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EVALUATION OF THE ANGOLA INDICATIVE COOPERATION PROGRAMME 2004 – 2006



EXECUTIVE SUMMARY

EVALUATION

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The present report contains the **evaluation of the Indicative Cooperation Programme (ICP) of Angola concerning the 2004-2006 period and the respective Annual Cooperation Plans (ACP)**, developed by BDO & Associados, SROC, according to the previous consultation issued by the Portuguese Institute for Development Support (IPAD).

The main **purpose** of the evaluation is to contribute to the subsequent programming, as it identifies improving opportunities on methods, procedures and programmes over future interventions. The main **goals** are: (i) to analyse the PIC's construction process, based on Angola's strategies in the sectors identified in it and the commitments assumed by Portugal in terms of the MDG (Millennium Development Goals); (ii) to analyse the execution of the ACP, in order to assess relevance, efficiency, effectiveness, sustainability and results criteria; and (iii) to formulate recommendations and lessons learned, in order to build a more coherent, effective, efficient, sustainable and result-oriented Portuguese Cooperation (PC) in Angola.

ANGOLA'S NATIONAL CONTEXT

Angola is going through a **peace consolidation** phase (after three decades of civil war, which produced devastating effects on the country) and also experiencing a remarkable economic growth (with rates between 20 and 30% a year), greatly due to the transition from a public property economic system to a democratic regime based on a market economy. The oil sector has been the main responsible for this growth, corresponding to more than 45% of the GDP and 90% of the country's exports.

In spite of this, Angola is still one of the worldwide countries with the lowest Human Development Index (HDI), and it's estimated that **poverty reaches 68% of the population**, with serious deficiencies in several areas (feeding, health, education, employment and basic infrastructures). In this context, the Angolan government established the **Strategy Against Poverty (SAP)**, aligned with the MDG and for the 2003-2015 horizon, which establishes as a **global goal** the reduction of the incidence of poverty to its half, through the intervention in **ten priority areas**.

The institutional bilateral cooperation between Portugal and Angola is developed within the ICP's framework, which is implemented in the form of ACP. A financial package of **48 million euros** has been defined for the execution of ICP 2004-2006.

CONCLUSIONS AND LESSONS LEARNED

The document "Execution of the Portuguese Cooperation Strategy"¹ contains some improvement measures in the context of the PC, which intend to respond to many of the difficulties and problems detected in the present evaluation.

1. Programming and Budgeting

ICP and ACP do not fulfil the needs, as its construction process does not allow an effective and efficient monitoring of the actions, based on a result-orientation management. This occurs because they do not consider the definition of goals, results and the

¹ "Operacionalização da Estratégia da Cooperação Portuguesa"

associated indicators, with the identification of deadlines and quantified objectives. Besides that, they do not consider the **cross-cutting issues**². Concerning the budgeting process, the existing instrument (PO5) does not guarantee a financial commitment for more than one year to the multi-annual projects.

Concerning the **programming and planning process**, the definition and approval of the ICP and the ACP in Angola reveals deficiencies in the phases of needs identification, planning, analysis and project selection, negotiation and approval. Among other reasons, this situation has to do with the insufficiencies on the application of analysis and project selection criteria, on the definition of specific and measurable goals and indicators, on the involvement of all the CP agents, on the approval phases sequence of the ACP and related projects analysis and on the start up of the execution at the beginning of each civil year.

2. Execution, Monitoring and Evaluation

The **available information about the projects execution** is unsatisfactory for several reasons (difficulties with the comparison of financial data, deficient archive organization, unavailability of progress indicators, etc.). On the other hand, the existing data, concerning specifically the projects and generally the Portuguese Cooperation in Angola, is not shared by or available to all the PC actors or the public in general.

Regarding the **projects' execution**, it's important to point out some aspects related with: (i) the funds approval system and the high level of bureaucracy of the procedures implemented, that lead to the reduction of the execution periods; (ii) the absence of systematic monitoring practices of the planned activities and the goals established; and (iii) the project financing system, which is a constraining factor, as the funds are granted only against expenses presentation.

The **project monitoring system** is inadequate, given the lack of standardized monitoring instruments (concerning its content and periodicity), the lack of normalized and structured procedures and instruments, and the absence of a real monitoring of the projects and actions on the field. The information produced daily in this context is not correctly safeguarded, which leads to the loss of access to historical data, crucial within the evaluation process.

3. Relevance and Adequacy of the Programme

Generally speaking, the PC and its instruments ICP and ACP for the 2004-2006 period are **coherent** with the Angolan politics, strategies and development options, failing essentially on its **relevance** due to the lack of clarity on its strategic options. In this context, it is important to mention that: (i) there's no evidence of a definition of priorities neither of a pragmatic methodology of needs identification in the areas of intervention defined as a priority in the ICP; and (ii) the relevance of the PC with Angola is damaged by some dispersion and, most of all, by the lack of a clear emphasis on the goals and by an inadequate diagnosis of the degree of the State's and its employees' capacity at all levels.

4. Articulation Among CP Agents in Angola

There appears to be a weak articulation and communication between the Portuguese and the Angolan **interlocutors**, as the two countries do not show to be lined up in what concerns the judgement over their way of interaction, as well as among the Angolan entities themselves, attending to the fact that the MIREX (Angolan Ministry of Foreign Affairs) isn't able to assume its role of coordination. On the other hand, it is not clearly understood by the Angolan agents that IPAD is the PC **preferential interlocutor**.

The **coordination mechanisms** between the several Portuguese PC interlocutors are also unsatisfactory, especially between the sector ministries. The absence of a solid strategic and instrumental alignment restrains IPAD's performance as the financier, coordinator and monitoring keeper of the PC. On the field, the coordination is also weak, due to the lack of human resources in the Embassy of Portugal in Angola.

Regarding the **civil society**, the articulation between the Angolan authorities and the ONGD in Angola is insufficient.

5. Articulation with Other Donors

² Gender equality, environment sustainability, human rights, vulnerable groups, governance and participation of the society.

Both in bilateral and multilateral contexts, the **articulation with the remaining international donors** is weak, in terms of planning, execution and monitoring. This situation is, in part, due to the lack of response capability from IPAD and from the Embassy of Portugal in Angola.

6. Resources

The **resources use efficiency** in the PC in Angola is facing some constraints, concerning costs containment, the good use of human potential and know-how and technological infrastructure for information sharing. Regarding the **attribution of financial resources**, the system adopted doesn't help the execution of the projects, due to the bureaucracy associated with the approval of current year's funds and past balances.

The **available resources** in the PC in Angola are insufficient, specially in the following situations: (i) the human resources on the field do not guarantee the full monitoring and coordination of the projects with the multilateral and bilateral entities; (ii) the methodologies and instruments used in the conception, monitoring and accompaniment of the projects are limited; and (iii) the Angolan sector ministries show skill deficiencies concerning the survey and analysis of their own needs.

7. Results and Sustainability

The **analysis of the results accomplished** is carried out by the Portuguese agents essentially in empirical and qualitative terms, once there is an effort to supervise the effects obtained, through the monitoring of actions on the field and the use of some effort indicators. In practice, it isn't possible to accomplish an objective evaluation of the effects and results as there is no concrete data capable to support it (specific goals and indicators).

Regarding the **sustainability guarantee** of the PC's interventions in Angola, the good examples follow a certain pattern, visible in the following aspects: (i) conceptual orientation (through the choice of the axis "Institutional Empowerment", aiming the development of skills); (ii) effort on the involvement of local resources; (iii) promotion of the capacity to generate revenues; and (iv) articulation with the ONGD and other civil society structures. However, it is considered as a less positive example the attribution of scholarships system, which is not well managed, as the graduates face integration difficulties in their professional area in Angola.

MAIN LESSONS LEARNED

- ▶ Analysing the projects carried out in Angola within the ACP, the ones supported by MTSS (Portuguese Ministry of Labour and Social Security) are identified as successful cases, particularly in what refers to the needs identification, the timely attribution of financial resources, the projects monitoring and the information sharing of cooperation activities (by Internet).
- ▶ The changes in people are more important and long lasting (because they are auto-reproducible) than the physical structures, even if these have more apparent visibility. This means the involvement of the cooperation agents with the local authorities and communities is important, as happens, for example, with the actions of ONGD ADRA and OIKOS and the executing entities of the Integrated Project of Sambizanga.
- ▶ The delayed availability of the financial resources is a very serious question. Apart from demoralizing the Angolan agents, since it seriously affects the continuity of the projects being carried out, it threatens the reliability between the two partners, for the lack of care in explaining the reasons of the delay.
- ▶ Without the definition of specific goals and support indicators to its monitoring, it is not possible to develop a learning process as a result of the auto-evaluation or of other evaluation schemes.

RECOMMENDATIONS

1. Programming and Budgeting

Adoption of a Single Document, called Multi-annual Cooperation Programme (MCP)

The MCP should be signed between the Angolan and Portuguese governments for a five-year period and contain the strategy of the PC in Angola, its priority axis and respective goals (lined up with the MDG). It will have to be structured in accordance with the methodology of the Logical Framework³. It will also contain a financial package for its validity period, annually distributed.

³ Which defines global goals, specific goals of the intervention, activity results in order to achieve the established goals, activities (where the necessary means to develop the activities and the associated costs are defined), verifiable indicators, verification sources and assumptions.

Development of Dynamic and Normalized Planning Instruments

Within the MCP, two plans should be used: the Project Global Plan (PGP), which identifies the macro perspective of one project or action for its overall period, and the Project Annual Plan (PAP), that details the planning and the budgeting of the activities in annual basis. These instruments aim to replace the ACP, to guarantee the multi-year character of the projects and grant a greater flexibility to the PC in Angola, considering the framework provided by the PPC.

Programming and Planning Procedure Modification

Changes in the programming system will demand procedures adaptations that take in consideration a more active involvement from the Portuguese sector ministries (through the Inter-ministerial Commission for the Cooperation - CIC⁴), and from the Angolan counterparts. In this context, IPAD will have to: (i) establish, in its programming culture, practices for definition of indicators and measurement procedures; (ii) define and make public analysis and project selection criteria; and (iii) analyse the rationality and economic-financial viability criteria for each project, as a pre-condition for its submission to approval by IPAD.

Cooperation Budgeting Improvement

IPAD and the Ministry of Finance will have to accomplish the agreement celebrated in 2006 within the PO5 (cooperation budget), in what concerns the guarantee of the multi-annual commitments, and to communicate the expenditures registration criteria to the institutional agents, in order to incorporate the totality of the expenditures on this Programme, including the ones presently registered within the functioning of the public organisms.

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Incorporation of the Cross-cutting Issues in the Planning Process

For each project included in the PGP, specific goals related with the transversal questions will have to be established, and so the PGP and the PAP will have to contain specific items related to them. This exercise can be supported on training sessions or workshops with specialized international organizations.

2. Execution, Monitoring and Evaluation

Improvement of the Projects' Information System

Several measures will have to be adopted, such as: (i) common structuring of the projects' archives, by type of information; (ii) implementation of an electronic support for these archives; (iii) attribution of different codes to the projects, used both by IPAD and other financing entities; (iii) preservation of the adopted classification for projects throughout the MCP temporal horizon, in order to guarantee the data comparison; (iv) sharing of the information related with the projects financial and physical execution throughout all IPAD's organizational areas, using a common technological platform; and (v) information sharing among the agents of the PC and the public in general, using Internet and Intranet.

Improvement of the Monitoring and Information System

The involvement and responsibility of the Angolan entities concerning the projects monitoring process will have to be greater, by assuring the gathering of the records that support the monitoring indicators. Besides, it's also important the implementing of standardized and simplified instruments of monitoring and evaluating, in terms of content and scheduling and common use by all IPAD's areas.

Systemized Evaluation Processes Implementation

Systemized evaluation procedures will have to be developed and implemented, on its several components (auto-evaluation, programmes and projects evaluation, impact evaluations, etc.), which may constitute continuous and participated learning mechanisms and contribute to the results optimisation.

Adoption of a more Agile Financing System

The speeding up of the financing system has to take place in three dimensions: (i) the funds approval system contained in PAP, which shall not exceed the end of the preceding year; (ii) IPAD's financial autonomy concession, for the simplification of the cooperation's financial execution; and (iii) the project financing model, through the attribution of subsidies, since this practice appears to facilitate the start off of the projects and the increase of responsibility by the Angolan entities involved.

3. Programming Relevance and Adequacy

Strategic Positioning of the CP with Angola

The selection of the strategic areas of the PC with Angola should continue to be based on the adequacy to the development needs established in the SAP and the comparative advantages of the PC, which grant it particular potentialities, namely the Portuguese language and the historical and cultural relationship between Portugal and Angola. The strategy of the PC with Angola will have to allow Portugal to occupy the spaces that only it can occupy, and adopt a concentration resources strategy on areas connected with its specific comparative advantages: firstly, the reinforcement of the institutional and legal structure of the Angolan State and the

⁴ Comissão Interministerial para a Cooperação.

development of good governance processes and procedures; secondly, the development of the university education system according to the Portuguese model and the consolidation of the Portuguese language as the official language of Angola.

Reorientation of the Priority Axis for Angola, under the New PC's Strategy

The next programming cycle should be concentrated on the following priority axis: (i) Education, in Portuguese language; (ii) Institutional Empowerment, at all levels (central and local administration, universities and other civil society organizations) and with special focus on education, finances, health and justice sectors; (iii) Economic and Social Development, incorporating both the clusters logic, introduced by the new PC's strategy, and the integrated and transversal projects in diverse sectors logic (namely agriculture, environment, basic infrastructures, education, social support, job and human resources improvement).

Application of Innovative Instruments in the PC with Angola

The focus on the axis of Economic and Social Development, Education and Institutional Empowerment of the PC with Angola will demand some changes in its ways of acting, through the incorporation or reinforced use of practical and innovative instruments: (i) clusters of cooperation; (ii) integrated programmes; (iii) intervention in international context; (iv) involvement of the civil society; and (v) micro-credit systems. The support to the identification, conception and implementation of clusters should be a PC's responsibility, assuming IPAD a central role (in articulation with the sector ministries and several agents), although the effective coordination should be a responsibility of the Angolan authorities, given the inclusion of other international donors (bi and multilateral) in the implementation of cooperation clusters.

Implementation of Needs Evaluation Mechanisms

The PC should be based on a deep diagnosis of Angola's development needs and focused on the priority areas (aiming the hierarchy of priorities of the PC with Angola). The implementation of evaluation mechanisms of the effective needs will have to integrate the survey of needs next to the PC's beneficiaries (less favoured populations, public employees, universities, companies, etc.) and to consider the real capacities of the Angolans. The survey, the analysis and related conclusions should be structured and systematized in such a way that allows a shared understanding between the PC interlocutors (Portuguese and Angolan).

Integration of the PC's Strategy in Angola with MDG and SAP

The clear integration of the MDG in the PC will demand the construction of a matrix of goals of the PC in Angola, directly associated to the Strategic Vision for Angola, which systemizes the main goals of the SAP, the MDG and the Strategic Vision in a structured form (with goals defined in scheduled terms). This matrix should function as a reference for the construction of the MCP, which will frame the goals and targets for the projects (PGP and PAP). This mechanism will allow the measurement of Portugal's contribution for the MDG in Angola, in the prosecution of its goals, in order to reduce the poverty.

4. Articulation between PC Agents in Angola

Institution of an Effective Coordination between the Angolan Agents

Aiming to stimulate the relations between the Angolan cooperation agents, in favour of the achievement of relevant results regarding the country's needs, the following measures should be considered: (i) creation of a Committee of the Angolan Cooperation, involving all the Angolan ministries, for the promotion of an integrated analysis of the country's needs, the cooperation plans and respective priorities and results; (ii) assignment of the MIREX with adequate human resources, so that it can play its coordination role between the several Angolan ministries and the agents of the PC; (iii) articulation between the MIREX and the Angolan Ministry of Planning, to foment the coherence between the Portuguese cooperation politics and the Angolan politics. These two ministries should be present in the negotiation of the MCP and should participate actively in the Cooperation Committee, as well as in the international donors meetings.

Reinforcement of the Portuguese Agents Coordination Mechanisms

In Angola, the coordination requirement is even stronger when the purpose is to implement new cooperation instruments. For this reason, it's essential to stimulate the coordination mechanisms between the Portuguese and the Angolan PC interveners, applying three types of measures: (i) implementation of Cabinet Councils for the Cooperation, for the establishment of the great orientation lines and the guarantee of the complementarity of the sector actions and the politics coherence; (ii) bring to action the Inter-ministerial Cooperation Commission, seeking ministerial coordination reinforcement and inter-sector accordance; and (iii) clarification of the PC agents roles, as the number of roles that each actor can play (financial, promotional, executors) creates the necessity of developing a clear scheme for functions and responsibilities distribution.

Improvement of the Articulation between the Angolan and Portuguese Agents

Suitable communication and agreement between the Angolan and Portuguese agents is essential for the PC in Angola to reach the desirable results. It should consider the following actions: (i) establishing the privileged interlocutor with IPAD regarding the sector ministries and other Angolan agents (Portugal Embassy); (ii) communicating the Portuguese strategy to the Angolan authorities;

(iii) preparing of the PGP by the Angolan entities in cooperation with the Portuguese counterparts, also in order to promote the appropriation of the projects; and (iv) timely communication of the decisions made to the Angolan entities.

Integration of a Larger Number of Agents in the PC with Angola

The development of the PC in Angola based on new instruments, namely clusters, demands the involvement of a large set of agents in varied specialties, so it will be necessary to create a reference board for the participation of these interveners in the PC (concerning the project presentation, implementation and monitoring). IPAD will have to value even more the civil society actions and consolidate the co-financing mechanisms of the ONGD and also try to be a link of promotion of partnerships between Portuguese and international ONGD.

5. Articulation with Other Donors

Promoting International Donors Meetings in Angola

Periodic donors meetings should be instituted in Angola, led by the Angolan authorities, with the participation of the diverse bilateral cooperation, the multilateral organisms and the civil society. These meetings should constitute a forum for planning, articulation and implementation of actions and results analysis, in order to line up the interventions and to harmonize the procedures. Portugal, through its Embassy in Angola, should have a coordinating role within the work groups for the areas where it holds comparative advantages, and should also support the Angolan authorities as protagonists in these meetings, in order for them to assume their development.

Reinforcement of the PC Role in the Multilateral Institutions

The PC should make some effort to integrate qualified technician in the multilateral organizations, who should be fluent in the Portuguese language and be aware of the Angolan reality, in order to leverage Portugal's comparative advantages in the cooperation for the development of Angola, to maximize the good use of synergies and to make a close follow up of the interventions of multilateral organisms.

6. Resources

Improvement of the Resources Use Efficiency

The use of technical, financial and human resources by the PC in Angola could be more efficient, through the adoption of some rationalization measures, namely: (i) cost savings, for example through the use of shared services and long-distance communication technologies; (ii) use of methodologies and instruments for the allocation of human resources in order to guarantee an adequate performance along the programmes / projects cycles; (iii) the development of adjusted methodologies and monitoring tools, allowing the knowledge sharing; (iv) construction, preservation and sharing of a data base containing cooperation agents and Portuguese technicians available for cooperation with Angola, facilitating the administrative procedure.

Providing for the Angolan Resources Insufficiencies

At least one more cooperation technician in the Portugal Embassy in Luanda will have to be assigned, whose functions should be the permanent monitoring of the PC projects and the multilateral and bilateral entities coordination in Angola. Concerning the Angolan sector ministries, in the Institutional Empowerment axis, a specific monitoring process for competencies development (according with a specific plan) should be considered, in order to overcome the Angolan actual needs concerning the human resources.

7. Sustainability and Results

Results Promotion and Project Sustainability

For a result-focused PC execution, the cooperation will have to be based on long term projects, with pre-defined, controllable and ambitious goals, in opposition to local effects small size projects. In order to be sustainable, the results should be expressed in raised structures, in the capacity to involve the local resources and in auto-reproductive skills, capable of generating revenues. The sustainability criteria will have to be analysed at the time of the projects presentation and, later, monitored according to specific indicators.



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