused a decrease of 27 staff (mostly project personnel). From January to July 2012, there was a further decrease of in staff, most of which were also project personnel. Of the core UNDP staff, the reasons for turnover between January 2011 and July 2012 were recorded as: retirement (3), resignations (1), abolition of the post for realignment or funding reasons (2).

Since the UNV programme was implemented in 1984, more than 350 UNVs also have worked in Angola, mainly in humanitarian assistance, peacekeeping and demobilization in the context of the peace process. According to UNDP (website) data, before 2012 there were 31 volunteers (nine national, including one woman, and 22 international, eight of whom were women), posted in Luanda, Huambo, Lubango, Malanje and Moxico, who were involved in the various United Nations projects. Since 2009, there has been an increase from an average of four volunteers each year to eight in 2012.

**Figure 7. Senior management in Angola during the assessment period**

Name	Post	2004	2005	2006	2007	2008	2009	2010	2011	mid-2012
Pierre François Pirlot	RR	←→								
Joceline Bazile Finley	RR					←→				
Maria do Valle Ribeiro	RR								←→	
Gita Welch	CD			←→						
Samuel Harbor	CD								←→	
Boubou Camara	DCD	←→								
Alfredo Teixeira	DCD			←→						
Olaf Juergensen	DCD								←→	
Thierry Randrianarijaona	DCD Operations	←→								
Carlyse Hessic	DCD Operations		←→							
Kwaku Abrefa	DCD Operations				←→					
Betty Wabunoha	DCD Operations								←→	

Source: UNDP Angola 2012. RR–Resident Representative; CD–Country Director; DCD–Deputy Country Director

### 3.3 UNDP'S FINANCIAL MANAGEMENT

Assessment of UNDP's financial management initially considered the relationship between disbursements on end activities, i.e., expenditures on programme support, and office maintenance expenditures.

The annual UNDP budget between 2005 and 2001 peaked in 2008, coinciding with the end of the first UNDAF cycle. The smallest budget was in 2011, largely because Global Fund resources were not punctually transferred to the HIV and AIDS response project. That affected UNDP's global budget, because this Fund represented a significant portion of the budget.

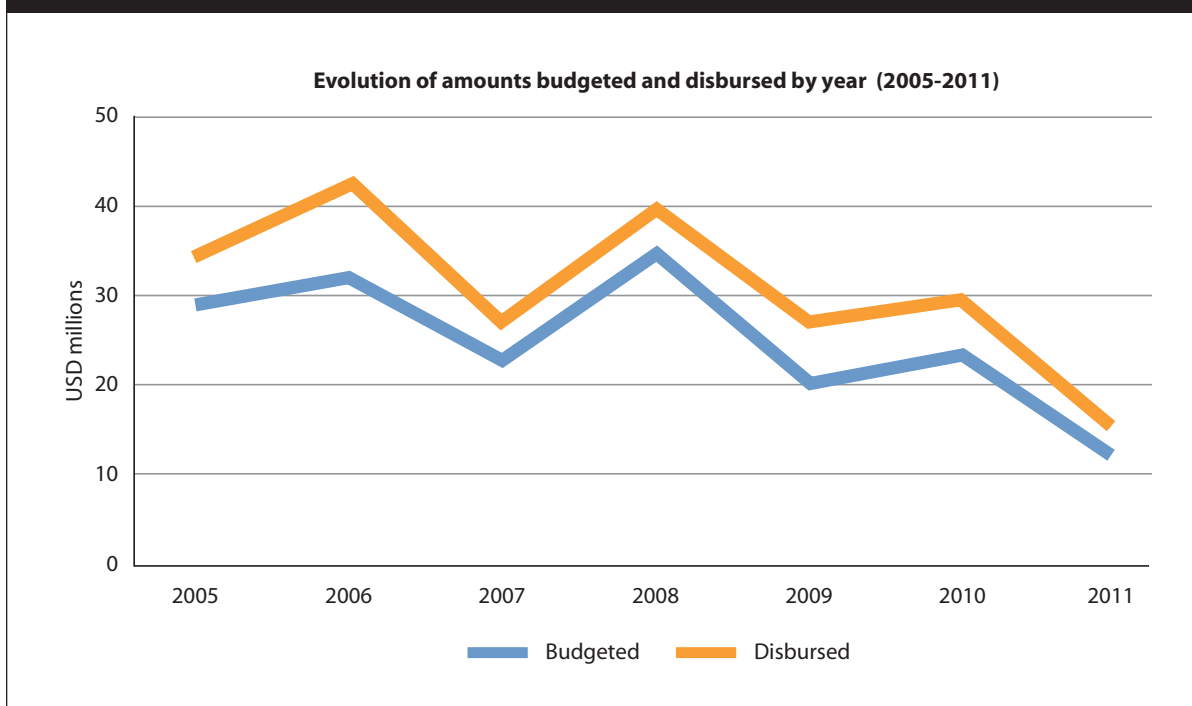
The pattern of the budget by thematic area over time is in line with the number of projects, with poverty reduction and the MDGs having the largest number of projects and activities, albeit with significant reductions in 2009 and in 2011. The largest disbursements in poverty and MDGs took place in 2008, while disbursements for the other themes are similar for all years. These fluctuations

are directly related to Global Fund disbursements and transfers to HIV and AIDS response work.

There was a clear downward trend in executed budgets for the poverty theme between 2005 and 2011, while there was sharp upward trend for governance and environment. Crisis prevention and recovery also registered a slight increase between the two cycles. The high execution rates for governance and environment are mainly due to the use of funds from the previous cycle.

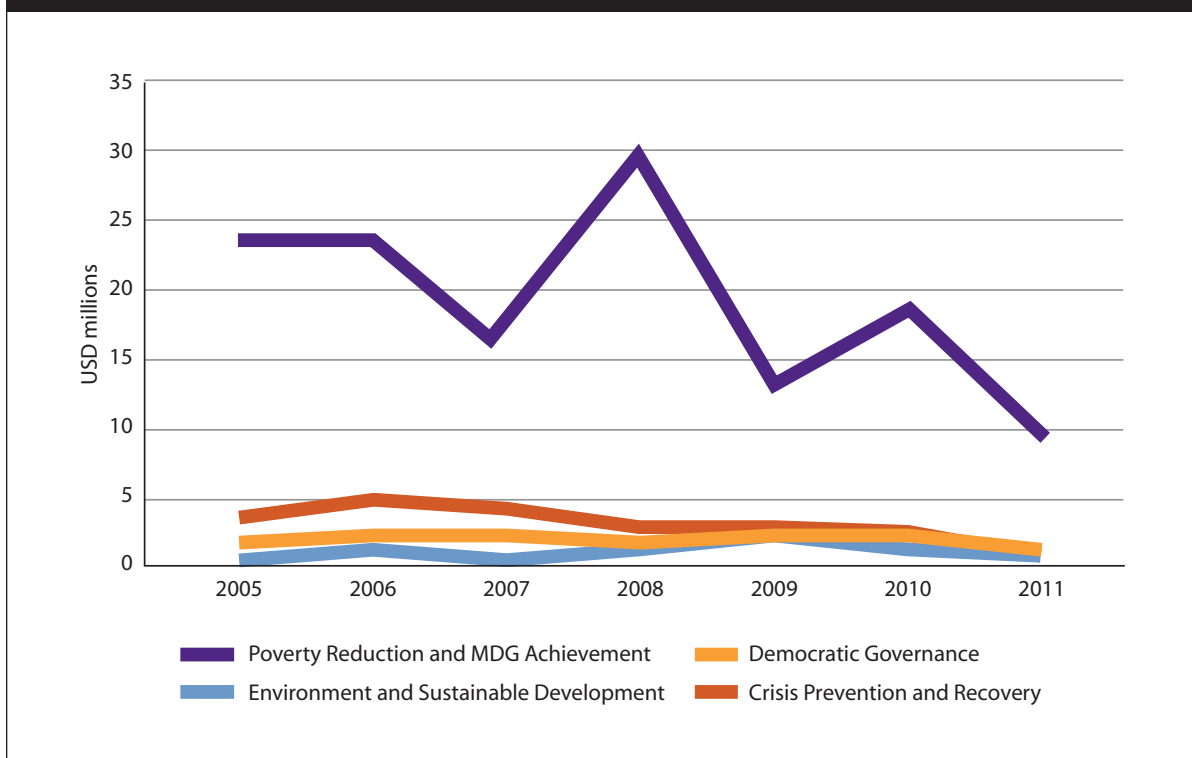
In the PGDL and PEA, a situation brought up by Spanish cooperation on the inadequate use of funds is related to expenditures made indiscriminately, which were considered unnecessary, e.g., purchase of vehicles. This generally took place to comply with the budget disbursement schedule. The reduction in execution rates in the poverty area is also associated with the reallocation of funds, which were more controlled during the second cycle. The execution results may have been due to the Global Fund disbursement and transfer rates, which took place behind schedule in the second cycle.

**Figure 8. Executed budgets, 2005-2011**



Source: ATLAS, UNDP Angola 2012

**Figure 9. UNDP budget execution by thematic area, 2005 – 2011**



Source: ATLAS, UNDP Angola 2012



Management expenses increased gradually between 2007 and 2009 – after acknowledgement of the high operational costs in Angola – but dropped again in 2010 due to number of vacant posts (especially senior staff) at the office, before returning to 2009 levels in 2011. The percentage allocated to office administration costs represented 12 percent of the programming in the first cycle, and reached 19 percent in the second. This was partly due to an increase in operational costs in Angola, referred to in UNDP reports, but also because of a reduced number of projects and resources for programme (Table 9). The largest share came from external donors, who contributed 78 percent of funds, while UNDP and the Angolan Government contributed 13 percent and 9 percent respectively.

There were notably high proportions of external donor contributions for 2005, 2006 and 2008, due mainly to Global Fund resources, particularly in the first cycle. The sharp drop in these proportions in 2007 may be explained by delays in disbursements for larger programmes (Figure 10). Funding dropped gradually between 2005 and 2011, with Government contributions falling to zero in the last two years. That was largely due to changes in the country as a result of the economic crisis, according to informants.

In summary, the United Nations system's presence has not been of great financial significance in Angola. Nevertheless, UNDP has managed funds that, albeit proportionately limited in terms of other types of development assistance, have been concentrated in important areas.

**Table 8. Executed budget by thematic area, 2005-2008 and 2009-2011 (\$)**

Thematic Area	2005-2008		2009-2011		Total
	Execution	Amount	Execution	Amount	(2005-2011)
Reduction of Poverty and Attainment of MDGs	82%	93,182,623.57	73%	40,798,116.73	133,980,740.30
Democratic Governance	82%	7,372,324.88	104%	6,335,093.41	13,707,418.29
Environment and Sustainable Development	70%	3,553,219.62	104%	4,058,828.73	7,612,048.35
Crisis Prevention and Recovery	82%	14,813,224.49	88%	6,090,737.69	20,903,962.18
Administration		13,784,000.00		10,914,000.00	24,698,000.00
<b>Total</b>		<b>118,921,392.56</b>		<b>57,282,776.56</b>	<b>176,204,169.12</b>

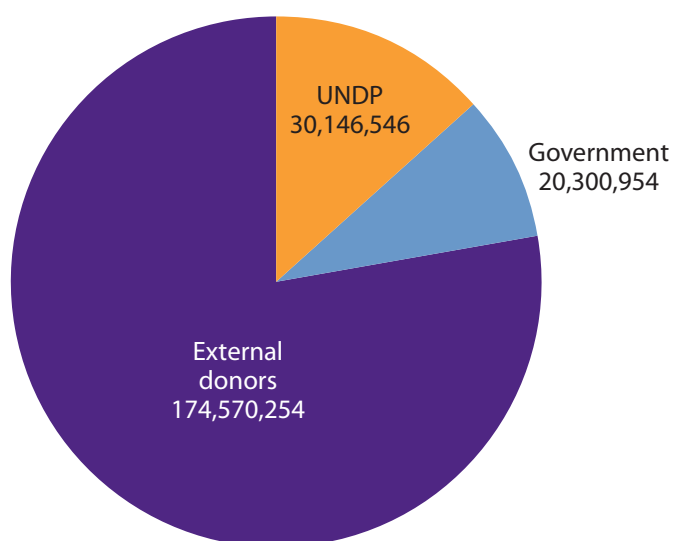
Source: ATLAS, UNDP Angola 2012

**Table 9. Programme and administration execution, 2005-2011 (\$)**

Expenditures/ Execution	2005	2006	2007	2008	2009	2010	2011
Programmes	31,217,000	32,488,000	23,157,000	35,564,000	20,786,000	24,524,000	12,630,000
Administration	3,035,00	3,746,00	3,374,00	3,629,00	3,760,00	3,392,00	3,762,00
% of administration for programmes	9.7	11.5	14.6	10.2	18.1	13.8	29.8

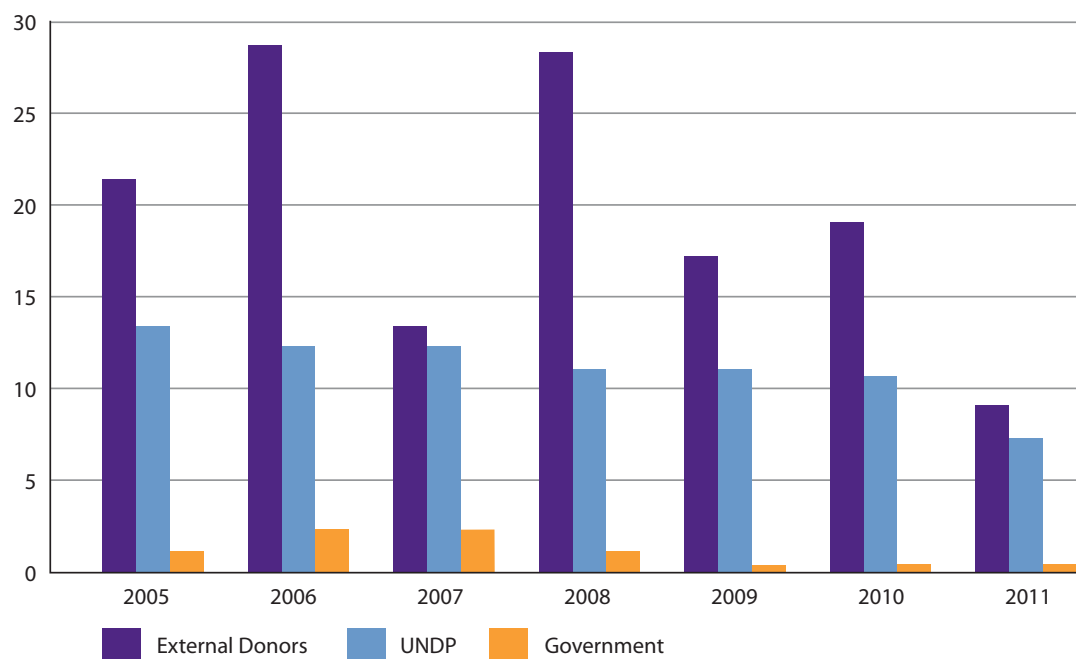
Source: ATLAS, UNDP Angola 2012

**Figure 10. Distribution of funds, by donor, 2005-2011**



Source: ATLAS, UNDP Angola 2012

**Figure 11. Donor income, 2005-2011**



Source: ATLAS, UNDP Angola 2012

## Chapter 4

# UNDP'S CONTRIBUTION TO DEVELOPMENT RESULTS

This section considers the relevance, effectiveness, efficiency, and sustainability of UNDP's programmes in Angola, and assesses the specific programme areas and cross-cutting issues, to answer the questions raised in the Evaluation Matrix. Particular attention was given to the organization's contribution to Angolan human development and its national development agenda, discussed in Chapter 2.

The present assessment recognizes the relevance of UNDP's actions to the programme framework, which shows coherent alignment with the country's needs and development priorities. In terms of efficiency, evidences highlight that delays and interruptions in operations and programmes have interfered with the delivery of products and the expected contribution to outcomes, despite execution rates not being particularly low. Implementation is nevertheless less than optimal. This has negatively influenced ownership of UNDP initiatives by the Government, which feels ambivalent about UNDP's efficiency. In terms of effectiveness, UNDP has shown flexibility and a capacity to adapt to the Angolan context. That has played a determinant role in the reasonably effective promotion of the United Nations and human development values in the country. However, the institution was not as effective as it could have been in utilizing and presenting its comparative advantages to mobilize the specialized knowledge networks at its disposal with the desired frequency or coverage.

UNDP information on the projects in which it has been involved was of limited availability and insufficiently organized, especially in respect of clarity of results. Most project documents (PRODOC) examined were more formal in

nature and lacked clarity on what the Government of Angola has pursued. Logical frameworks were confusing and many were not able to point clearly to the outcomes the projects were contributing to. The lack of appropriate baselines and indicators also limited more rigorous evaluation of results. That can be interpreted as also limiting efficiency in terms of knowledge management, corrections and systematization of learning.

UNDP's intervention, through advocacy or project support, was considered relevant in the areas covered by this ADR. UNDP positioned itself as a strategic partner of the Angolan Government in some areas, willing and flexible enough to respond to demands, adapting to changes in context, and increasingly adjusting its project portfolio to a transition from a post-conflict approach to one more focused on development.

It is consensually recognized that UNDP's actions in response to Government demands were also closely aligned with the country's development needs, with the strategies and policies defined, in accordance with Angola's commitments to international organizations, and with the values upheld by UNDP's mandate set forth in the UNDP CCF and CPD.

In its response to some of the demands, UNDP invested in highly diversified areas. The probability of producing sizable results was questionable, however, given the limitation of funding and the resources secured to each initiative and specialty. This revealed, simultaneously, lower productivity and proactivity by UNDP in securing the necessary specialization in fewer thematic areas where the programme could possibly have added more value to Angola.

UNDP was not able to present the coverage, or rate of success, in its attempts to address so many areas. A range of factors, which in certain cases were cumulative, contributed to the varying levels of effectiveness, with regard to the areas and to the period in which they took place. At certain times, the country's dynamics enabled greater effectiveness. UNDP's technical structures were periodically affected by staff turnover or prolonged absences of those responsible for projects.

There were more positive and concrete advances in sustainable contributions to development outcomes from crisis prevention and recovery and environment and energy, than from poverty reduction and democratic governance. Within these areas, diverse situations affected the measurement of effectiveness. Some were quite recent interventions, while others inherently require more time to produce results. Again, some initiatives suffered from faults and difficulties, which will be outlined below, while others were in areas where the Angolan Government remains particularly sensitive to outside interference.

Some informants and reports suggest that crucial aspects – particularly regarding issues of efficiency – that negatively affected UNDP's effectiveness and sustainability. These include constraints associated with internal bureaucratic processes (disbursement of funds, recruitment of personnel, and acknowledgment and authorization of actions in the legal framework). In some cases,<sup>20</sup> these affected the pace of implementation of programmed activities, while they significantly impacted content in others. Some informants referred to less-than-desirable involvement by project-specific staff. They said that high staff turnover affected the full utilization of acquired competencies and established relationships of trust. That, in turn, adversely affected project continuity and, consequently, their effectiveness and sustainability.<sup>21</sup>

There were low synergy levels, both within each UNDP area of intervention and between areas. Also evident was limited cooperative exchange of collaboration with other United Nations agencies. In a small number of joint projects – such as Water and Sanitation – the agencies seemed to operate, for the most part, autonomously with regard to the management of projects, the delivery of products and the achievement of results.

This was verified, to a lesser degree, by evidence suggesting that certain weaknesses may have been generated at the project design level. These regard foreseeing the production of applicable and replicable knowledge and insufficiencies with regard to the effectiveness of monitoring of activities, communication and articulation between the technical structures and the extended structures of partners participating in project management and coordination.

Many felt that responsibility for the non-attainment of results and for the limited sustainability are due to a lack of Government ownership of the initiatives. It was specifically noted that the profile, technical competence, involvement and decision-making power, and dialogue capacity with the structures of authority were not always desirable or adequate.

Evidence gathered from interviews illustrate that, even when they are not explicit in project documents, the values associated with the UNDP mandate are incorporated in its philosophy and procedures. This refers particularly to actions oriented to achievement of the MDGs, to gender equality and to the support of the poor. The knowledge transfer process in certain work methodologies, good management practices, technical expertise, and a culture and practice of transparency and accountability that characterize UNDP's work were positively valued. NDP's rapid response and reorientation

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20 For example, as in the Sustainable Business Growth project and the Sustainable Land Management project.

21 The case of the Angolan Business Programme (PEA) illustrates the impact that some of the factors identified had on achievement levels, which were lower than the expected.

to less-than-adequate practices is recognized and valued.<sup>22</sup>

Also significant was the importance attributed to the ample and diversified human resources training and capacity building processes for various levels of the public administration, as well as a broad range of civil society, particularly NGOs.

There are some instances where capacity development has demonstrated lower effectiveness and, consequently, sustainability. This applied to shorter-term activities, e.g., training for the development of Municipal Profiles in the Decentralization project. The municipal profiles were not subsequently updated. It also applied to short training programmes in demining, especially in the provinces, and the seminars and workshops conducted by the gender programme. Informants believe these activities did not have the duration or the involvement needed to ensure sustainability of results.

There were cases of transfer of qualified technical staff with UNDP experience to Government institutions, a positive indicator of UNDP's role and its contribution to the country's development – but also an indicator of the potential weakening of UNDP's intervention capacity.

All informants considered it highly important that UNDP continue to support the Government of Angola in its development initiatives. However, some informants mentioned a reduction in the capacity to influence the Angolan authorities. There was also some uncertainty over the effectiveness of the comparative advantages that UNDP claims to have, especially its technical and operational capacity to manage projects. A smaller number of informants commented that UNDP is not often sufficiently skilled to defend UNDP's mandate and United Nations values in Angola. These accounts referred to what was described as UNDP's excessively diplomatic attitude in light of its Angolan counterpart's lukewarm willingness to cooperate.

In terms of financial contributions, UNDP was not generally considered a relevant strategic partner, as reflected by the level of actions. Although the highest level of Government recognizes UNDP's value as a technical and political, non-financial support institution, that perception is not widely shared at the intermediate administrative level or, more particularly, by NGOs and civil society organizations.

Some challenges were registered in the approach and adaptation to local contexts. That was correlated with difficulties in establishing effective formal and informal channels of political and strategic communication with Angolan counterparts. This was to some extent attributable to a lack of command of the Portuguese and English languages by senior UNDP staff – although between 2005 and 2010 all senior managers were bilingual – or to a lack of willingness by Angolan managers and representatives to speak a foreign language. At the more technical programmatic level, UNDP was more effective by contracting technical personnel with better or fluent command of the Portuguese language.

#### **4.1 REDUCTION OF POVERTY AND THE ATTAINMENT OF THE MDGS**

In its documents, UNDP outlines guidelines for poverty reduction as for all its activities. Most projects and activities are concentrated in this area, in terms of both number of activities and budget.

Many activities in this area – such as general support to development or to policies, innovation in science and technology or support of surveys and studies – are not oriented in a coordinated way to the reduction of poverty. Nor is there an indication of any direct contribution or influence on this indicator.

The objectives and expected results for this area, in both cycles, focused on the general objective

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22 Use of funds exclusively to meet budget deadlines as found in the PEA project.

of accelerating human development, with the following expected outcomes:

- Strengthened public institutions at national and provincial levels for sustained economic governance and poverty reduction (AGO\_OUTCOME51)
- Development of the private and community sector by growing sustainable business (GSB) (AGO\_OUTCOME41)
- Efficiency, accountability and transparency enhanced in public administration and civil service; rule of law strengthened and protection of citizens' rights and access to justice improved (AGO\_OUTCOME43)
- MDG-based national development planning that promotes inclusive growth and income generation (AGO\_OUTCOME47)
- Enabling business environment to promote proper private sector development (AGO\_OUTCOME48)
- HIV/AIDS effectively mainstreamed and implemented at national and local development (AGO\_OUTCOME49).

These outcomes are too general to measure in real terms. That means that when measuring results within an area, the lack of a precise definition makes counting and measuring a challenge, which limits rigorous analysis. However, work on poverty reduction and the MDGs focused more on UNDP's participation in drafting MDG and Human Development reports than on activities that would have contributed more directly to the reduction of poverty. Two national MDG reports were drafted with United Nations support, and especially with the support of UNDP in 2003 and 2005, and a third was submitted to the Government for consideration in July 2010 and was published in February 2012. The delay in the publication of this report may be explained by the collaborative efforts of the Government, the National Institute of Statistics (INE) and UNDP in drafting the report with the need for inclusion of more comprehensive data, particularly those produced by

INE. This was also the case in the publication of the previous report.

MDG 3, which promotes gender equality, was a central issue in both programming cycles. It was clearly introduced in national policies with support from UNDP and other United Nations agencies. For MDG 3, substantial results in support of policymaking were recorded, and in its inclusion in the national agenda in recent years. Regarding MDG 6, which combats HIV and AIDS, significant results were achieved with UNDP's support.

In relation to MDG 6, the results are visible in terms of the population assisted, through the provision of anti-retroviral medication and, above all, to the extent that UNDP supported the Angolan Government's access to the Global Fund, and the management of the entire programme and its funds over the years.

Despite these contributions to the achievement of the MDGs, a comprehensive analysis of all poverty alleviation projects and programmes does not reflect a planned strategy with an integrated approach to areas that focus specifically on reducing poverty. For example, projects such as 'policy support', or 'sustainable development network' were included, whose relation to the objective of alleviating poverty is indirect, and little evident in strategic terms to the evaluation team and other informants.

The most recent Human Development Report for Angola was published in 2005. Its theme, 'Building Social Peace, Angola 2004', was the fourth prepared specifically for the country (after the 1997, 1998 and 1999 editions). Significantly, the Angolan Government reacted strongly against the publication of the 2011 Global Human Development Report, questioning UNDP's methodological rigour and objectivity of the country data presented in report. The Government of Angola declined to attend and sponsor the official launching of the report in the country. The Government's main argument was that UNDP ignored more recent data, gathered



by the 2008/2009 Population Well Being Survey (IBEP), instead using older figures. That had implications for the country's ranking, and consequently projected an inexact image of the country to the rest of the world. To some informants, especially in the Government, this created certain uneasiness, albeit temporary, between UNDP and its Angolan counterpart. Fortunately, this was resolved through the intervention/clarification of the UNDP Human Development Report Office at headquarters, which explained why certain national data were unavailable to the international statistical system. This incident ultimately generated positive outcomes, leading to an almost national debate on human development and also an expression of interest by the Government for a forthcoming national HDR.

#### **4.1.1 RELEVANCE OF THE CONTRIBUTIONS OF UNDP ANGOLA TO THE REDUCTION OF POVERTY AND MDG ATTAINMENT**

UNDP's actions in this thematic area were directed at the national objectives of reducing poverty and achieving the MDGs. Relevance was maintained by aligning UNDP's intervention with national priorities. Of the more relevant contributions, it must be highlighted that UNDP contributed significant technical knowledge to the development of public policies, particularly in gender (to be approved), domestic violence (approved) and microfinance (approved).

In some areas, insufficient coordination and/or integration was registered with regard to existing government initiatives – for example, in water and sanitation and in the business programme – which contributed to the initiatives' lack of effectiveness and sustainability.<sup>23</sup>

Evidence suggests that UNDP has not always leveraged its comparative advantages, particularly in terms of visibility, which has led the Government to perceive the organization as a less viable partner. This has not happened as often with some

other United Nations agencies that work more closely with the Government and are more visible, such as FAO and UNICEF. UNDP does not have a communications or advocacy officer. Nor does it have a strategy to project itself or the themes through social communication, to better inform the population and the Government on its mandate, actions, results, comparative advantages or aggregate value. UNDP's mandate is more difficult to assimilate than those of its sister agencies, and because UNDP does not communicate as effectively its programme remains little known and understood. UNDP's website in Angola does not contain a Portuguese version, an omission that is negatively perceived by a range of stakeholders.

One of UNDP's main areas of action in Angola aimed at attaining MDGs was the prevention and treatment of HIV and AIDS. Although in the first programming cycle UNDP also supported work on tuberculosis and malaria, the second cycle's focused on the response to HIV, mainly due to access to resources available from the Global Fund. In this work, UNDP is recognized as an effective, reliable and essential partner, and has been asked to continue managing the programme supported by the Global Fund. There has been a gradual increase in the number of testing and treatment centres, in the number of people assisted, and in the geographical coverage of the work. The main reason UNDP has been requested to continue managing the Global Fund is the programme's scale and its procedural requirements, an area in which UNDP's competency is recognized for its neutrality and transparency by the Government.

Gender was a cross-cutting issue in the programme documents and was included in various social and economic interventions by UNDP and the Government. Visible results of the inclusion of this theme in national policy were limited to the promotion of gender equality in terms of the number of government posts held – including at

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23 Assessment of the MDG Fund on the Water and Sanitation Programme.



the provincial level – or to the emphasis given to gender issues by UNDP in its programming. Also to be recognized is the extensive capacity building of the MINFAMU and NGOs, at both the national and local levels, with the clear and systematic inclusion of gender issues in various areas of national policy and social communication.

The programme in the areas of poverty reduction and MDG achievement is dispersed and fragmented in various small-scale projects whose contribution to development results was very limited. In addition to the aforementioned projects, pilot projects, such as the support to artisanal fishing in Ambriz or the Water and Sanitation project carried out in three municipalities in Luanda and three in Moxico, exemplify this dispersion and fragmentation. These interventions did not generate replications or the reuse of knowledge according to an integrated strategy that would produce visible results to better highlight UNDP's contribution to the reduction of poverty and the attainment of the MDGs.

In promoting an environment to benefit the development of the pro-poor private sector, UNDP carried out two notable initiatives during the period assessed. Their design, level of interaction, and goals (to support, facilitate and strengthen micro-, small- and mid-sized companies, and micro-, small- and mid-sized business ventures) were aligned with national priorities and objectives (namely, the diversification and modernizing of the economy, the modernizing and strengthening of the financial system, integrated rural development, and the development of the business community) as outlined in various government programmes, in the Long Term Strategic Development Programme (2025) and the Sustainable Development Plan of the Government of Angola (2009-2013).

There was close correspondence between the actions carried out, the Government's priorities (National Strategy to Fight Poverty), and UNDP's mandate, principally in contributing to the attainment of the MDGs (e.g., strengthening of microfinance institutions or of coffee growers'

cooperatives as potential income generation and poverty reduction instruments).

The design and objectives of the PEA (the Angola Enterprise Programme) and the Sustainable Business Growth Programme were adequate in relation to the needs of the country and their respective evolution, particularly in the emerging development of the private sector, especially small-scale business activities (micro-, small- and mid-sized). This project has great potential, but so far it lacks operational speed and consistency. The strategy has experienced frequent changes, making partners frustrated that things do not move efficiently.

There is little to report on the results of the aforementioned activities. However, UNDP demonstrated the capacity to adapt, be flexible, and respond to the transition from a post-conflict logic to one of development, adjusting emerging themes to the national/international agenda, particularly from a pro-poor business development perspective. It was noted that UNDP has room to increase its relevance, especially through interventions that may help the economy to diversify through the development of pro-poor capacities, although certain adjustments are needed to the forms of articulation with Government programmes.

#### **4.1.2 EFFECTIVENESS OF UNDP'S CONTRIBUTIONS TO POVERTY REDUCTION AND MDG ACHIEVEMENT**

UNDP was able to reinforce national capacity to include and promote MDGs in the national development plans and programmes. UNDP also supported the preparation of the most recent MDG report. It effectively involved Government counterparts, notably INE, suggesting a growing capacity to carry out joint actions with the Government in accordance with its mandate.

Above all, in gender equality, UNDP with other United Nations agencies and through support of MINFAMU, was able to effectively contribute to increased awareness of gender issues in the

country. Angola has a large number of women holding governance posts. Gender equality was also promoted in the work of both governmental and non-governmental organizations. At the legislative level, UNDP supported the drafting of the National Gender Policy (pending approval) and the Domestic Violence Law (approved in 2011), two very significant contributions to outcomes.

In the area of enterprises, strategic partners were mobilized to promote a dialogue for the creation of a business social responsibility platform. UNDP contributed to the strengthening of microfinance institutions, by promoting discussions and capacity development. UNDP participated in the activities of the multisectoral finance group, which contributed to the creation of a microfinance unit in the National Bank of Angola. Also noted was the strengthening of the cooperatives sector in the production and sale of agricultural products. This was a result of a successful partnership with FAO through the implementation of value chains. However, the global results of entrepreneurship and economic development programmes are yet to be fully apparent, because they only started fairly recently.

Work on the response to HIV has produced significant results in terms of the population covered by testing and treatment. More progress may be made in this area. According to Global Fund data, of an estimated total of 150,000 to 250,000 persons living with HIV in the country, 65,000 are currently identified and are being monitored, and 250,000 have access to treatment. This marks a significant increase over 2005 levels, when only 600 people were receiving treatment. In 2005, there was only one testing centre, and five counselling centres, which had increased to 50 and 350 respectively in 2012. During the 2005-2008 cycle, this intervention area was included in the poverty reduction theme. These were considered by the evaluation team as some of UNDP's most significant contributions to development results in Angola.

#### **4.1.3 EFFICIENCY OF UNDP'S CONTRIBUTIONS TO POVERTY REDUCTION AND MDG ACHIEVEMENT**

UNDP registered low efficiency in the intervention areas. This is reflected by inadequate implementation of various projects and activities, which together should have contributed more to the development results outlined in the programme documentation.

Various factors contributed to the lower-than-expected efficiency of UNDP's activities in Angola during the period assessed. The prolonged absence of management, at both programme management and project levels, due to constraints (financial and process efficiency) in the recruitment process contributed to the delays in carrying out work. Programmes not carried out, programming delays and a lower-than-expected funding execution rate in some projects, along with inadequate resource management, contributed to the inefficiency and losses in effectiveness, credibility and sustainability.<sup>24</sup>

The interagency gender programme is a case in point. Its delays and inefficient implementation negatively impacted UNDP's image and that of other United Nations agencies, questioning the credibility of the project management model and joint implementation. There were delays in disbursements that affected activities linked to publications and training.

Initiatives financed by the Global Fund in HIV response included a larger project that was strongly affected by serious disbursement delays. This directly affected the lives of beneficiaries, who received treatment only with funds advanced by the Angolan Government.

In addition to the interagency programmes, it was generally noted that the bureaucracy and the requirements of the different projects' management

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<sup>24</sup> Specific and more visible examples of inefficiency were noted in the lack of continuity of several actions of the enterprise programme and in support of the Okavango Basin project.

styles and participative implementation model did not contribute to efficiency and effectiveness. They were not appropriate to the context or to the profiles of local and government representatives that UNDP was able to mobilize in Angola.

Another example is the water and sanitation programme, whose implementation was also delayed. This was largely due to the heavy coordination demands between agencies and partners. Aggravated by the late signing of the protocols (or not signed at all), this forced the programme's extension to 2013.

During the assessment period, there was evidence of inefficiency, particularly with regard to implementation and disbursement delays, which were more prominent in some projects than in others. In certain cases, this compromised UNDP's credibility and intervention effectiveness. According to informants, the inefficiency generated by the delay in execution was due to UNDP's excessively bureaucratic processes, different interpretations of corporate rules, and the frequent changes in UNDP's staff and partner institutions. Informants also indicate that additional factors contributing to the programmes inefficiency, and consequent ineffectiveness, included a lack of clear leadership and appropriate coordination; excessive centralization with no assurance of response quality and timeliness; and lack of integrated planning and a coherent vision agreed and followed by all.

Also detected was an insufficient use of internal synergies (between projects; between areas) and external synergies (with other United Nations agencies, donor, partners and implementers) synergies. It must be pointed out, however, that UNDP had the capacity to react and demonstrated efficiency when it took over the management of the Okavango Delta project with a tight schedule to carry out the programmed activities. Another exception, also related to the use of synergies albeit more recent, concerns the convergence of projects aimed at promoting enterprises, for which a common project coordination platform was established.

#### **4.1.4 SUSTAINABILITY OF UNDP CONTRIBUTIONS TO POVERTY REDUCTION AND MDG ACHIEVEMENT**

Sustainability was more evident in work on HIV and AIDS response, gender, environment and microfinance. These are areas for which national development support mechanisms and systems were produced, namely responsible agencies, national programmes and policies, and these issues were included in the national development agenda.

The HIV and AIDS response work presented more demonstrable results in terms of sustainability, as reflected by the inclusion and the continuous growth of the number of treatment centres and people receiving treatment.

There was evidence of lower effectiveness and sustainability in poverty reduction initiatives, especially in the case of the enterprise incubators. This was attributed, according to counterparts and beneficiaries, to the abrupt interruption of support, insufficient capacity building, changes in management, non-replication of results, no ownership by counterpart, and no articulation with an existing similar government programme.

The discontinuation of some projects had implications for sustainability and subsequent ownership of the interventions by the Government. This amounted to inefficiency in the use of resources. Certain pilot initiatives did not obtain the desired projection to ensure continuity and replication. In general, the non-articulation of certain projects with ongoing government programmes had implications for their continuity.

#### **4.2 DEMOCRATIC GOVERNANCE**

Angolan Government documentation indicates that it is seriously committed to a good governance agenda, to modernizing the State and improvement in administrative processes, following the country's process of pacification, rehabilitation and promotion of development. UNDP responded to these challenges and requests and

led information sharing, discussion and disclosure. It also pioneered a decentralization intervention. In 2004, the second cycle of the Public Administration Modernizing Project (PRIMA) was concluded, and the Decentralization and Local Governance Programme (PDGL) was introduced, funded by UNDP and by Spanish Cooperation (AECID) until mid-2011. This is currently in its third design and implementation cycle. In this project, in which UNDP was engaged in partnership with the Ministry of Territorial Administration (MAT), a pilot project was designed and implemented in 15 municipalities in five provinces. It represents a process of discussion and reflection, which culminated (as of 2007) in the approval of Law 2/07, through which the Angolan Government launched an administrative 'deconcentration' process aimed at future decentralization.<sup>25</sup>

During its two cycles (2004-2007 and 2008-2011, extended to 2013), the PDGL comprised a set of interventions, immediately preceded by the PRIMA, which also led to the Project for the Support of the Reform and Modernizing of Justice and Law in Angola (PARMJ). These focused on training and capacity building, which took place in parallel with a project aimed at promoting the 'municipalization'<sup>26</sup> of justice, and the PAEC, a civic education programme launched in support of the 2008 electoral process.

Although various informants, at the UNDP office and from donor and governmental and non-governmental partners, emphasized UNDP's contribution to the development of Angola's in the area of decentralization, it was also stated that the results were well below those expected from the PARMJ, both quantitatively and qualitatively. Problems and voids were identified at various levels, though not entirely attributable to UNDP, including coordination, management, implementation namely the lack of a clearly defined model of relation with the PARMJ

and the state commission for Legal and Judicial Reform (CRDJ), minimal participation by partners and actors in the project's counselling and coordination, and low rate of execution of the programmed activities.

#### **4.2.1 RELEVANCE OF UNDP'S CONTRIBUTION TO DEMOCRATIC GOVERNANCE**

UNDP's democratic governance interventions were aligned with the country's needs and with national strategies set forth in various documents. In the 2009 Government Programme, reform and modernizing of the state were regarded as a fundamental objective. It had four key strands: reform of the public administration, reform of the justice system, reform of the local administration, and reform of the national statistics system. UNDP's contributions are the logical and a natural sequence of other initiatives supported by UNDP in response to the Angolan counterparts' earlier demands.

The first PRIMA cycle, implemented between 1996 and 2002, focused on institutional development and modernization of the public administration, decentralization and deconcentration. PRIMA II, which took place between 2002 and 2005, established the following key intervention areas: strengthening of national capacity to manage public affairs and provide public services; strengthening of professionalism, ethical values and personnel norms in central and local government; establishing an institutional and legal framework for local governance, including greater deconcentration of the central administration; and establishment of an accessible knowledge base on governance issues in Angola. The project aimed to improve accountability, efficiency and transparency in the public sector, and to develop and implement a national decentralization strategy. The most evident results related to the inclusion of these themes in the Government agenda over the

25 Process of financial autonomy and provision of services at the provincial, municipal and community levels.

26 Access and service provision at the municipality level.



last two years, as well as in national policies and in support of the preparation of municipal profiles. However, the country's slow progress in terms of decentralization had negative repercussions for the UNDP programme's results.

In justice, the Government reference documents<sup>27</sup> discuss the system's fragility. A range of factors contribute to this, such as inadequate, outdated and insufficient legislation; low levels of institutional capacity and technical competence; and severe limitations to citizens' access to legal defence and representation. The Angolan state, through a presidential decree, created the Judicial and Legal Reform Commission (CRJD) in 1992, which UNDP supported with a project. This commission prepared short-, mid- and long-term action plans, laying the political groundwork that legitimized the launch of the PARMJ.

The expected outcome of the first assessment cycle – outcome 1 of the 2005-2008 UNDAF – established democratic governance and decentralization as instrumental focus areas to meet some of the National Strategy for the Fight Against Poverty objectives. It did this by strengthening national and local capacities, empowering communities, and increasing their participation in decision-making processes. UNDP's CPD 2005-2008 called for public institutions to be strengthened at multiple administrative levels as instruments of sustainable economic governance (outcome 1). It also aimed to reinforce democratic governance, raising the capacity to organize free and just elections, implement decentralizing mechanisms, and effective reform of public administration as crucial elements for the promotion of development (outcome 2).

In the second assessment cycle, outcome 1 of the 2009-2013 UNDAF focused specifically on aspects related to governance (e.g., developing institutional capacity, implementing accountability mechanisms, and expanding levels of participation). Outcome 2 of the 2009-2013 CPD aimed to consolidate the foundations of democratic governance,

following outcomes 1 and 2 of the 2009-2013 CPAP that promoted democratic governance.

In governance, the following global outcomes were identified in the two cycles:

- Efficient, effective decentralized governance with increased participation and representation. (AGO\_OUTCOME42);
- State organs institutional capacity strengthened at national and local levels (AGO\_OUTCOME51); and
- National cohesion/democratization accelerated (AGO\_OUTCOME52).

Evidence confirms that UNDP's intervention in Angola, specifically in governance, during the period assessed was carried out in accordance and coherently with UNDP's mandate and with the institution's strategic and programme objectives, indicating relevance despite the results being less than what was expected.

#### **4.2.2 EFFECTIVENESS OF UNDP'S CONTRIBUTION TO DEMOCRATIC GOVERNANCE**

Most information received saw the Decentralization and Local Governance Programme as a success. However, there were some reservations about the degree of that success. These include the project's approach (in light of having concentrated interventions only in certain municipalities in pilot provinces without continuity and expansion to other municipalities); its management standards (inadequate use of funds to meet the budget the Government of Angola required to have access to new disbursements); and the actual sustainability of the results achieved (in most municipalities where the interventions took place, there were no updates of the municipal profiles left, as initially expected).

A positive aspect of decentralization was UNDP's contribution to the creation of the Centre of

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27 For example: *Project of Justice Reform* (2006) of the Institute of Judicial Studies.

Excellence in Governance and Public Policies, which was established in the Agostinho Neto University's Law School. The Centre of Excellence offers advanced studies in subjects related to governance and public policy. UNDP supported the establishment of international partnerships with its Oslo Governance Centre.

There was unanimity among all informants on the importance of UNDP's contribution to themes related to decentralization in the national agenda and the political debate. Some people recognized that UNDP initiated this debate in a context in which political dialogue was not easy. UNDP supported a number of studies on decentralization.<sup>28</sup>

Another outcome widely considered to be positive was UNDP's contribution, along with interventions from other players (e.g., FAS – Social Action Fund, CARE), to the understanding and ownership by local administrations of work methodologies; to the creation of planning, information and monitoring systems; and to the generation and organization of statistical data. UNDP's contribution involved capacity building actions and specialized technical assistance. One of the most referenced results is the production of municipal profiles throughout the project cycle, and some informants stated that the new methodologies were adopted by some pilot municipalities. The municipalities of Andulo (Bie province) and Calandula (Malanje province) were those most often referred to. Some people emphasized that UNDP's contribution was important, but took place along with other interventions by different players that also focused on these cities. This may suggest some duplication of efforts, and question the internal validity<sup>29</sup> of the results of UNDP's intervention. It makes it more difficult to attribute full success to either intervention. After the municipal profiles were created, they were not

updated, demonstrating that the training process and ownership of the methodology may have produced limited results and is not likely to continue. Its sustainability is, therefore, questionable.

The creation of technical units in local authorities is a positively assessed outcome, with significant contribution in capacity building, usually associated with the presence of a consultant in local bodies.

One example of an environment that promotes dialogue and results was the provincial seminars, in which other municipalities and other players (e.g., FAS, AECID) were invited to share experiences (one in Malanje and other in Andulo). The results of these initiatives were of limited reach in terms of scope and duration, affecting the potential of sustainability and replication. An informal group to discuss decentralization/local governance was established with the participation of UNDP. This was considered positive, but meetings were interrupted for a long period and resumed only in 2012, mainly through UNDP's initiative. There are no results yet to report.

Informants highlighted the fact that governance is a very sensitive topic. Government openness to dialogue is limited, making it challenging for UNDP to influence or contribute to public policy and discussions. One particular problem raised by informants is the fact that some UNDP employees do not speak Portuguese. In such a sensitive area, this can be a serious constraint. Technical staffs, such as Programme Officers, are able to speak Portuguese, but some senior managers are not yet able to speak the local languages enough.

The high turnover of UNDP staff<sup>30</sup> is a constraint, because it is an area that requires stability to build lasting dialogue and trust. As well as

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28 For instance, Decentralization in Angola (2002), Ministry of Administration of Territory – Government of Angola UNDP, Luanda.

29 Internal validity is the ability of a design to rule out all other potential alternate factors or explanations for the observed results other than the intervention.

30 PDGL alone has had three different project directors since 2008.

staff movement from, for example, UNDP to the Government, temporary contracting mechanisms also contribute to high levels of staff turnover. The implications are significant. Resources used to rebuild networks, contacts, trust and understanding are substantial and the programmes often changed with the arrival of new coordinators and consultants, as the transitions implied changes in the programme's philosophy and guidelines, although modifications in the programme's strategic documents (CPD) are not always formally registered. Other evidence suggests that such turnover affects the normal continuity of projects, and this is further inhibited by high government staff turnover.

The level at which UNDP's dialogue takes place in provinces and municipalities is also questioned in terms of its effectiveness. With dialogue at both national and local levels, challenges do emerge. No specific strategies exist to manage different dialogue environments or to ensure positive progress, and avoid setbacks, wasted resources, duplication of work and harm to UNDP's image.

Evidence suggests that the Civil House of the Presidency's forthcoming takeover of the Municipal Integrated Programmes to Fight Poverty may change the way UNDP works. The Presidency will now be part of UNDP's work in governance, along with the Ministry of Planning, the Ministry of Territorial Administration and the Ministry of Finance. This may generate coordination challenges for the Government and UNDP. By the end of 2012 UNDP had not officially presented a strategy to deal with the changes in partnerships.

In summary, UNDP's work in decentralization and local governance generated contributions from advocacy, counselling, technical assistance, promotion of knowledge sharing and exchange on models of local governance. To some extent, this has strengthened the management and monitoring

skills of local authorities. It has promoted dialogue, which is particularly important in the political context of a country where decision-making is significantly concentrated and centralized. UNDP's intervention has also enabled greater civil society participation in the mechanisms of consultation and support for decision-making, established by law for municipal and provincial power structures (the Councils of Social Consultation and Coordination, or CACS).

Justice was a focus of intervention for UNDP, which generated results below expectations. This was due to a lack of success in engaging the Ministry of Justice, despite an offer of financial and technical support from UNDP. On the positive side, though, UNDP was able to provide basic and complementary training for staff from the country's judiciary. It also published studies, such as an examination of municipal justice and of the sectoral infrastructure. Although relatively minor, these contributions made the most of what was possible in the circumstances.

UNDP implemented limited activities towards "national capacity for the organization of free and fair elections strengthened". Training was provided on civic and voting education, with information and awareness actions, which UNDP believes might have contributed to elections being considered free and fair by most international observers. Given UNDP's limited reach and the design of the intervention, there is no concrete evidence that the outcome can be partially attributed to UNDP's contributions or that the results would have been different without UNDP's intervention. It is not possible to assess the exact extent of UNDP's contribution to the elections with the necessary methodological preciseness, because the design of the intervention carries a range of internal validity<sup>31</sup> issues that would challenge any accurate measurement and judgement. An assumption can be made that when the project was designed the population already had the maturity and motivation to participate in the elections regardless of

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31 Evaluation expression that looks into the ability of a programme design/evaluation design to rule out all other potential alternate factors or explanations for the observed results other than the intervention.



UNDP's contribution. To offer any judgement here without the necessary methodological precaution would imply bias. The degree of methodological accuracy limited by the design model of the intervention does not allow for any unbiased judgement in terms of effectiveness, efficiency and sustainability. However, the initiative can be considered relevant, because it was clearly aligned with national priorities. The programme included the 2008 election area in the first programming cycle only. In the second cycle, the programme did not address this component, because the 2012 elections were not foreseen at the beginning of the programming cycle. However, there were some activities in this area, particularly the organization of a Bridge Seminar in Luanda in November 2011, support for the participation of CNE staff at the Nairobi Workshop in March 2012, and support for civil society organizations to conduct civic education campaigns and train their network members on election monitoring.

#### **4.2.3 EFFICIENCY OF THE CONTRIBUTION OF UNDP-ANGOLA TO DEMOCRATIC GOVERNANCE**

As elsewhere, the issue of poor efficiency is also raised here. The PDGL faced severe problems of coordination and efficient management of funds. This is because it was often more focused on the achievement of budgetary expenditures required by the Government of Angola than on the achievement of foreseen results. This was confirmed by internal and external sources, and justifies donor partners' questions on poor management practice. The same informants and consultants mentioned that UNDP staff acted quickly and effectively to address issues associated with the use of funds. This situation led to changes in the staff responsible for the project.

Another problem, already mentioned in other contexts, was the frequent change of UNDP's technical staff. This involved modifications in the guidelines and standards of the relationship with Angolan institutions leaders. Delays in hiring managers and consultants were also mentioned as having an important impact on the effectiveness and sustainability of projects. Similarly, excessive

bureaucracy in the release of funds or in obtaining the go-ahead to develop almost any type of action was often pointed out in documentation, and by internal and external sources, as a major constraint to operational efficiency.

#### **4.2.4 SUSTAINABILITY OF UNDP'S CONTRIBUTION TO DEMOCRATIC GOVERNANCE**

UNDP's capacity building in governance is evaluated as positive, because it has considerable potential for sustainability.

It was noted that training courses were not long enough, particularly taking account of the low qualification and general education levels that often characterize the municipal and communal administration staff. This could lower the potential for effective and sustainable results.

Another concern raised was the fact that beneficiaries from local capacity building initiatives or from exchange of knowledge are almost always the same people. This generated positive effects from the individual point of view, but had little impact on institutional capacity, because the initiatives did not foresee mechanisms to share and disseminate the acquired knowledge to other employees of the municipal and communal administrations.

There are some observations concerning the continuity of results. In many municipalities, the municipal profiles were developed, but not updated, because they were made by UNDP's consultants. This suggests fragility in the creation of mechanisms to ensure transfer of knowledge and its effective ownership by the beneficiaries.

Successes in municipal profiles, such as Andulo, appear highly correlated with the stability and the profile of the local government. It was found that much can be altered by changes in administration. The turnover of municipal and communal administration staff is also high. The interventions did not anticipate the necessary mechanisms to ensure knowledge transfer to municipal and communal administrations.

### 4.3 ENVIRONMENT AND SUSTAINABLE DEVELOPMENT

Work in environment and sustainable development progressed in both programmatic cycles. UNDP has managed to develop a positive relationship with the Government on environmental, working both in policy making (biodiversity, ozone layer and climate change all under consideration), and in fundraising from GEF<sup>32</sup> (e.g., the GST – Sustainable Land Management), and in the preparation of regional action plans, such as management of the Okavango Delta and the integrated management the Benguela current ecosystem.

#### 4.3.1 RELEVANCE OF UNDP'S CONTRIBUTION TO ENVIRONMENT AND SUSTAINABLE DEVELOPMENT

UNDP's competencies in environment are recognized by the Angolan Government as relevant to national priorities. In an area that has recently started to be developed in the country, a result of the prolonged war, UNDP is seen as a key partner in building a legal framework and policies for the environment, and for capacity building. The expected results in both cycles were, focusing on:

- Sustainable management of environment and energy (AGO\_OUTCOME44); and
- National environmental action plan, national biodiversity strategy and action plan implemented progressively (AGO\_OUTCOME 50).

Concerning alignment, biodiversity and improved management are priorities in the development agenda and in the fight against poverty in the country, mainly due to the environmental degradation caused by the war and the need for economic diversification and growth.

For issues largely neglected during the war – such as regional cooperation in the Okavango Delta's project management – UNDP has also proven to

be an important partner in articulating and training for Angola's participation in trans-boundary projects and programmes.

The Sustainable Land Management initiative arose from the guidelines of the Strategic Programme of Long-Term Development (2025) and from the Government's Sustainable Development Plan (2009-2013). It started soon after approval of the National Strategy for Fighting Poverty and of the Land Law (2004) and is aligned with the ongoing development of the National Action Plan to Fight Desertification.

This intervention underscores the Government's growing concern with these issues. That is a result of its ratification of several international conventions (e.g., the recent accession to the Kyoto Protocol and to Rio+20). It is also influenced by subsequent initiatives embodied in the development of strategies and enactment of laws, including approval of the National Biodiversity Strategy, creation of a National Biodiversity Unit, and of a ministerial committee to work on the National Environmental Programme.

The initiatives also result from the fact that Angola is signatory to the United Nations Convention on Fighting Desertification and of actual problems related to soil degradation and erosion, along with increasing levels of deforestation.

The design of interventions by the Government and UNDP were aligned with the actual needs of the country, and were informed by a relatively broad participatory process that involved Government representatives, international organizations, and civil society, especially NGOs.

#### 4.3.2 EFFECTIVENESS OF UNDP'S CONTRIBUTION TO ENVIRONMENT AND SUSTAINABLE DEVELOPMENT

UNDP is recognized for having effectively facilitated regional agreements, such as the

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32 The GEF Fund, established in 1990, financially supports businesses that produce effective solutions to environmental and energy challenges.

management of the Okavango Delta. It supported development of the main strategic tools and the implementation of the programme at the regional level, managing to overcome constraints related to non-execution of the programme by the implementing partner.

UNDP also helped to strengthen capacity in academia, NGOs, and national institutions through the transfer of technical skills related to the environment. Notable here was the Sustainable Land Management project, with initiatives and dissemination of material to promote debate on the topic.

These initiatives, along with advocacy, training, promotion of media campaigns, and studies, contributed to the expected development outcomes. Some actions particularly stood out, such as training/capacity building for government officials, plus staff from national agrarian development stations, NGO members of Action for Rural Development and Environment (ADRA, an Angolan NGO) and other local NGOs, particularly in Huambo. The Office of Studies on Agriculture workers was created in this province, with UNDP's support, in the College of Agricultural Sciences. It held awareness and mobilization initiatives to integrate GST issues in the college curriculum. Two research projects related to the GST issue were introduced. They were guided by Faculty of Agrarian Sciences professors, who worked closely with the project. This awareness work on GST issues was also passed on to other provinces, such as South Kwanza and Namibe.

Nationally, UNDP supported seven technical studies. Together with the Development Workshop NGO, it developed an environmental atlas, which included consideration of the country's main issues in this area. These products were publicly displayed and are in process of being published. UNDP supported the creation and implementation of the *Cadengue* Environmental Programme, which focuses on environmental education for children.

#### **4.3.3 EFFICIENCY OF UNDP'S CONTRIBUTION TO ENVIRONMENT AND SUSTAINABLE DEVELOPMENT**

There were some delays in this area. This was due to fund availability and excessive bureaucracy within GEF funding mechanisms. However, such constraints did not hinder the performance of any activity. The most significant delays occurred in developing the products planned by the Okavango project, which shows UNDP's effectiveness in responding to relevant national demands. UNDP moved quickly and effectively to respond to the expected outcomes.

Monitoring mechanisms and procedures took place regularly and in line with the frequency defined in the project document. They included project management committee meeting minutes and periodic assessments on the progress of activities and initiatives.

For the activities implemented and supervised by local NGOs, an institutionalized practice of regular accounts reporting was observed. This is designed to ensure the levels of accountability and transparency required by UNDP's interventions. This is a good practice, which contributed to efficiency.

#### **4.3.4 SUSTAINABILITY OF UNDP'S CONTRIBUTION TO ENVIRONMENT AND SUSTAINABLE DEVELOPMENT**

UNDP's support to capacity building and policy-making shows evidence of sustainability. Most informants referred to the importance of the GST. They also referred to good practices that will endure, at least in part, beyond the project's conclusion, especially considering the success of the capacity building of children and students. The extended training, which has been directed to the staff of local NGOs, is assessed similarly. The Sustainable Land Management intervention has limited geographical scope – Huambo province only – and there is no record of the replication and ownership of the results obtained. Informants attributed the limited sustainability

to the fact that there were no opportunities foreseen, so technical knowledge acquired could be quickly put in practice. To some extent, this caused the dilution of learning.

#### **4.4 CRISIS PREVENTION AND RECOVERY**

Crisis prevention and recovery showed very clear results from its mine action work. This corresponded with most of this area's activities in both cycles, plus consistent progress in the development of the civil protection area in both programme cycles. It has contributed to the Government's demobilization programme (support to IRSEM, training of ex-military officials, and financial support to the demobilization programme), which started shortly after 2002. But UNDP has been more directly involved with the disarmament process through the mines destruction programme, under the Ottawa Convention. UNDP has managed to develop a positive relationship with the Government in this area, contributing to the demining work in Angola and in meeting international targets, including those set by the Ottawa Convention. The expected results, in both cycles, have focused on human security, particularly:

- Human security and freedom of access (AGO\_OUTCOME45), and
- Human security consolidated by strengthening national capacities to manage the impact of natural disasters and mine action (AGO\_OUTCOME539).

##### **4.4.1 RELEVANCE OF UNDP'S CONTRIBUTION TO CRISIS PREVENTION AND RECOVERY**

There is clear evidence of the relevance of UNDP's work in demining. In a country emerging from a long war, UNDP's work was relevant to the creation and capacity building of demining management institutions. The demining

work, which took place in a post-war environment amid economic recovery and national economic activities, was an important contribution to the recovery of key sectors and to the country's mobility. Until 1998, only seven provinces had demining programmes. After 1998, with the support of other organizations, particularly UNDP, provincial authorities were created. These focused on education of mine risk<sup>33</sup> and, in 2007, on demining brigades.

The expansion of crisis prevention and recovery work was requested by the Government. It represents a clear adaptation to national priorities and to the changes that took place in Angolan context. A greater focus on disaster risk reduction, including helping to build the capacity of the country's civil protection services, demonstrates that this alignment may continue as an important focus.

##### **4.4.2 EFFECTIVENESS OF UNDP'S CONTRIBUTION TO CRISIS PREVENTION AND RECOVERY**

UNDP's support to INAD and to CNIDAH led to compliance with Article 4 of the Ottawa Convention, which relates to mine destruction. It surpassed the anticipated results for this phase. In 2006, the combined results observed by the Angolan Armed Forces, INAD, and by the Government of National Unity and Reconciliation included the destruction of 596 mines. That equates to more than 177,000 m<sup>2</sup> of cleared area, including 120 km of roads, which in 2007 also complied with the Convention.

In each of the provinces where INAD worked, there were significant results with impacts at multiple levels. For example, in Benguela, INAD brigades cleared an important section of the inter-provincial road connection (Catengue). This had direct and positive impacts on small and commercial agriculture in terms of market access, communication, employment, community development, and improved infrastructure. The area around the

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33 Especially in 2002/2003 where UNITA soldiers were stationed.



Santa Maria lighthouse was cleared. That had a direct impact on communication and infrastructure. Santa Maria village was also cleared, which improved market access, communication, and local industrial development. The Lobito refinery was demined, helping it to become the second largest in the country. That benefited the oil sector, employment, local industrial development, and infrastructure. The demining of Catumbela Airport will turn it into an international airport, improving access to business opportunities, communication, employment opportunities, and infrastructure. And the demining of important sections of the Benguela railway line has contributed to the rehabilitation of this vital infrastructure.

UNDP's capacity building work for INAD and CNIDAH provided valuable structural consolidation and contributed to demining and coordination. UNDP gave significant support to the creation of CNIDAH, an international commitment of Angola to the Ottawa Convention. In terms of knowledge development and transfer, UNDP's contribution here has been effective.

One issue, though, is the reliability of the database that was developed with UNDP's support. The Government does not fully trust the methodology used to collect data, which only covers samples of the land. The Government often returns to fields demined using the methodology supported by UNDP to check for any missed mines, which duplicates effort.

#### **4.4.3 EFFICIENCY OF UNDP'S CONTRIBUTION TO CRISIS PREVENTION AND RECOVERY**

With UNDP support, CNIDAH was able to implement the Information Management System for Mine Action (IMSMA) database. It also produced a report on the Survey of the Impact of Landmines in Angola (LIS). The relationship between UNDP, INAD and other players is widely considered efficient by informants, particularly in its use of resources and in promoting regular operational meetings to correct activities.

Triangulation of data and sources suggest some shortfalls, however. UNDP's support to the provinces was brief, which did not always allow for the process to become established. The correction of the INAD technician's work resulted in less than maximum efficiency. For example, UNDP sent six or seven different technicians to Benguela since 2008, but each stayed for just a week at the most. This changed only after recommendations made by the last project evaluation, which extended this capacity building to a month. Staff considered this a very positive move.

#### **4.4.4 SUSTAINABILITY OF UNDP'S CONTRIBUTION TO CRISIS PREVENTION AND RECOVERY**

UNDP has contributed to the sustainable creation of national bodies qualified for demining and to coordinating actions across the country. Today, these institutions are, for the most part, capable of working to their mandate on their own.

As for information systems management – especially databases – and respective updates, there is still a need for qualified staff. If not addressed in time, this shortage may jeopardize the sustainability of the results produced by the programmes.

The other question over sustainability concerns a lack of Government trust in the INAD data provided by the (partial) mapping of mines. This may cast doubt over its usefulness and any improvements in the coming years.

#### **4.5 CROSS-CUTTING THEMES**

Of the cross-cutting themes discussed in Chapter 1 – human rights, gender equality, capacity development, and knowledge management – UNDP was able to clearly address gender issues in Angola. It focused its action in capacity development in various areas. On human rights, UNDP faced challenges related to the country context and to its contribution to poverty reduction. Weaknesses and limited effectiveness were apparent.

UNDP has been involved in a range of activities and projects. It has contributed variously to issues discussed below and focused its contributions mainly on capacity development. Many project activities and references to the production of effective results focused on UNDP's ability to transfer knowledge and skills, particularly to Government bodies. The Ministry of Family and the Promotion Woman and the Ministry of Health have provided sustained, systematic support through the response to HIV programme, as have the Ministry of Environment, CNIDAH and INAD in demining.

Some results still show limited sustainability potential and multiplier effects. Better potential for sustainability is visible in the response to HIV, demining and environment. It was possible to detect an increase in technical competencies and skills, including the preparation of strategies and policies, in work organization and its implementation, in report preparation and even in the requests for new funding from, for example, the GEF and Global Fund.

Poor recognition of UNDP's contributions to development results, particularly with regard to knowledge management, is due to the limited dissemination of products, knowledge, processes, and technologies in which it has been or is currently involved. Some areas' knowledge products do not reach audiences in an effective or readily comprehensible way for broader use and extension of learning. Although the organization's website is one of the most complete in the regional, and compliant with corporate requirements, it is not always the most effective tool to communicate with Government agencies – and even less so with society, because fewer than 5 percent of the population has access to computers. Fewer still have access to the internet and would understand English. The fact that the website is in English and not in Portuguese does not help.

UNDP's work in mainstreaming human rights and gender equality is evident in the programme documents. Its contribution to the fight against

poverty and to achievement of the MDGs is clear, but there is room for improvement.

## **4.6 ASSESSMENT OF UNDP'S STRATEGIC POSITIONING**

The purpose of this section is to provide an assessment of UNDP's strategic positioning between 2005 and 2011. It considers relevance and the organization's ability to respond to national priorities and needs. It examines UNDP's use of its comparative advantages and its international network of agencies and partners, along with its promotion of human development values.

### **4.6.1 EVOLUTION OF UNDP'S RELEVANCE AND CAPACITY**

Analysis of the programme's documents suggests that UNDP's strategic positioning in the last seven years can be considered relevant, pertinent and aligned with national and institutional priorities. To some extent, though, more relevant results are inhibited by a combination of small individual projects and a coordinated focus on larger-scale work. This has an impact on management of the programme's limited resources. Assistance from UNDP and other international agencies amounts to less than 1 percent of Angola's budget, well below the support provided by other international cooperation partners, such as China.

Changes in the national context, summarized in Chapter 2, brought new challenges for UNDP in both programme cycles. In the change from a post-conflict emergence approach to a development approach, UNDP satisfactorily demonstrated an ability to respond appropriately to explicit and direct requests from the Government in adaptation to national priorities and context. The results show different levels of efficiency and sustainability in the areas in which UNDP has worked.

Some programmes include initiatives that run parallel to the Government's on some issues. This translates into inefficiency, discontinuity,



and lack of ownership. Examples include the Government's project on Governance of Water and Sanitation and UNDP's Water for All programme, and UNDP's Angolan Enterprise Programme and the Government's Programme for the Development of Small and Medium Enterprises.

Evidence gathered from interviews shows limited dialogue between UNDP and partners at the highest levels of decision-making and at various levels of implementation. Reasons for difficulty in communicating with the Government include challenges in dealing with the Angolan institutional hierarchical structure, due partly to language difficulties, but also to low importance given to international cooperation funding and external aid; limited Government knowledge of the added value and the comparative advantages of working with UNDP; and Government perceptions of UNDP's inefficient bureaucracy.

Stronger projects – such as the Decentralization and Reform of Justice projects – benefited from positive relationships between UNDP and the Government. UNDP increasingly offers relevant approaches in its partnerships with civil society, local governments and the private sector, but these are still insufficient.

The most important demonstration of UNDP's strategic positioning is its ability to foster debate on key development themes. At times, this has successfully driven the development of national policies, especially in decentralization and partly in gender, HIV response, and environment. The main sectoral documents, whose preparation can be attributed, at least in part, to UNDP's work are the National Gender Policy, the National Biodiversity Strategy, the Strategic Plan for Mine Action, the National Action Plan against Domestic Violence, and the National Strategic Plan to fight HIV and AIDS. A more specific example is the PDGL's pilot programme, which contributed to the creation of the Municipal Integrated Programme to Fight Poverty and was promoted by staff of the Presidency of the Republic in early 2011. This was particularly

notable for the incorporation of methodologies for developing municipal profiles, and planning tools.

There are common challenges related to the programme's fragmentation into short-term projects. These had fewer strategic resources, which limited their scope and contribution to development outcomes. They also involved significant levels of complexity and effort. This partly results from a legacy of the shift from a post-conflict approach to smaller interventions that are not yet integrated into a programme approach more focused on the programme's development. The implications from this approach are reflected in discontinuity of some projects, interfering with sustainability and Government ownership of interventions, leading often to duplication and wasted resources. Even pilot initiatives have not been able to reach levels where they can be sustained and replicated, and some projects' lack of complementarity with Government actions suggests inefficiency, ineffectiveness and unsustainability in these initiatives.

UNDP's own bureaucratic requirements are not always readily adaptable to the national context. These requirements have implications for the flexibility of UNDP itself and, therefore, for its efficiency. Changes in UNDP's project coordinators contributed to poor efficiency. Business incubators, for example, have had at least four coordinators since 2004, each with a different philosophy. Delays in implementation and disbursements in some of the most significant projects are caused by UNDP's overly bureaucratic processes and the frequent changes in UNDP's and partner institutions' staff. UNDP has not been able to respond effectively to this challenge.

UNDP has added value and has comparative advantage in terms of the support given to demining, response to HIV and AIDS and, to a lesser extent, to the environment. But it has not used its influence well. It could be concentrated, coordinated and then evolve from a scattered projects approach to greater specialization. The areas that deal with decentralization, governance, human

development, and poverty reduction are those that most need a more coordinated and strategic approach to national needs and potentialities, if UNDP is to contribute more to the country's development outcomes. The lack of effective communication mechanisms also makes it difficult for the Government and other partners to learn and make use of UNDP's added value and comparative advantages.

#### **4.6.2 USE OF INTERNATIONAL NETWORK OF AGENCIES AND PARTNERS**

UNDP supported the Angolan Government's participation in international *fora*, including MDG and environment summits. UNDP thus emerged as a key partner in promoting Angola's participation in the highest levels of dialogue. It provided expertise and specialized skills, and mobilized resources. Through its support in fund management, such as GEF and the Global Fund, UNDP played an important partnership role, mobilizing networks and knowledge. UNDP also demonstrated its value in the way it has mobilized partners, such as Spanish cooperation, to Angola.

Regional coordination experiences many difficulties resulting from UNDP Angola's integration within a group of English-speaking countries, in the costs and difficulties of circulation for Angola, and in the poor adaptation of some programmes to Angolan structures and management practices. These include the DRR integrated programme, which involves multiple government institutions. Still, regional support to programmes in Angola, particularly in allocation of human resources, was well below that requested by the office in Angola, as stated in office reports.

Except for the work with the Okavango's regional project and emerging initiatives on business development, UNDP does not seem to have a significant role in supporting a coordinated and integrated strategy for the country in South-South cooperation. Although there are specific knowledge transfer actions, these had insufficient support, follow-up, or monitoring by UNDP to permit assessment of the results.

#### **4.6.3 PROMOTING UNITED NATIONS VALUES**

UNDP has promoted human development on issues such as gender and equality, but on a smaller scale and more indirectly on human rights issues. In 2012, a new collaboration framework was established with the Angolan Government in this respect for 2013.

The National Human Development Report has been published irregularly. The only report during the evaluation period was produced in 2005. This was the fourth such report, after those of 1997, 1998, and 1999. The discussion on human development was resumed only in 2011, when the global Human Development report was published. The report was much disputed by the Government, as it did not use the most recent IBEP data. Consequently, the Government agreed to discuss the possibility of a new Angola Human Development report after the 2012 elections, suggesting that the misunderstanding over the global report was well handled.

Gender has been integrated progressively into the agenda and Government programme. This shows that work towards the MDGs has been promoted systematically.

On poverty reduction, UNDP's programme in both cycles was designed to better incorporate gender equality in all work. UNDP's perspective on gender and its integration in all working areas was also articulated with national development strategies, particularly in programmes related to the MDGs. The CPD 2005-2008 specifically foresaw a gender-sensitive approach on issues related to poverty reduction, capacity building and MDG achievement. The CPD 2009-2013 introduced a gender equality guideline, which aimed for the inclusion of gender in national and sectoral policies, and for prevention of gender-based violence. The main results in these areas are the preparation and presentation of the National Gender Policy for Angola – supported by wide dissemination of gender issues at national level – and the approval of the Law Against Domestic Violence, in which women's vulnerability is clearly addressed.

In both cycles, UNDP developed the Joint Programme on Gender. This involved partnerships with other United Nations agencies working in Angola – UNIFEM and UNFPA – and MINFAMU, which contributed to training on gender equality at central and provincial levels. The CPD 2005-2008 included about \$12 million to fight poverty, build capacity and work to achieve the MDGs (about 30 percent of the estimated budget). In the CPD 2008-2013, resources allocated to gender equality

accounted for 10 percent of the total budget (about \$3 million).

Time constraints meant that the assessment did not undertake an in-depth study of methodologies used in programme conception. Comparison of project documents and progress reports, though, suggest that implementation of activities, particularly in gender mainstreaming, was not in line with the coverage estimated by the Gender Marker.<sup>34</sup>

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<sup>34</sup> The Gender Marker is a tool that encodes humanitarian projects on a scale from 0-2 based on the project design. A well-designed project that intentionally takes account of the needs of women/girls and men/boys is more likely to support all of these groups and improve their lives.



## Chapter 5

# CONCLUSIONS AND RECOMMENDATIONS

This chapter presents the main conclusions regarding UNDP's performance and contributions to development results in Angola from 2005 to 2011, and summarizes the recommendations made by the evaluation team, based on the gathered evidence.

### 5.1 CONCLUSIONS

**Conclusion 1. The programmes implemented by UNDP in Angola were relevant, because they were aligned to national priorities and adapted to the changing national context, particularly in light of the shift from a post-conflict context to one more focused on development.** The objectives and areas of work identified in UNDP's strategic programming documents were coherently aligned with national policies. During the period covered by this assessment, important transformations took place in Angola's national context. There was a shift in the focus of Government policies, and UNDP's programmes adapted from a post-war emergency perspective to a more development-oriented approach. UNDP demonstrated flexibility and a capacity to respond to the new challenges. There was a particularly clear shift from the emphasis on post-conflict national reconstruction in the first phase to a stronger focus on fighting poverty and fostering development in the second cycle.

**Conclusion 2. During the period assessed, UNDP Angola has not always been able to leverage its comparative advantages or to effectively demonstrate its added value.** With the exception of decentralization, the Government did not consider UNDP's actions to be sufficiently proactive. Evidence indicates that UNDP attempted to respond to many and diverse demands, but without a sufficiently well-defined and integrated strategy aimed at ensuring sustainable results.

The adaptation of the programme to a development approach, with the focus shifting away from post-war assistance, was characterized by dispersion of limited resources and a lack of a more strategically-oriented approach.

**Conclusion 3. UNDP Angola was particularly effective in providing certain policy-advisory and specialized support to the Government, transferring technologies, and promoting capacity development.** The programme's best results came from introducing a debate on decentralization, providing various capacity building and technical support to Government institutions and civil society, transferring technology on demining of explosive landmines, promoting microfinance, and supporting the fight against HIV and AIDS. UNDP was able to support policy making in the areas of gender, national biodiversity, domestic violence, response to HIV and AIDS, and science, technology and innovation. It helped to develop capacities, particularly in demining, microfinance and the HIV and AIDS response, ensuring more readily identifiable contributions to development outcomes.

**Conclusion 4. Significant contributions UNDP Angola made to sustainable results in the period evaluated are most notably in demining, in fighting HIV and AIDS, and in gender, environment and microfinance.** The support provided to the National Demining Institute (INAD) and to the National Intersectional Commission for Demining and Humanitarian Assistance (CNIDAH) successfully transferred knowledge. That gave continuity to the demining work, which was increasingly under the trained leadership of national institutions. The management capacity built in the national HIV and AIDS programme was also leveraged by UNDP's support to administration of the Global

Fund. UNDP's efforts to promote gender equality and strengthen the capacity of the Ministry of Family and the Promotion of Women, as well as the work with the Ministry of Environment and in microfinance, are equally important. It has led to strategic documents and policy guidelines being drafted, which means a greater chance of continuing work in these areas and ensuring the sustainability of results.

**Conclusion 5. The programme contributed less than expected to outcomes linked to poverty alleviation, developing capacity for decentralization, and in advancing entrepreneurship.** Poverty alleviation results, if obtained, are not evident. One factor linked to the lack of significant contributions can be associated with the dispersion of resources to many small projects, with little continuity or sustainability. UNDP's competences were of less use at the local project management level, where several projects were concerned with seminars and workshops. These lacked appropriate strategic planning that would have delivered greater sustainability of results or concrete contributions of prolonged effects. The dispersion of funds to multiple projects only allowed the limited resources to be used for very specific, short-term activities.

**Conclusion 6. The efficiency of UNDP's programme was low across all programme areas. Inefficiency was mainly due to unmet deadlines, inefficient use of funds and low implementation and achievement of targets, but not necessarily low rate of financial execution.** The requirements of the management model and tentative participatory approaches to implementation did not contribute to efficiency, effectiveness, shared ownership and sustainability. They were adequate neither for the national context nor for the profiles of the Government representatives that UNDP mobilized. The lack of project management guidelines adjusted to the context and a more robust organizational structure, such as leaders for each of the projects or commissions for funding, contributed to delays and wasted resources, in some cases significantly jeopardizing project execution. The excessively

restricted nature of certain pilot initiatives also presented evidence of low efficiency and effectiveness. The many small projects made for a fragmented programme and contributed minimally to planned development outcomes.

**Conclusion 7. Lack of proper knowledge management adds to the challenge of further promoting internal and external synergies in an integrated and coordinated way, in line with a sound strategy focused on learning for human development results.** The assessment found limited systematization of knowledge and promotion of synergies among programming levels. Few projects called for visible articulation with other projects. Even within the different areas, UNDP has not presented a clear strategy to leverage potential synergies. Work on United Nations Development Assistance Framework (UNDAF) programming was oriented to the attainment of common objectives between agencies and programmes. However, project results are still scarce. The use of synergies between agencies was not considered significant, as is partially reflected by the relatively small number of joint programmes, and by duplication of efforts and low cost-efficiency and effectiveness. Articulation with regional agencies was limited to the Okavango project, but the participation of Angola in international activities generated positive results for funding (the Global Environment Facility and the Global Fund) and participation in international summits and meetings.

**Conclusion 8. UNDP's programmes and projects in Angola were unable to convey a commonly articulated vision on how UNDP achieves sustainable results with its contributions to the outcomes.** This related to the lack of a results-oriented approach with a clear theory of change. It was not possible to determine, in rigorous methodological terms, if the projects and programmes were developed, planned and managed with a theory of change clearly articulated and oriented. It was also hard to ascertain if the means (inputs, activities and outputs) used to attain results (outcomes) will effectively contribute to behavioural change that is owned by



national stakeholders and that will contribute to sustained human development in Angola.

**Conclusion 9. There is still work to be done to improve UNDP's support to the coordination role of the United Nations Resident Coordinator in promoting more harmonized interagency actions and programming in Angola.** Despite joint UNDAF planning, there has been little synergy between agencies. This is reflected in the reduced number of joint programmes, along with duplication of efforts and resources. Each agency defines its activities without seeking significant synergies and complementarity. That can lead to duplication of efforts and an inefficient use of resources. While some projects have brought agencies together to coordinate and plan activities, these have been essentially bilateral, with each agency implementing its activities. A strong coordination mechanism is absent. Partnership was mainly apparent to the extent that participants distributed tasks to each other.

## RECOMMENDATIONS

**Recommendation 1. The UNDP Regional Bureau for Africa (RBA) should assist UNDP Angola to develop the next programme with clearer and logical theories of change for each agreed outcome. They should be grounded in results-oriented management that focuses more on the contributions to outcomes and less on the delivery of isolated products and services of limited sustainability.** It is important to ensure that staff, partners and donors are able to understand the logic of results. They should understand how each stakeholder supports implementation, allowing monitoring of UNDP's work and evaluation of its relevance, efficiency, effectiveness and sustainability. It is also important to design a programme, based on this analysis, that addresses the need for a constant flow of precise, timely and reliable information to support decision-making, promote learning and, when necessary, redirect courses of action. In the next programming cycle, UNDP Angola should prepare its programme and projects to include more adequate baselines and indicators at product and outcome level. These should

at least measure relevance, effectiveness, efficiency and sustainability. Progress needs to be made on feeding and using available corporate monitoring instruments that can facilitate more cautious assessments. That includes the possible introduction of experimental or quasi-experimental models capable of indicating more precisely the interventions that work better and why they work better. It should also include indications of the cost-effectiveness of UNDP's interventions.

**Recommendation 2. UNDP Angola needs to strengthen formal and informal means of proactive dialogue with Angolan partners at the level of decision-making, and with technical implementation staff. This applies particularly to sensitive areas in which UNDP could have a greater impact while carrying out its mandate and more significantly contributing to national priorities.** The Government of Angola recognizes the relevance of UNDP's contribution to the country's development. However, more proactivity by UNDP Angola is expected for closer dialogue and better communication, particularly at the mid-ministerial level. This would enable UNDP to carry out its mandate more effectively and work with the Government in areas where it has comparative advantage and can contribute with proposals that clearly align the country's development needs with UNDP's added value. Specific relationship strategies need to be established to better articulate relations and activities and leverage synergies. UNDP should consider a new round of negotiations on potential Government funding to allow UNDP's focal points to be introduced at priority agencies. This would enable them to work more closely with their Government counterparts to improve the effectiveness of dialogue, overcome obstacles and systematically identify more innovative areas of action.

**Recommendation 3. UNDP Angola should concentrate interventions in fewer and more strategic areas where it can add more value. It should avoid the necessity of managing projects with smaller budgets where UNDP's contribution cannot be sustained.** There needs to be a greater shift from a project logic to a programme

approach that is focused on results-oriented management, particularly for innovative programming. This would prevent extended intervention periods and help create mechanisms, such as innovative programme designs, that are capable of ensuring the sustainability of contributions. Exit strategies should be aligned with coordinated ownership of these initiatives by Angolan counterparts. UNDP should reinforce its strategy so that it has a more direct influence on reducing poverty and promoting human development. It should focus on measures to promote the empowerment of beneficiaries and to ensure the sustainability of initiatives that may eventually be owned by the Government. The work with business development, and with the private and informal sectors, may contribute significantly to this and should be given more attention. Efficiency, effectiveness and sustainability should be improved. Environment, disaster prevention and reduction, decentralization and responses to HIV and AIDS should also be given more attention in future programming, avoiding small-scale projects of limited scope that consume time and effort. There should be a greater focus on exit and sustainability strategies and transference, and on strengthening national ownership. Given the Angolan context and project-execution limitations, as well as interactions with the responsible agencies and local management, a concentrated, long-term approach focused on ensuring effective Government ownership will certainly produce better results. However, it is recommended that an integrated and coordinated strategy, one that is more directly linked to the above advantages, be adopted to reinforce UNDP's role and contribution to Angola's development.

**Recommendation 4. UNDP Angola should improve knowledge management and better communicate the results already obtained. It should reinforce the exchange of knowledge and the use of UNDP's specialized networks to generate and promote learning that can strategically feed into timely and better informed decision-making.** This will help Angola to promote South-South cooperation. UNDP Angola must make better use of opportunities to position

itself more strategically by better systematizing learning and achievements and sharing its knowledge and results. In particular, there should be more frequent exchanges with its specialized resources, such as United Nations networks, local media, the Government, civil society and academia. UNDP has demonstrated capacity to support the Government in defining a strategy, to promote South-South partnerships and Angola's participation in international fora, as in the Okavango project, and to support the country's participation in relevant international summits. This is clearly a UNDP competence, and the Government of Angola could benefit from specialized support to further strengthen its role in South-South cooperation. The UNDP Country Office, with support from the RBA, needs to be able to show the Government that UNDP can add value to Angola's regional human development work. Using existing networks, UNDP can improve the process of recruiting qualified personnel in those areas where Government is open to collaboration, and UNDP has comparative advantages to contribute strategically. A related issue that should also be addressed is UNDP's lack of a specialized communication department in Angola, including a website in the country's official language. UNDP needs to have a website in Portuguese and improve its capacity to dialogue with the Government and to realize its results. To that end, it should design a communication strategy capable of supporting the programme and of strengthening and expanding UNDP's image, facilitating dialogue between partners, and monitoring outcomes so that they are better explained and disseminated. It has been challenging for the UNDP Country Office to find an appropriate professional for this work in the country. The RBA or the Regional Centre may consider establishing an international post, if necessary, to provide the UNDP Country Office with this much needed support.

**Recommendation 5. UNDP Angola needs to improve efficiency in operations and should invest in an added-value flow analysis of existing operations processes, which are not adequately understood by some staff in programme**

**and operations.** The way that processes are conducted in UNDP Angola is excessively complex. They are poorly understood by many staff, who report insufficient orientation to the processes, causing frequent errors, duplication of efforts and prolonged delays. That can hamper the programme's efficiency and UNDP's image, and adds little value. It is recognized that the processes in Angola follow corporate procedures and guidelines, which may not necessarily be easy to change. The way the guidelines are understood and applied should be reviewed with staff, the aim being to simplify them and eliminate repetition and errors. It is important to engage staff in this process, particularly as the current system dilutes accountability and often duplicates efforts. Better adapted to the Angolan context, accountability layers, checklists and different instruments should be considered to help simplify processes, prevent errors, save time and gain efficiency. The operations team will need to dedicate more time, with programme staff, to developing mechanisms and to frequent reviews so that rules are better understood and incorporated. Particular attention should be given to adjusting to local contexts and routines.

**Recommendation 6. UNDP Angola needs to improve programme efficiency to avoid delays and promote better articulation and communication between operations and programme units and between UNDP and stakeholders.** UNDP needs to introduce measures that address constraints linked to proper and timely follow-up of plans, targets, actions and agreements. Project management structures should also be reviewed, making them simpler and better adapted to the types of projects, the workload, the available human resources and internal capacities. More flexibility should be introduced where possible, in line with the potential of staff and partners. UNDP Angola should also systematically

develop programmes that are better adapted to the Angolan context to increase the agility of its processes, at least internally. It should discuss with partners, the RBA and headquarters, ways of extending the stability and permanence of technical staff; and of promoting greater integration of teams through adequate socio-linguistic competencies, especially at the higher levels of political and technical responsibility.

**Recommendation 7. In coordination with the RBA, the Country Office should examine ways of improving interagency efforts, learning from what has worked well elsewhere in the region, to strengthen coordination of the United Nations System. This will also help reduce dispersion, duplication of efforts, and low cost-efficiency in the use of resources, particularly for future interagency projects.** UNDP Angola should focus more on projects and activities that are coordinated between agencies and truly implemented in synergy, and not in isolation, by each agency. Like its resources and responsibilities, interagency projects should not be simply divided between agencies, they must be shared for coordinated action and improved results. The objective of interagency actions is to stimulate the unique values that each agency may add, so that together a greater result may be achieved. Interagency initiatives should not be a set of separate and isolated activities without synergistic engagement, but should allow the exchange of comparative advantages. If joint programmes are to be continued, particularly those involving jointly managed funds, UNDP needs to develop ways to improve the efficiency of its management and to coordinate its programmes in a more strategic and integrated manner. It should leverage thematic group synergies and the value added by each agency to justify investments in joint initiatives. This often requires additional efforts, but these are justified if they produce enhanced results.



# TERMS OF REFERENCE

## 1. INTRODUCTION

The UNDP Evaluation Office conducts country programme evaluations, known as Assessment of Development Results (ADR). They are conducted under the general provisions contained in the UNDP Evaluation Policy. The overall goals of an ADR are to:

- Provide significant support to the function of accountability of the Administrator of UNDP in informing the Executive Board of the member countries;
- Support greater UNDP accountability to their stakeholders and national partners in the country where the programme runs;
- Serve as a means of ensuring the quality of UNDP interventions at national level
- Contribute to learning at the institutional level, regional and national levels.

The Evaluation Office will conduct an ADR in 2012 in Angola. This will contribute to strategic planning of the new country programme to be prepared by the UNDP Office in Angola along with Government partners.

The ADR will be conducted in collaboration with the Government of Angola and civil society, the private sector and academia, who will be part of a National Reference Group responsible for facilitating the access of the evaluation team and the data necessary to safeguard the independence of exercise.

## 2. CONTEXT

### SITUATION ANALYSIS

Angola is an African nation with a population of 19.1 million, which geographically occupies

a total area of 1,246,700 km and is administratively divided into 18 provinces. The age structure of the Angolan population is characterized by a predominance of younger people – below 30 years old – which puts a great deal of pressure on the education, health and production systems. The national economy has shown no capacity to absorb the number of people each year heading into the labour market.

Since the end of the 27-year civil war in 2002, Angola experienced rapid economic growth thanks to the country's diamond and oil industries. But with the fall in oil prices and GDP in recent years, the challenges of managing its natural resources and ensuring debt sustainability over the long term, improve its economic competitiveness and diversify its economy have become more evident.

Socioeconomic indicators showed some progress in the last 10 years, but many challenges remain. It is a middle-income country, with a low human development index (HDI). In 2011, Angola ranked 148 (1-178)<sup>1</sup> in the HDI global ranking, with a score of 0.486. Income distribution remains highly unequal. It is a country that still produces little and imports most things, which makes the standard of living extremely expensive, especially in the Luanda, the capital.

On MDG achievement, Angola has progressed in universal primary education (MDG 2), reducing child mortality (MDG 4) and improving maternal mortality (MDG 5). However, it is noted that more effort and reforms are still needed for the country to achieve the MDGs, particularly goals related to extreme poverty (MDG 1) and environment (MDG 7). With respect to gender (MDG 3), there is an increased participation of women in Parliament and Government as a



whole and equality has almost been achieved in schools. However, women remain most affected by budget cuts and inflation rates. Particular progress was made in 2010 with approval of the Law against Domestic Violence.

A situation analysis of the country prepared by the United Nations in 2002, or Common Country Assessment (CCA) is still relevant today, and shows that little has changed especially in terms of inclusive development and improving the living conditions of the poorest. Although the war has removed some problems, the peace situation highlights underlying problems that are yet to be solved: the right to personal security and physical integrity; the right to development, the right to survival, and to a long and healthy life; the right to protection; and the right to participate in the country's public affairs.

The main challenges to progress identified in 2002 were: post-conflict measures for national reconciliation; urban poverty; recovery and rural poverty reduction; rapid population growth and urbanization; economic diversification and development; reconstruction of social sectors; effective national response to HIV; and good governance.

The main opportunities were: a chance for sustainable peace; rising oil revenues that could promote significant post-war recovery and rapid progress towards international development goals. The main threats were (and remain): rising social inequality; HIV; risk of social conflicts due to growing frustration and resentment over lack of opportunity.

In recent years, Angola has moved from a post-war scenario to one that has slowly started to focus more on plans for medium- and long-term sustainable development, and has addressed the challenges of diversifying its economy sustainably and improving its social indicators.

In 2010, the country adopted a new constitution, which established a parliamentary

presidential system. The President, Jose Eduardo dos Santos, and his party (the Popular Movement for the Liberation of Angola) have been in power for 32 years, today holding 191 of the National Assembly's 220 seats. Limited anti-government demonstrations have occurred in Luanda and Benguela. Elections are expected by the end of 2012.

### **THE RESPONSE OF UNDP PROGRAMMES ACROSS THE COUNTRY BETWEEN 2005 AND 2013**

During the period under review, two programme documents were prepared in collaboration with the Angolan Government:

1. The Country Programme Document (CPD) 2005 - 2008; and
2. The CPD for 2009 - 2013.

The CPD 2005 - 2008 emphasized four main themes:

- 1) Improvements in economic governance and poverty reduction, including mitigating the impact of AIDS, malaria and tuberculosis;
- 2) Government ready to meet emerging issues related to justice, decentralization and improving public participation;
- 3) Environmentally sustainable development; and
- 4) Consolidation of human security and freedom of access under the broader theme of crisis prevention and recovery.

The current CPD 2009 - 2013 works in the following four areas:

- 1) Poverty reduction and MDG achievement;
- 2) Democratic governance;
- 3) Crisis prevention and recovery; and
- 4) Environment and sustainable development.



The focus of the work in these years was primarily in the development of institutional capabilities in:

- a) Governance, justice, information and data for development;
- b) Social sector, in particular HIV and AIDS; and
- c) Sustainable economic development.

In drafting the country programmes, account was taken of the CCA developed by the United Nations in 2002 and United Nations Development Assessment Framework for each programme cycle.

Below is the list of development results (outcomes) of the two programme cycles to be evaluated:

<b>Table A1. List of outcomes per programming cycle</b>	
<b>CPD 2005 - 2008</b>	
1.	Public institutions strengthened at national and provincial level for improved economic governance and sustained poverty reduction.
2.	Strengthened national capacity to organize free and fair elections.
3.	Decentralized governance in an efficient and effective way with increased participation and representation.
4.	Improved efficiency and transparency with accountability and transparency in public administration and civil service, strengthened rule of law, citizens' rights protected and enhanced access to justice.
5.	Security and access consolidated – National capacity strengthened to define and implement the disarmament plan. Strengthened capacity of community leaders for prevention and conflict resolution.
6.	Access to safety consolidated. Strengthened national capacity to manage, coordinate and prioritize all aspects of mine-explosive actions (assistance to victims, education for risk reduction with mines and demining) and implementation of national obligations under the Ottawa convention. Mine action operations.
7.	Environmental action plan and national biodiversity strategy and action plan implemented.
8.	Institutional capacity developed in the government, civil society and private sector to plan and implement multi-sectoral strategies that limit the spread of HIV / AIDS and mitigate its social and economic impacts.
<b>CPD 2009 - 2013</b>	
9.	National development planning based on MDGs to promote inclusive growth and income generation.
10.	Favourable business environment to promote private sector development with focus on the poorest.
11.	Issues related to HIV/AIDS integrated and implemented effectively to national and local development.
12.	Strengthened national capacities to integrate environmental issues into development plans and programs.
13.	Strengthened capacity of state bodies at national and local levels.
14.	National cohesion and democratization accelerated.
15.	Human Security consolidated through strengthening national capacity to manage the impact of natural disasters and mine action explosives.

The project portfolio is distributed in five general thematic areas.

<b>Table A2. Financial and programme overview</b>			
	<b>Total expendi- tures (2004-2011)</b>	<b>% of programme</b>	<b>No. of projects</b>
Poverty Reduction and achievement of the MDGs	\$ 147,010,260	61.4%	65
Democratic Governance	\$ 16,527,652	6.9%	29
Environment and Sustainable Development	\$ 7,334,450	3.1%	13
Crisis Prevention and Recovery	\$ 21,786,408	9.1%	52
Unspecified	\$ 46,721,856	19.5%	64
<b>TOTAL by area</b>	<b>\$ 239,380,626</b>	<b>100.0%</b>	<b>223</b>

Source: ATLAS

### 3. OBJECTIVES, SCOPE AND EVALUATION QUESTIONS

The objectives of the ADR for Angola are:

- Provide an independent assessment of the progress made towards achieving the expected results (outcomes) as identified in the UNDP programme documents. The ADR will also highlight unexpected results (positive or negative) as well as any missed opportunities, if relevant.
- Will present an analysis of the strategic positioning of UNDP and the added value of its response in relation to national needs and any changes in the national development context.
- Show the results achieved and lessons learned to illustrate what worked well and what worked less well, and provide a set of recommendations for UNDP and the Government to allow for adjustments to the strategy for the next programming cycle.

#### THE SCOPE AND FOCUS OF THE ADR ANGOLA

The evaluation programme will cover the current and previous country programme cycles (2005-2008 and 2009-2013). The evaluation will cover the period of 2005-2011 and will review the portfolio of activities of the UNDP programme during the period under review, specifically examining

UNDP's contribution to development results at country level. It is not a sum of project evaluations, but an analysis of the relationship between macro inputs (including the portfolio of projects), outputs and especially outcomes. The projects and programmes focusing on a particular outcome should be analysed in an integrated manner.

The ADR should analyse the experience of UNDP in Angola and its contribution to solving the political, economic and social challenges of the country within the national context and institutional changes in the strategies of UNDP to support a country in transition out of the post-war phase and moving toward a work context that is no longer humanitarian, but focused more on the country's development agenda.

It will be important to investigate how UNDP was able to assist in building capacity for better human development. Access to and relationships with the Government should be examined to understand how it sees UNDP as a strategic partner, not just financially but for its technical input. Past contributions and UNDP's future readiness to further contribute to the decentralization process may be a relevant area of examination, as well as analysing UNDP's contribution to the institutional development of Government and civil society, plus how UNDP's support has contributed to promoting diversification of Angola's economy and improve its economic competitiveness.

UNDP's effectiveness and efficiency in developing partnerships with different actors and being able to influence and support the Government in promoting national ownership of strategies for sustainable change and inclusive growth are also issues to be considered in this evaluation. It is important to evaluate UNDP's ability to communicate corporate messages (e.g., MDGs, human development, human rights, gender equality) to different parties, promoting the corporate agenda while valuing and supporting the country's demands and sensitivities.

The evaluation should also consider UNDP's progress in supporting the Government's work in developing and implementing strategies for the medium- and long-term to promote sustainable human development, improve socioeconomic conditions, promote good governance and economic stability, promote poverty reduction and long-term sustainable development, and how the partnership has worked to promote more sustainable use of natural resources.

#### **EVALUATION QUESTIONS BY CRITERION OR DIMENSION (SEE EVALUATION MATRIX IN THE ADR METHOD MANUAL)**

The evaluation has two main components: analysis of the development results by subject area, and the strategic positioning of UNDP in the country.

The evaluation will include a comprehensive review of UNDP's programme portfolio (present and previous), including an assessment:

- Key interventions;
- Progress in implementation of the current programme;
- Factors influencing the results (UNDP's strategic positioning, capacities and competencies, support to policy advice and formulation and partnership building);
- UNDP's contribution in the thematic areas related to Millennium Development Goals and the UNDAF; and

- The evaluation should also identify the anticipated challenges and possible strategies for future interventions.

#### **RESULTS BY SUBJECT AREA**

In the analysis of results by thematic area, a set of core evaluation criteria related to the design, management and implementation of interventions will be used.

##### **Relevance:**

- To what extent the intervention's design in the different areas have been relevant to the national strategies, the development challenges and the mandate of UNDP?

##### **Effectiveness:**

- To what extent the results/outcomes planned, respectively, in both UNDP country programmes have been achieved or are on track to be achieved? What are the strengths and weaknesses of the two programmes? Were the positive results or negative, or were they unexpected?
- Is there a need to make adjustments in the programme in the current cycle? Or review the main principles of the cooperation model between UNDP and the Government of Angola for the new cycle.

##### **Efficiency:**

- To what extent the UNDP resources (human, financial, procedures, mechanisms and information systems) were used taking into account the objectives previously outlined?
- Are the resources consistent with the expected goals? What could be done to ensure a more efficient use of resources at the national and corporate level? To what extent the current funding model in the UNDP is the most appropriate for the context in Angola?

### **Sustainability:**

- To what extent are the results sustainable after UNDP's intervention ends? Are the benefits of UNDP's interventions sustainable? How have the beneficiaries (direct and/or final) benefited from UNDP's interventions?
- To what extent has UNDP supported the development of a strategy that enabled the transfer of knowledge? Were there exit strategies planned and implemented?

Note that additional efforts will be made to examine the contribution of UNDP to capacity development, knowledge management and gender equality across all thematic areas.

### **ANALYSIS AT THE STRATEGIC LEVEL**

The evaluation will focus on the strategic positioning of UNDP, both from the standpoint of the organization and the development priorities of the country, therefore it will include a systematic analysis of UNDP's support to the development of development policies in Angola, and a study of the relevance of the strategies used by UNDP in relation to strengthening its position in the field of development and its mandate in human development.

The evaluation criteria to consider in connection with the strategic positioning of UNDP are:

#### **Programmatic relevance, strategic relevance and responsiveness of UNDP:**

- To what extent the programmatic response of UNDP has been relevant vis à vis the national needs and priorities?
- Has UNDP been able to respond to a context of change at the national level, and the urgent demands of their partners? On the other hand, is there the ability to concentrate on strategic issues, without losing focus? How does your ability to respond to national priorities, have been equally consistent with its mandate?

### **Added value:**

- To what extent are UNDP's contributions adding value to Angola's development and to what extent has UNDP been involved in areas where it has comparative advantages in relation to other development partners?

#### **Use of networks and experiences from other countries:**

- To what extent has UNDP used its global networks of knowledge, using specific experiences and knowledge to find solutions and approaches to the problems in Angola? To what extent has UNDP helped the Angolan Government to seize opportunities for South-South cooperation? Have the partnerships' strategies been effective and appropriate?

#### **United Nations values:**

- To what extent has UNDP promoted the values of the United Nations from the perspective of human development: contribution to gender, race and ethnic equality; equity issues in general, including the ability to focus on the poor and those most vulnerable.

The evaluation shall also take into account the influence of the administrative difficulties that may affect the programme and, more specifically, the contribution of UNDP (including issues related to the relevance and effectiveness of monitoring and evaluation).

Within the context of partnerships, the evaluation will also address the contribution of UNDP to coordinate the United Nations system, highlighting the specific topic of the development of joint programs with other agencies, funds and programmes of the United Nations in Angola and the region.

The evaluation criteria are the basis of the evaluation process. The evaluators will use them as the basis of its analysis with a view to producing

findings. The results of analysis of these findings are used to identify the conclusions and make recommendations.

#### 4. METHODS AND APPROACHES FOR THE EVALUATION

The evaluation team is invited to consult and feed a share point for ADR Angola with information.

It is a repository of documents and data that was originally created by the UNDP Evaluation Office, but that should not only be consulted by the team, but the team should also add new information to it. It is a work tool for the assessment team.

The evaluation methodology should be consistent with the methodology presented in ADR method manual (see share point).

The evaluation will document and analyse the results obtained in relation to expected results (outcomes), and the links between activities, products and effects.

##### SAMPLE SELECTION

The selection of sample projects, programs and soft aid activities (not projects), e.g., *policy dialogue, advocacy, technical/policy advice, coordination* will be done during the evaluation's scoping mission.

Criteria for the selection of projects, programmes and activities of *soft aid* for the sample:

- timing – must cover the two programme cycles: 2005-2008 and 2009-2013
- geographic coverage: national; provincial; local; South-South cooperation; regional programs
- type of partnership with the Government, civil society, private sector, academia, media
- activities related to the contribution of UNDP to the coordination of the United

Nations system, including joint projects with other agencies.

- thematic coverage:
  - Poverty reduction and achieving the MDGs
  - Democratic governance
  - Crisis prevention and recovery
  - Environment and sustainable development
- Budget execution of the interventions – small (relevant) and large projects
- Model of execution – NEX/NIM (national execution/implementation) and DEX/DIM (direct execution / implementation – by UNDP)
- *Outliers* (pilot projects, innovations that worked well or did not).

##### THE DATA COLLECTION

At the heart of the process of data collection will be the evaluation matrix (see ADR method manual), which connects each of the evaluation criteria and issues related to data sources and methods of information gathering.

In terms of data collection, evaluation will use a multi-method approach that may include:

- Desk research – The revision of the documents (Documents of UNDP in Angola – CPD, CCA, UNDAFs; Documents relating to programs and projects, monitoring reports, (ROARs – Results Oriented Annual Reports), demographic data, international and national reports, indicators and data on the socioeconomic and environmental situation);
- Workshops, individual interviews and focal groups;
- Field visits;
- Questionnaires, and
- Case studies.



Suitable methods will be defined and justified in the *inception report*. It will be very important to use qualitative methods of data organization and processing of information whether it be derived from interviews and document review (see ADR manual).

## VALIDATION

The evaluation team will use a variety of methods to ensure that the data is valid, including *triangulation* and use of methods of qualitative data analysis. The precise methods of validation will be detailed in the inception report.

## STAKEHOLDER INVOLVEMENT

The assessment will identify key stakeholders, including representatives of ministries and government agencies, civil society organizations, private sector representatives, United Nations agencies, multilateral organizations and beneficiaries to take part in a National Reference Group to comment on the products of the evaluation, checking for factual errors or errors of interpretation and/or omissions or gaps in the information; facilitate contact with key informants and access to necessary documentation and safeguard the independence of the exercise.

## 5. EVALUATION PROCESS

The evaluation will be conducted independently by the Evaluation Office and commissioned consultants, according to the predictions of the UNDP evaluation policy. The Evaluation Office will direct all efforts to ensure the active participation in the evaluation process of interested parties, particularly the UNDP office in Angola, the national reference group and national authorities.

This process can be divided into three phases, each with several steps.

### PHASE 1: PREPARATION

Desk review – Analysis of documents – initially implemented by the Office of Evaluation (identi-

fication, collection and mapping of documents and other relevant data) and continued by the rest of the evaluation team. The review will include analysis of documents related to general development of Angola, as well as an overview of the UNDP programme during the period under review.

Mapping of *stakeholders* indicating the relationship between different groups of stakeholders.

Scoping mission – evaluation design

Main tasks:

- identify and collect additional information, interview UNDP officers;
- validate the mapping of the programs implemented in the country. Finalize sample of projects, programmes and activities of soft aid to be analysed in more depth in the evaluation, identify the projects for field visits;
- define evaluation protocols to be used – identify all suitable methods for the collection and data analysis; and
- address management issues related to the evaluation process such as the division of tasks between team members and the calendar.

This phase culminates with an inception report. There will be a workshop with the evaluation team to prepare for the following phases.

### PHASE 2: DEVELOPMENT OF THE ADR REPORT

Main Mission – The Independent Evaluation Team will conduct a three-week mission with a focus on data collection, analysis and validation of information. The team will consult with key partners and beneficiaries of UNDP and UNDP staff, and conduct field visits to projects previously selected in the inception report.

First period of review and presentation of preliminary results of the evaluation to the reference group.



Depth analysis, synthesis and preparation of the first version of the assessment report. This version will be subject to quality control by the Evaluation Office. A revised version will then be shared with the UNDP office in Angola, the Regional Bureau for Africa and the national reference group for comments. A third version will then be presented during a final workshop with all partners of UNDP – government, civil society, United Nations agencies, embassies and UNDP staff.

The evaluation team, in consultation with the Evaluation Office's task manager, will prepare an audit trail to document how the comments were taken into account in the report.

The team, working closely with Evaluation Office's task manager will complete the evaluation report, based on inputs received.

## **6. ADMINISTRATIVE ARRANGEMENTS**

### **UNDP EVALUATION OFFICE**

The Evaluation Office will coordinate the process and ensure the quality of the assessment and if necessary, participate in drafting the report. The Evaluation Office, will support the team by providing ongoing feedback and ensuring the quality of all products of evaluations.

The Evaluation Office will cover all costs related to the development of the assessment.

### **UNDP COUNTRY OFFICE IN ANGOLA**

The country office will support the evaluation team establish contacts with key partners, make available to the team all necessary information regarding the activities of UNDP in Angola, help organize meetings with stakeholders and provide logistical support (e.g., office space for the team).

The country office will contribute comments to the reports and support the Evaluation Office, and organize the final workshop to present the results of the assessment to all stakeholders.

### **NATIONAL REFERENCE GROUP**

The ADR will be conducted in collaboration with the government of Angola and members of the national reference group.

The reference group will discuss and comment on the evaluation products, checking for factual errors or errors of interpretation and / or omissions or gaps in information.

### **THE EVALUATION TEAM**

The composition of the team will have three to four consultants preferably living in Angola that will be selected by the Evaluation Office. However, if an institution is applying, it shall have the liberty to introduce an alternative composition, using, for example, junior researchers to collect information, or even local networks.

The team should have:

- **One team leader** with experience in evaluation, methods of qualitative and quantitative analysis, as well as experience in conducting interviews and focus groups with different partners. He/she should have knowledge of human development issues and its relationship with the Angolan context and excellent analysis, synthesis and writing skills. He/she will provide direction, leadership and organization to the evaluation process and will focus her analysis on the thematic areas of MDGs, poverty, inequality and exclusion, environment, risk management and natural disasters. Her/his primary responsibility will be to deliver an inception report and the final evaluation report along with team members and in close coordination with the EO task manager.
- **One Team specialist** to provide his/her expertise on issues of evaluation and be responsible for drafting key parts of the report related to the topics of democratic governance, justice and gender equity. He/she should have experience in evaluation, methods of qualitative and quantitative analysis, experience in conducting interviews and focus groups with different partners and knowledge of human

development issues and its relationship with the Angolan context and excellent analysis, synthesis and writing skills.

- One Team specialist/evaluation manager with experience working with surveys, qualitative and quantitative analysis. He/she will support the team with the organization of the evaluation, data processing and presentation, and will draft parts of the report related to the topics of strategic positioning of UNDP, United Nations system coordination and crosscutting themes.

#### Qualifications of team leader:

- Experience in evaluation of programmes and/or public policy, and mastery of techniques and methods of qualitative and quantitative analysis in the field of evaluation and/or research.
- Experience in conducting interviews and focus groups with different partners.
- Knowledge of the issues of human development and its relationship with the Angolan reality, including the issues of mainstreaming gender, race and ethnicity, and strategic thinking.
- Knowledge of Angolan economic reality.
- Excellent analysis, synthesis and writing.
- Availability and suitability for teamwork.
- Master's degree (preferably PhD) in social sciences.
- Proficiency in English and fluency in Portuguese

#### Qualifications of team specialists:

- Knowledge of the issues of human development and the specific areas they are covering.
- Knowledge of evaluation and/or research, including methods and techniques of data collection, interviews, and qualitative and quantitative analysis.
- Degree (preferably Masters) in courses related to the areas to be evaluated or evaluation.
- Excellent analysis, synthesis and writing.
- Availability and suitability for teamwork.
- Proficiency in English and Portuguese

The evaluation team will conduct the work in accordance with rules and standards of UNEG and adhere to the Code of Ethical Conduct.

### 7. EXPECTED OUTPUTS ARE:

- a) An inception report (maximum 15 pages);
- b) An analytical evaluation report (average of 50 pages); and
- c) Presentations at information sessions, if necessary, and at the final meeting of interested parties (*stakeholders' meeting*).

Note: The evaluation process will take about nine months; engagement is expected at specific times and in accordance with the estimated number of days.

## Annex 2

# PEOPLE CONSULTED

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Carlos Andrade Okavango, Basin Steering Committee (OBSC) Member, Okavango Biodiversity Technical Group, Environmental Management of the Cunene River Basin (GABHIC), GABHIC, Angola State Secretariat for Water

Stefano Bologna, Regional Director, UNIDO Angola

Boubou Camara, Former Deputy Resident Representative, UNDP Angola

Biali Camara, Representative, UNAIDS Angola

Gomes Cambuta, Agriculture and Fisheries Sector Coordinator, Chevron

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Jorge Cardoso, Programme Specialist (Governance), UNDP Angola

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Francisco Carranza, Project Coordinator, FAO – Terra

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Perpétua Chaluka, Provincial Director, Women Living with HIV and AIDS group, Public Health

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Flávio Couto, Economist, Ministry of Planning, Government of Angola

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Olaf Jurgensen, Deputy Country Director, Programme, UNDP Angola	Manuel Pessoa, Project Director, USAID
Marco Kalbusch, Human Rights Officer, Deputy Regional Representative, OHCHR, Angola	Samuel Pinocas, Senior Staff, Institute of Training in Local Administration and for- mer National Coordinator, Decentralization project , UNDP Angola
António Kapela, Director, Twayovoka	Josep Puig, Country Director, Spanish Agency for International Development Cooperation
Pedro Kiala, Chief of Department, Ministry of Planning, Government of Angola	Manuel Quintino, Former Project Manager (Okavango)
Yukiko Kumashiro, Former Mission Director, International Organization for Migration, Angola	Maria do Valle Ribeiro, Resident Representative/Resident Coordinator, UNDP Angola
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Maria Leonor Fundanga, First Secretary, Angolan Women's Organization	Walter Sá, Officer, National Directorate of Municipalities, Government of Angola
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Malaquias Tenente, Senior Staff, National  
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Koen Vanirmelingen, Representative, UNICEF  
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Gita Welch, Former Country Director and  
Resident Representative a.i., UNDP Angola





## Annex 3

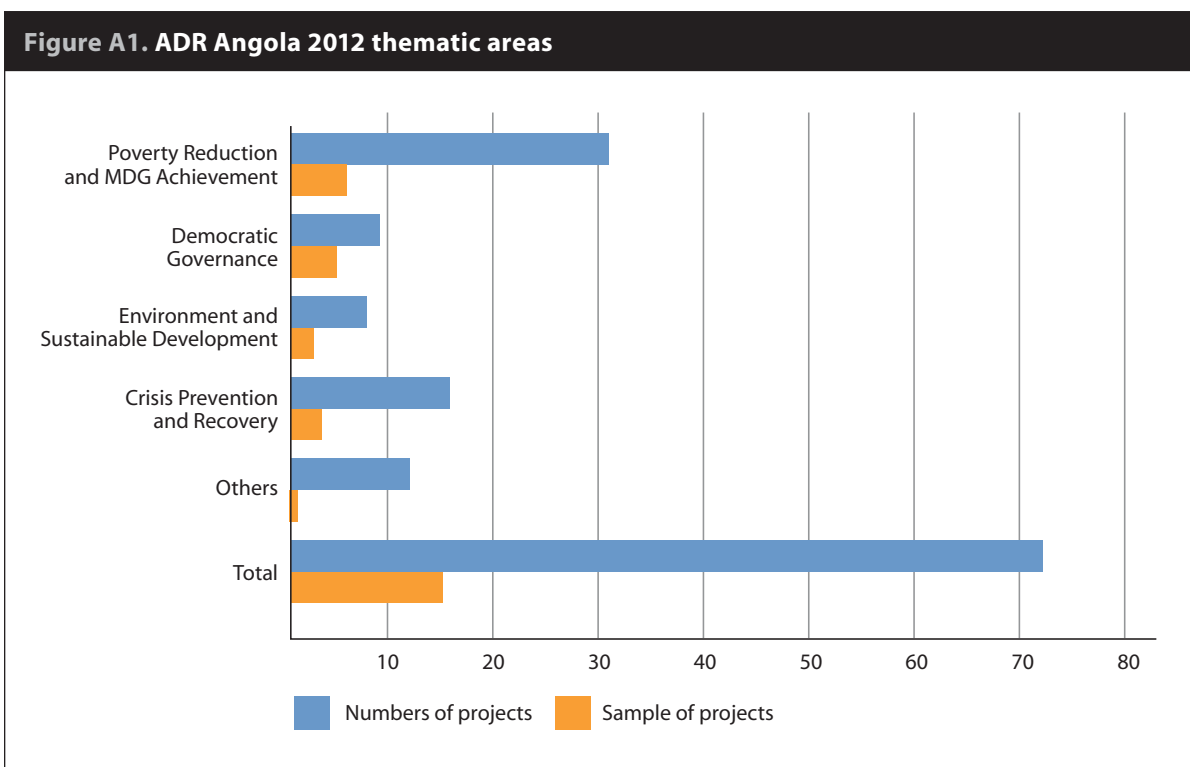
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## Annex 4

# SAMPLE OF PROJECTS ANALYSED



Source: Evaluation Office, 2012







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