

**Improving Local Governance in Angola
Strengthening the Links between
Decentralization and Community
Driven Development**

CASE STUDIES

PHASE II

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**For the World Bank Community Driven Development Anchor and
Angola Social Fund (FAS)**

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ACRONYMS

ADMA	Angola Non Government Organization
ADRA	Angola Non Government Organization
CARE	US registered NGO
CB	Capacity Building
CBO	Community Based Organization
CC	Consultative Committee
DW	Development Workshop (Canadian NGO)
EDEL	Luanda Electricity Supply Company
ELISAL	Luanda Sanitation Public Company
EPAL	Luanda Water Supply Public Company
FAS	Angola Social Fund
FDM	Municipal Development Fund
FONGA	Forum of Angolan Non Government Organizations
GEPE	Gabinete de Planeamento (Provincial Government Planning Dept)
GPS	Global Positioning System
IFAL	Local Administration Training Institute (Government)
LNGO	Local Non Government Organization
NGO	Non Government Organization
ODA	Área Development Organization
PAR	Municipal Rehabilitation Program
SCUK	Save the Children UK
SNV	Dutch NGO focused on organizational development
UNDP	United Nations Development Program
UNICEF	United Nations Children's Fund

SECTION 1: INTRODUCTION

CONTEXT AND OBJECTIVES OF STUDY

1. This study is the second phase of an analysis of local governance in Angola. The first phase aimed to identify factors enabling and constraining local governance, from the point of view of local government and of civil society. Phase I also identified opportunities for reinforcing state-citizen co-productive relationships¹. A summary of conclusions from phase one is included in paragraphs 9-13 below.
2. The second phase considers how current programs are dealing with the structural constraints and opportunities identified during phase one. The study aimed to be practice based and produce recommendations firmly based in local reality.
3. The study is part of a three-country analysis by the World Bank, including the Philippines and Zambia, in addition to Angola. The three country studies followed the same questionnaire and gathered similar information to allow for comparative analysis.
4. In the context of Angola, the studies are considered to be very timely. There is a strong drive towards deconcentration and decentralisation in the country at the present time by both government and non government actors, with the aim of bringing governance closer to the population. This study aims to contribute to the debate and help to steer future interventions.
5. While the study highlights a variety of programs aimed at strengthening local government-civil society relationships, a note of caution is essential. Most of these programs are still in the relatively early stages and are continuing to identify the most effective approaches in overcoming constraints. Sustainability remains a live question for most and while the study tries to address this issue, further analysis will be required in the future.

METHODOLOGY

6. Given that there are a number of initiatives in supporting citizen-state dialogue and enhancing accountability, choices had to be made about which projects to include in the case studies. The selection of projects was made on the basis of the following criteria:
 - Inclusion of rural and urban Municipalities
 - Inclusion of programs and projects that would allow for learning from successes achieved

¹ Co-productive relationships were defined by a World Bank report as the process by which goods and services are produced with the assistance of individuals who are not formally part of the producing organization. Goods such as health, education, infrastructure and other items traditionally provided by the state can potentially be facilitated by inputs provided by the beneficiaries or end users (World Bank, 2005a).

- Given that FAS is driving the study, include Municipalities in which FAS has projects
- To select a Municipality that has not received support as a form of control

7. On the basis of these criteria, the Provinces of Luanda and Huambo were selected and the following projects:

- **Luanda:**
 - Municipality of **Viana** and FAS program
 - Municipality of **Cazenga** (Comuna of Hoji Ya Henda) and SCUK program
 - Municipality of **Kilamba Kiaxi** and the CARE program
 - Municipality of **Sambizanga** (especially the Comuna of Ngola Kiluanje) and the DW program
- **Huambo:**
 - Municipality of **Caala** and the FAS program
 - Municipality of **Tchicala Tcholoanga** and the SCUK program
 - Municipality of **Ekunha** and the program of Instituto Marques de Vale Flor
 - Municipality of **Londumbale** that has not had support as a form of control

8. The **methodologies** used in each location were as follows:

- i) Identify main stakeholders in each Municipality, including wherever possible representatives of the ‘three pillars’ of Municipal Administrations, civil society and traditional authorities.
- ii) Semi structured interviews based around the issues raised in Phase I (report and questionnaires).

Limitations

Due to the pressures of schedules, it was not possible to meet with the Provincial Planning Department (GEPE) in Huambo Province.

SUMMARY OF CONCLUSIONS FROM PHASE I

9. ***Opportunities in the context for Local Governance on the Government side***

- i) GoA plans to complete the approval of the package of legislation for deconcentration/decentralisation in the short term and driving the process towards decentralisation is a priority for the Ministry of Territorial Administration.
- ii) The draft Constitution has not yet been approved but in its present form creates space for local governance based on three pillars: locally elected authorities, civil society and traditional authorities.
- iii) There is evidence of increasing transparency at national level of governance and the nascent use of accountability mechanisms.
- iv) The Fourth Committee of the National Assembly (multi party) is mandated to analyse local governance issues.

10. Constraints in the context for Local Governance on the Government side

- i) Fiscal de-concentration and decentralisation remain at a very low level and the legal parameters for the management of funds at Municipal level have not yet been established.
- ii) There are major capacity gaps at Municipal level, both in terms of the number of staff and the limited level of basic education and training.
- iii) Frequent changes of Municipal Administrators leads to difficulties in the continuity of approaches. Where momentum has been gained on participatory planning, this could be lost when Municipal Administrators are substituted.
- iv) Efforts to support local governance between the various agencies engaged in this area have been poorly coordinated.
- v) Women are poorly represented within Provincial Governments and Municipal Administrations contributing to low awareness of gender issues.
- vi) There is limited experience of public accountability and open discussions of local development policies.

11. Opportunities in the context for Local Governance on the Civil Society side

- i) It seems likely that legislation governing NGOs and CBOs will be revised in the medium term, providing an opening for civil society to press for a more *enabling* legal framework for civil society development.
- ii) There is growing recognition on the government side of the capacity shortage in planning and monitoring at Municipal level and of the potential role of civil society organisations in supporting the development of skills in these areas.
- iii) FONGA or another platform could be reinforced to analyse issues of the role of civil society on a broader level i.e. beyond project/programme. This should include analysing the role of civil society in the context of decentralisation.
- iv) Civil society has become one of three pillars for local governance together with elected *autarquias* and traditional authorities within the draft Constitution and national strategy on decentralisation (Republica de Angola, 2001).

12. Constraints in the context for Local Governance on the Civil Society side

- i) Funding to NGOs and CBOs has been short term and fragmented, partly due to donor funding policies but also because civil society organisations have not focused on longer term strategies for funding. In addition, national legislation allows for government of funding of organisations that are considered to be of ‘public utility’ but the process to claim public utility is extremely lengthy and complex and can risk the independence of the organisation.
- ii) Civil society organisations that focused on generic emergency support during the ‘humanitarian phase’ tend not to have developed sector specific skills appropriate and useful in the transition phase.
- iii) NGOs and CBOs need to formerly registered to open bank accounts and manage funds but the legal process is extremely expensive and cannot be done locally.
- v) Overall the legislation is more appropriate for NGOs, there is a lack of a legal and policy framework for CBOs.
- vi) Gender balance is an issue within civil society organisations as much as within the government agencies (less than 10% of heads of organisations were women in a 2003 study, Brathwaite).

13. Opportunities/Constraints for co-production and accountability relationships between local governance and civil society

Opportunities for developing co-productive relationships

- i) There is a growing appreciation that co-working can enhance rather than diminish the role of Municipal Administrations.
- ii) Local civil society has been working for many years to develop skills in the areas of assessment, planning and monitoring as well as in managing budgets and can play a role in supporting skill development within Municipal and Communal Administrations.
- iii) The revision of NGO/CBO legislation could provide a more enabling environment for the contribution of civil society in providing basic services.
- iv) In view of the severe lack of demographic data and information on service provision, collaboration on this area could support more effective planning.

Opportunities for developing accountability relationships

- i) Municipal Administrators gain legitimacy from their participation in chairing or facilitating forms bringing civil society, traditional authorities and the private sector together.
- ii) The Fourth Committee of the National Assembly has the potential to support an analysis of accountability issues and local governance, including the role of civil society.
- iii) New legislation on civil society organisations could enhance aspects of internal governance on aspects that relate to checks and balances in power especially in terms of conflicts of interest and the distribution of goods/services belonging to the organisation.
- iv) Civil society organisations are gaining experience in budget analysis and fulfilment. As this capacity is further developed and implemented, it reinforces downward accountability to citizens.

Constraints for developing co-productive and accountability relationships

- i) The lack of a legal framework for funding Municipal development. Although there are agencies willing to invest in Municipal Development funds, there is no legal framework for co-working in this way.
- ii) When organisations aiming to build Municipal Administrations have not also worked effectively with the Planning and Monitoring Departments of Provincial Governments, interventions can be blocked.
- iii) The low level of training and qualifications are also a constraint to co-productive relationships as they can be threatened by civil society interest in collaboration.
- iv) The lack of a framework for Government funding of civil society interventions, beyond that of Public Utility funding is a limitation on co-working.

SECTION 2: CASE STUDIES

Context of local governance in Luanda

14. Luanda houses some 25% of the national population (approximately 3.5 mn) and is the most urbanized Province of the country with only a small green zone around the city. The city boundaries have grown considerably as a result of population influx during the 1990s due to the conflict combined with natural growth. Currently the geographical coverage of the city is approximately double that of 1980 (DW, 2005). Population size by Municipality varies considerably with an average of 500,000 per Municipality, while Cazenga, the largest, houses over a million inhabitants.

15. A large percentage of the population lives in informal settlements with considerable stress on basic services. As the capacity of the state to provide basic services has been vastly outstripped by the level of demand, there has been a growth in unregulated private provision. Significant percentages of the population in informal settlements are not served by a piped water supply and have to resort to buying water from private sellers. EPAL a public company provides piped water to the 'tarmac' city and to standpipes in the informal settlements. Systems of solid waste disposal through ELISAL, a public company², have very low coverage in spite of being reinforced in recent years. Electricity supplies are provided by EDEL, a public company, and most of the population has access to electricity although with many cuts and through informal and risky connections.

16. In Luanda, a high percentage of children have access to primary education but informal fees for registration, examinations and various other items have become institutionalized to the point that they are often not questioned. Some parents (even relatively poor families) consider they have better control over payments and greater accountability in private education. In relation to health services, while appointments to consult a nurse are often not paid, families buy medicines on the open market as the official supplies are diverted. In this context, there are many challenges to providing effective pro-poor basic services, including the lack of infrastructure, institutionalized acceptance of informal payments, private water suppliers interested in maintaining high prices and very limited fiscal decentralization.

17. In terms of local governance, Luanda functions differently to other Provinces although it is governed by the same legislation³. In theory, all sectors (education, health etc.) report to the Municipal Administrator who coordinates development activities throughout the Municipality. While this system is the practice in other Provinces, in Luanda, *de facto* sectors report to the Provincial Government not to the Municipal Administrator. This leaves the Municipal Administration with a considerably reduced role focused on the distribution of land (extremely important and expensive in Luanda) and the management of public works, roads and markets. In Viana, the Municipal Administration commented that 90% of his time was taken up in managing land and land disputes.

² Elisal is managed by Urbana 2000, a private company.

³ Decree 17/99 – Organisation of Provincial Governments, Municipal Administrations and Communes and Regulamento de Estrutura Orgânica de Governos Provinciais e Administrações Municipais e Comunas, 27/2000

18. In view of this practice in Luanda Province, it is particularly important that programs strengthening local governance address the role and responsibilities of Provincial level planning departments (Gabinete de Estudos, Planeamento e Estatística) and Provincial level technical departments and their linkages with Municipal Administrations, *in addition* to supporting the Municipal level directly.

19. Residents Committees are widespread and continue to have a good deal of influence. They were traditionally linked to the Party but are now appointed by the Municipal Authority. There are currently questions about their role and whether or not they are formally part of the state and, to some extent, a drive from citizens for them to be more representative. Many of the programs are working with Residents Committees.

PROGRAMS IN LUANDA

CARE –Kilamba Kiaxi Municipality

20. CARE has been working in Kilamba Kiaxi since 1999 with the overall objective of enhancing the capacity and accountability of local governance and reinforcing active citizenship. The key element of the work has been the establishment of the Kilamba Kiaxi Municipal Development Forum (FDKK) aimed at bringing citizens together with local governance structures to promote a common vision of development in Kilamba Kiaxi. It was the first program in Angola aimed at large scale, Municipality-wide community driven planning processes, bringing together diverse actors to develop a common vision of the Municipality.

21. There are three principal elements to the programme:

- The *Kilamba Kiaxi Development Forum* itself, initiated in September 2001
- *Representative structures*, Area Development Organizations, engaging citizens from five of the six ‘Comunas’ (sub Municipal administrative structures) together with two standing committees addressing social issues and infrastructural development respectively.
- *A Municipal Development Fund*

Forum

22. When the Forum was initially proposed in 2001, the Municipal Administrator in Kilamba Kiaxi was unsure of whether the initiative would threaten or extend his authority and whether he should participate. To create political space to launch the program, CARE approached the Provincial Government for approval in starting the initiative as well as engaging an Angolan figurehead to increase the momentum and legitimacy⁴. Invitations to the first session of the forum included parliamentarians together with a broad base of key actors in Kilamba Kiaxi: traditional leaders, civil society representatives, religious leaders and the private sector. There was a high turnout for the first meeting, 210 people, and the enthusiasm appears to have been sustained over the years. According to CARE’s records, an average of 175 people have attended the 23 ordinary sessions held since 2001.

⁴ Maria Eugenia Neto, the wife of the late first President of Angola. Maria Eugenia Neto has an interest in Kilamba Kiaxi and has continued her engagement.

23. Key characteristics of the Municipal Development Forum are:

i) *A well developed formal structure* including:

- The post of president elected by members of the Forum for a fixed mandate of four executive sessions. Of the presidents to date, three have been women.
- Written procedures that have been revised at least twice by the Executive Secretariat of the Forum and are in the process of being developed into statutes for approval by the general assembly of the Forum
- Two Standing Committees, one addressing social issues and the other urban planning, comprising staff of the Municipal Administration (Public Works, Social Sectors etc.) together with elected representatives from the Forum.
- Meetings held regularly, approximately every two months

ii) *Broad representation* including the Municipal and Comunal level administrations⁵, NGOs, religious leaders and Área Development Associations. Representation by the private sector has been much lower. Concepts of public-private partnerships are not yet well developed in Angola and there is very limited private sector organization (e.g. chambers of commerce, associations). For these reasons, only a few members of the private sector have seen the value of participation in the Forum.

iii) *Strong and growing credibility within the Provincial Government and Municipal Administrations* especially compared to the early days when the Municipal Administrator was reluctant to participate. In 2005, when the Provincial Governor of Luanda reshuffled virtually all the Municipal Administrators, the incumbent in Kilamba Kiaxi was advised to work in close collaboration with the Forum. It was regarded as a support to Municipal Administration rather than a threat.

Area Development Organizations

24. At the same time as developing the Forum, CARE catalyzed the establishment of Area Development Organizations (ODAs) in Kilamba Kiaxi. The ODAs are informal community based organizations representing an agreed territory (street, quarter, zone, market place). The aim is to: i) link the implementation of development initiatives with the local government planning cycle, ii) enhance the voice of the urban poor in promoting their vision of development and iii) support active citizens in demanding greater transparency and accountability. Although Resident's Associations were already in existence, they were considered to be closely linked to the ruling Party and used principally as an information channel to pass messages to the population rather than serving as a force for active citizenship.

25. A total of 58 ODAs were formed in 5 of the 6 Communes of the Municipality, reaching coverage of 80% of Kilamba Kiaxi (CARE, 2006). The starting point was a CARE supported planning process of 5-6 days that covers delimitation of the geography of the area, awareness raising on planning and the importance of inclusion, crafting a vision and prioritizing projects, including identifying land availability. ODAs then elect 5-6 members to take forward the plan. With CARE's technical support, the ODAs have formed a federation in each Commune with elected representatives to the Municipal Development Forum.

⁵ The structure is National level, Provincial, Municipal, Commune and Zone.

26. Although it is too early to assess whether the ODAs would be sustained if CARE withdrew support, a number of factors tip the balance in favor of sustainability.

i) The Federations of ODAs have made some significant achievements in influencing the direction of investments in Kilamba Kiaxi (see paragraph 32 below) providing a powerful motivation to continue ii) CARE has not provided any financial support to the ODAs, only technical assistance and training iii) the federated network of ODAs at Commune level aims to legalize themselves under the Law of Associations so that each Federation can hold a bank account and take responsibility for local development projects.

27. As noted above, resident's associations were not considered as an appropriate force for active citizenship in the early stages of the program but this has been reviewed. CARE, as the facilitating agency, has recognized that the Resident's Associations and ODAs *both* have a role to play. Resident's Associations continue to have significant influence in the poorest areas in view of linkages to party and state structures. A co-productive relationship is gradually developing between ODAs and Resident's Associations in which both are recognized as having a contribution to make, often towards common goals.

Municipal Development Fund

28. The Municipal Development Fund (FDM) was established in 2004 following a proposal made by the Forum to ensure financial backing to projects. It is the only fund of its kind in the country at the present time. The FDM functions independently with its own Executive Committee comprising a Coordinator paid by and responding to CARE, six representatives of the Area Development Organizations, a representative of religious organizations and three representatives of the Municipal Administration. The Executive Committee is still seeking to recruit a representative from the private sector. Members of the ODAs were asked to take a test before nomination to verify their capacity in financial management and budgeting.

29. CARE provided the initial funds of US\$300,000 and the MDF has subsequently sought to raise funds independently. Recently, a donor has committed a further \$100,000 directly to the MDF for social projects and the Municipal Administrator has launched a fundraising campaign, by contacting potential donors directly. In addition, the Executive Committee and ODAs have been raising much smaller amounts through local businesses at Commune level with a few grants of \$1,000-\$1,500.

30. Project proposals are submitted by ODAs and have to conform to the local development plan and overall priorities for the FDM established by the Forum. Proposals are assessed against a set of criteria that include job creation (at least five temporary jobs), location (within the boundaries of KK), target group (more than 10% of project beneficiaries have an income of less than US\$100 a month) and inclusion. Projects should focus on basic services (water, electricity, solid waste disposal, latrines) and be part of Area Development Plans. There should be partnerships between the ODAs and other actors (e.g. religious associations, private sector). Any project requiring land must ensure that it is legalized. Staffing costs are not allowed to exceed 40% of the total budget. Additional criteria address monitoring and audit systems as well as financial and institutional sustainability.

31. The Executive Committee reviews the proposals and monitors implementation of the projects. Current debates about the future of the Fund include whether separate independent funds should be established at Commune level or whether Commune level should be considered as a decentralized section of the FDM.

32. Major achievements of the Forum, ODAs and MDF:

- i) *Articulating demands for basic services.* For example, the federation of ODAs in one Commune, Golfe II, argued with EPAL for the extension of piped water to their area as a greater priority than to an area that was being newly settled by the middle class in Luanda Sul. This was an important departure for a society that has traditionally accepted and not questioned government plans. The argument was accepted and technical modalities to extend the water supply are being considered.
- ii) *Interest in replication of ODAs.* Even in areas where ODAs have not yet been established, some residents have taken the initiative to set up their own organizations in recognition of their enhanced voice.
- iii) *Approving and managing development projects identified by communities themselves.* The MDF has approved and completed projects including the construction of four schools reaching 2,000 children, three pavement areas for pedestrians and the building for the Forum itself.

33. *Areas that need further development*

i) A CARE internal review in 2005 pointed out that although the Forum has allowed for greater *representation* of the local population and dialogue with authorities, there remains some distance to travel before members are adequately engaged in *decision making* about the program. While representation has grown through the ODAs and other key stakeholders, decisionmaking in the local governance program is still largely focused on CARE itself in combination with local administrations. An ideal type was described in which decision making would be based around the local administration in combination with the Área Development Organizations, NGOs and religious leaders, together with a stronger role for the private sector.

ii) Broader contributions need to be attracted to the Municipal Development Fund, including the government and the private sector. The MDF is addressing this issue and is beginning to have some success from the private sector and donors, although it has not yet attracted government funding.

Issues of sustainability

34. The **sustainability of the Forum** in its present form depends on: i) the future legal and policy framework and ii) ownership of the Forum, including investment in the costs.

In relation to the legal and policy framework, the national strategy for local governance⁶ and the draft constitution (2005) both place emphasis on three pillars as the basis for local governance: elected representatives, civil society (including the private sector) and traditional authorities. However, it is not yet clear what formal

⁶ Republica de Angola (2001) Plano Estratégico de Desconcentração e Descentralização Administrativa, Luanda.

structures will be established under revised legislation to link the three groups. Current legislation⁷ allows for the creation of a ‘Conselho Consultivo’ (the space that the Forums use to legitimise their existence) but the role of this body is intended to be advisory to the local administration as opposed to a joint decision making authority. To ensure the sustainability of the Forum as a joint decision making body, the secretariat will need to observe and feed new concepts into the development of revised legislation in the coming months and years.

35. In terms of ownership and drive of the Forum, at the present time, the Forum is largely owned by the various actors but driven by CARE in terms of funding and time investment by staff. In relation to funding, the Forum is moderately expensive, costing some US\$72,000 per annum in stationery and refreshments. The bigger issue, however, is in time investment. Currently at least two staff members spend a large proportion of their time making the Forum, Area Development Organizations and the Municipal Development Fund function. This level of time investment was not required only in the set up phase; it is required ongoing. The Forum will need to seek solutions that allow for full time salaried posts to undertake this work, but that respond to the president of permanent secretariat of the Forum as opposed to the local administration. Funding of these posts and of the revenue costs of the Forum could perhaps be covered by government grants.

36. How has the program overcome constraints and built on opportunities for local governance and civil society development?

i) By developing the ODAs as well as the Forum, the program has **reinforced the capacity of communities to articulate demands as well as providing them with a structured channel to voice those demands directly to the authorities.** Recent experiences in Forum meetings have shown residents demanding improved channels of communication with the police services and greater speed and responsiveness by EDEL (electricity provider) in repairing street lighting. In both cases, the providers were obliged to respond in the Forum and have made some of the changes demanded.

ii) In a context of very limited fiscal decentralization, the Municipal Authority has limited opportunities to design and budget for development projects based on government funds. The **Municipal Development Fund is providing citizens and Municipal Administration personnel an opportunity to develop capacity** in these areas that should **facilitate transition to a future context of fiscal decentralization.** This includes an opportunity to experience working within principles of inclusive decision making on investments, transparency in systems and procedures and accountability to populations and funders, all of which will also be useful in the future context of decentralization.

iii) In Phase I, frequent changes of Municipal Administrators was identified as a possible constraint to the continuity of programs promoting improved local governance. The Kilamba Kiaxi experience (and that of other programs in Luanda) has demonstrated that **once sufficient momentum has been developed around more**

⁷ Decree 17/99 Organization of Provincial Governments, Municipal Administrations and Communes and Decree 27/00 Regulation of Provincial Governments, Municipal Administrations and Communal Administrations

participatory local governance institutions, they are likely to be sustained in spite of changes in Municipal Administrator. Indeed in the case of Kilamba Kiaxi, the new appointee was asked by the Provincial Governor to maintain the Forum.

iv) The approach in building representation from the ODAs has succeeded in **engaging more women than most other programs**, including as presidents of the Forum.

FAS – Local Development and Governance Approach

37. FAS, the Angola Social Fund, is currently in its third phase (2003-7) operating to date in eleven Provinces of Angola⁸. Its main objective is to contribute to poverty alleviation through two components: Community Development (CD) and Municipal Development (MD). The CD provides and/or rehabilitates social and economic infrastructure, applying a Community Driven Development approach. The component focuses on the provision of basic social and economic infrastructure at community level. It has three key aspects: a) the enhancement of human and organizational capacities at community level, b) the improvement of institutional and communication channels and accountability mechanisms between government, community members and their associated organizations and c) the building of a comprehensive local data base comprising the communities' human, social, economic, organizational, environmental and physical characteristics.

38. The MD component places the Municipal Administration at the heart of the strategic participatory planning and budgeting process. It supports the strengthening of a local governance structure that creates norms and networks among local government agencies and citizens (i) to strengthen local government's capacity to provide services and manage local investments in an accountable manner while (ii) promoting citizen engagement in decision making and public expenditure oversight at the local level (demand side of governance). Additionally, FAS is engaging with national level government structures in order to institutionalize its approach at policy level (supply side of governance). Over the implementation period of the project, municipal administrations together with civil society representatives will be assisted to prepare, finance and implement local development plans in a phased manner according to their own speed and implementation capacity. Those plans are intended to be integrated into the Provincial Government Investment Plans as a means of ensuring that budgets are allocated to the priority issues identified by citizens and reinforce the sustainability of the process.

39. One Municipality in each of the nine Provinces supported by the Municipal Development program was competitively selected on the basis of criteria related to the interest of authorities in participating, agreement by the Provincial Government, access to the area, availability of other services (bank, communications, private sector) and the existence of an active civil society.

40. The principles are the same in all Municipalities although it is expected that progress in each would vary according to local contexts and capacities. The principles are structured as a staged process in which each element of a macro plan must be

⁸ Zaire, Cabinda, Luanda, Bengo. K.Sul, Benguela, Huambo, Bie, Huila, Namibe and Cunene.

achieved before the Municipality can move on to the next stage. The five stages of the process are as follows:

- *Establishing the structure*: contacts and approval of the macro plan with the Provincial Government and Municipal Administration, convocation of the Forum by the Municipal Administration, establishment of mini-forums at Commune level, mapping of local stakeholders
- *Situation analysis*: preparation of a Municipal profile by the Forum
- *Visioning*: elaboration of the Municipal Development Plan (MDP) by the Forum and negotiation with the Provincial Government Investment Plan
- *Implementation*: mobilization of additional resources and implementation of the MDP by the Municipal Administration under Forum scrutiny
- *Revision of plan*: adaptation and update of the MDP according to achievements and lessons learned

41. In terms of *funding* to the MDP, FAS will contribute with grants when Municipalities reach the third stage (as yet no Municipality has reached this stage). In relation to funding sustainability, one of the FAS strategies is first to help the municipalities to negotiate the MDP with the Provincial Government in order to include the components of the Plan in their respective bi-annual Investment Plans and second to provide the municipalities with grants to be matched with the government, private sector and community contributions.

FAS Viana Municipality Pilot

42. The Municipal Development activities in Viana were launched in October 2003. FAS initially made contact with the Provincial Government and the Municipal Administration to explain the program and ensure their interest and commitment to the process. Subsequently FAS sent invitations to a first meeting to a broad representation of community leaders with links to Viana: parliamentarians, residents' committees, religious leaders, political parties, NGOs. Radio messages were also used to encourage attendance at the first meeting in October 2003. The response was enthusiastic. The Viana Development Forum was established at the first meeting and the President (former Municipal Administrator) and Executive Secretary elected. Since the inauguration of the Forum, the number of members has grown to 217 but with a low representation of women at only 23. In practice, however, regular attendance of meetings is variable but usually over 100.

43. There are four elements to the structure of the Viana Forum:

- The *Executive Secretariat* that coordinates and implements the decisions made in the Forum and the *President's Office* that chairs the meeting of the Forums.
- *Representative Committee* (Conselho de Representantes -CR) that is a smaller body than the Forum and is consultative not decision making. It prepares the Forum meetings, analyses strategy and follows up on decisions made by working groups. The CR is also trying to extend representation within the Forum itself to ensure that it includes two people from each area.

- *Two working groups* subdivided by economic and social issues. There were previously five working groups but these have been reduced based on experience.
- *Mini Forums* at Commune and Bairro levels that are still in the process of establishment. The aim is to bring around 3 bairros together, creating a total of 8 mini forums bringing decision making closer to local residents. The mini forums will have representation in the Municipal level Forum.

44. There is a question of the independence of leadership of the Viana Forum. The first elected President of the Forum was the (then) Municipal Administrator. This differs from the Kilamba Kiaxi approach in which the President has always been an individual independent from the Municipal Administration. The Viana approach has reinforced ownership of the Forum from within the Municipal Administration but could potentially limit the level of independent analysis. The challenge will be to gradually facilitate discussions about the independence of the Forum as well as analyzing the articulation between the Municipal Administration and the Forum.

45. The Forum has also demonstrated the importance of ongoing and active community mobilization. The mini forums under development will be the principal tool of local mobilization, in the same way as the ODAs in the Kilamba Kiaxi approach.

46. **Issues of sustainability**

i) *Legalization of the Forum.*

As with the Kilamba Kiaxi Forum, FAS aims to encourage sustainability by ensuring that the Forum has its own statutes (currently in draft form) and that the constitution is based within national legislation. Both Kilamba Kiaxi and the Viana Forum, currently function under the space created for a consultative committee through local governance legislation 17/99. However, this legislation only allows for the establishment of an advisory body to the Municipal Administrator, rather than a decision making body. An alternative has been considered in legalizing the Benguela Forum promoted by FAS under the Law of Associations (1992) that usually applies to NGOs. However, questions have been raised internally about the appropriateness of this approach. More work will need to be done by the Decentralization Working Group in supporting the Ministry of Territorial Administration to analyze an appropriate legal framework for independent decision-making Forums.

ii) *Funding of Forum expenses*

The Forum currently has no independent funds for its own administration and at present continues to rely on FAS. FAS opened a bank account with joint signatures between (FAS and the Executive Secretariat of the Forum) but no funds have yet been deposited. However, there are growing signs of support beyond FAS. The Municipal Administration is analyzing which local buildings could be used for Forum meetings and some Forum members have contributed to basic administrative expenses. As with Kilamba Kiaxi, it is essential that more work is undertaken on how to support the administrative expenses in a sustainable form.

iii) *Importance of Municipal Profiles in Sustainability*

FAS is investing in detailed profiles of each Municipality supported by the Municipal Development program. These are extremely important not only in terms of information for planning but also to reinforce the confidence of the Municipal Administration and Forum in sustaining the strategic direction of plans, given that plans are increasingly based on robust information.

47. How has the program overcome constraints and built on opportunities for local governance and civil society development?

- i) In the same way as Kilamba Kiaxi, the Forum **is providing a space for citizens to participate in development planning and to articulate demands on the administration and service providers**. This contributes to overcoming constraints on public accountability. The mini forums currently being established are similar to the Kilamba Kiaxi approach of engaging citizens at local level and electing representatives to the Municipal level.
- ii) A **shared ‘road map’ of the process** (the Strategic Plan in supporting Municipal development) was agreed with the Municipal Administration and Provincial Government at the beginning and has **helped to increase commitment to the process**. It is also helpful in monitoring progress and clarifying future direction as there are shared criteria for moving on to the next phase.
- iii) In the same way as Kilamba Kiaxi, the future **municipal fund will help to overcome capacity constraints** as Municipal Administrations, together with citizens, have the opportunity to practice planning and budgeting.
- iv) FAS is able to demonstrate considerable **investment in social infrastructure** through the Community Development Program. This component **helps Forum members to maintain motivation** even though seeing tangible results of enhancing accountable governance can be very slow.
- v) In recognition of the low representation of women, the program has tried to **‘headhunt’ women to become part of the Representative Council** and has successfully increased the number of women engaged at that level.
- vi) To **overcome data constraints** and support planning capacity based on concrete information, FAS has supported the development of a **Municipal profile** (situation analysis).
- vii) In **recognition of capacity gaps** FAS is facilitating one member of staff to participate in a year long course promoted in partnership with UNDP through IFAL (Local Administration Training Institute, a government body) and has **provided multiple short courses**. However, the training has tended to focus on members of the Forum without a specific focus on the capacity development needs of Municipal Administration staff. In addition, to capacity development through IFAL, FAS has financed international field visits to expose staff of the Municipal Administration and Provincial Government to other development planning and budgeting experiences.

Development Workshop – Municipality of Sambizanga

48. DW has been working in the Municipality of Sambizanga since the late 1980s on enhancing urban informal settlements, especially in relation to water and sanitation. The work has always been undertaken in close collaboration with the Municipal Administration and based on this long-term investment, DW has a very strong base in institutional legitimacy and trust. DW’s recent work has focused on strengthening

civil society engagement with the annual Municipal planning process, starting at Commune level and consolidating up to Municipal level. DW is also supporting the Luanda Provincial Government in its capacity to collect and analyze data, particularly in mapping and population data. The work aims to put into practice the most positive aspects of Urban and Rural Planning Legislation of 2005 (Lei de Ordenamento do Território, 2005), especially in relation to Article 21 of that legislation referring to the right of the public to information and to participation. Following the government process, plans are developed at Communal level, consolidated at Municipal level and then submitted to Provincial level for approval and integration into Provincial level plans.

49. As distinct from CARE's work in Kilamba Kiaxi and FAS's work on Municipal Development the *focus* has not been on developing a forum but rather on reinforcing capacity in planning and budgeting at Communal and Municipal levels and more closely linking plans to the annual Provincial level planning cycle. The program has involved five day training sessions at Communal level on planning and seven days at Municipal level. The training brings together civil society members and administration staff. Through this joint working, a forum is beginning to develop at Municipal level but the Forum was not the initial objective.

50. Participants in the training and planning process include governmental actors, political parties, service providers (EPAL, ELISAL, EDEL that are public companies), the private sector, local associations of active citizens, religious groups and residents' associations. The extent of representation of each of these groups varies by Commune; in some (e.g. Bairro Operario) the strongest representation is from residents associations while in Ngola Kiluange, the religious organizations are the strongest numerically. As in the other Municipalities, women's representation is extremely low (only 9% in Ngola Kiluange but higher – 21% - in the Bairro Operario where residents associations are stronger).

51. The participatory planning system recognizes that in order to ensure that citizen priorities are reflected in budgets, it is essential to reinforce planning and budgeting linkages between Commune-Municipality-Provincial levels. Program staff considers that the approach is beginning to demonstrate some evidence of effectiveness. In Sambizanga, the first planning cycle identified the secondary and tertiary road network and personal security/community policing as priority issues. The following year there was an increased emphasis on these areas (in plans and budgets) and citizens noted an improvement. In addition to reinforcing linkages between different levels of local governance, the fact that DW capacity development is supporting citizen understanding of budget setting and the state planning cycle aims to develop capacity to *monitor* the implementation of the Municipal Plan and budget.

52. From the perspective of the Municipal Administration, Sambizanga Administration has recognized the value of participatory planning, not just as an exercise and improved product but also in terms of the principles of good governance. The plan itself and the data collected during the process are also valuable and, according to the Municipal Administration, used on a regular basis.

53. In relation to funding to implement the plan, as with other Municipal Administrations, Sambizanga Municipality receives funds for approved projects and

for revenue costs from the Provincial Government into a Municipal level bank account. However, banks providing services to the state are parastatals (not commercial banks⁹) and the accounts have limitations. Municipal Administrators are not able to withdraw cash and payments to suppliers are made by way of payment orders (*ordens de saque*). They are also not able to receive funds from external donors. Not all suppliers are willing to accept money orders as there may be delays in payment. The accounts function effectively as a deconcentrated account of the Provincial Government and payments can only be made for approved plans and budget lines established at Provincial level. The vast majority of funding is absorbed in revenue costs (especially salaries) and there is very limited funding for development projects.

54. Issues of sustainability:

- The frequency of the Planning Cycle. **An annual planning cycle with investment in training at each stage and workshops lasting a week in each Commune may be difficult to sustain.** In addition, the resulting plans are too ambitious to complete in a single year. While maintaining links to the Provincial Government annual planning cycle is essential, adaptations and a lighter process may be needed. One possible approach for the future currently under discussion is to promote multi year plans with six monthly expenditure and progress reviews.

55. How has the program overcome constraints and built on opportunities for local governance and civil society development?

i) In common with experiences in Kilamba Kiaxi and Viana, Sambizanga Municipality has also attempted to address the issue of **additional funding to implement citizen-identified projects** (in addition to the inclusion of projects in Provincial level plans). A donor conference was held at Municipal level aimed at raising money for components of the MDP but was poorly attended and did not result in increased resources. DW were planning to learn more from the Kilamba Kiaxi experience of a Municipal Development Fund and possibly replicate the experience in Sambizanga.

ii) DW's work in collaboration with Sambizanga Municipal Authority is attempting to **build on opportunities created by the revision of legislation** (Lei do Ordenamento do Território, 2005) by basing the approach within existing citizen rights to participation and information. The Sambizanga experience, together with similar DW supported work in Cacuaco, could also feed into the regulation process of that legislation¹⁰.

iii) DW's work in supporting **data collection and mapping capacity at Provincial level** is also building on an opportunity created by the severe lack of data for planning.

⁹ Phase I of this study observed that only Provincial Governments are able to hold accounts in *commercial* banks but Municipal Administrations can hold accounts in parastatal banks such as the Banco de Poupança e Crédito and Banco de Comércio e Indústria.

¹⁰ The Lei de Ordenamento do Território has not yet been 'regulamented' i.e. more details procedures established.

SCUK – Commune de Hoji Ya Henda e Município do Cazenga

56. Save the Children has been working in Hoji Ya Henda Commune of Cazenga Municipality since 2000 through the LUPP program. Hoji Ya Henda is the largest Commune in the Municipality with an estimated population approaching a million. The emphasis has been on mobilizing active citizens and the Commune Administration to meet children's rights to protection and child development. The distinctive features of SC's work are in a) a strong focus and investment on systematic capacity development within the Commune level administration together with a parallel capacity development process with local civil society and b) gradually opening up the Commune level *Conselho Consultivo* to greater representation rather than establishing a new forum.

57. In recognition of the low capacity of the Communal Administration, SC proposed a capacity analysis within the Communal Administration conducted by IFAL (on a consultancy basis) together with DW. Methodologies used in the analysis combined questionnaires with semi structured interviews. Based on the results of the analysis, a variety of capacity development interventions were designed including attendance by the Administrator and Deputy Head of the Secretariat at a 45 day course with IFAL¹¹, a brief IT course and the provision of some basic office equipment. This was considered to be a successful approach to building capacity and had the additional advantage of bringing the technical staff of IFAL closer to the reality of local governance.

58. In relation to civil society development, SC has promoted the development of the Civil Society Alliance in Hoji Ya Henda by bringing together civil society associations into a local network, the Alliance for the Promotion and Development of Hoji Ya Henda, APDCH. In the early stages 23 organizations participated but it had grown to include 37 organizations by 2006. The Alliance has established a coordination unit that is accountable to the general assembly of member organizations and elections are held every three years to renew mandates and elect new members. The Alliance is registered under the NGO law (Lei de Associações). It aims to be as representative as possible including religious organizations, youth groups, women's associations amongst others.

59. In the early phase of establishing the Alliance, civil society organizations tended to be competitive, rather than cooperative, between agencies and had limited capacity to reach consensus. As their confidence and capacity has grown, they have improved the quality of dialogue and analysis of local issues and now refer to themselves as promoting 'unity in diversity'. The Alliance also had considerable doubts about the value of engaging with the Commune level Administration. This has also changed over time as the potential value of contributing to the *Conselho Consultivo* has been recognized.

60. A fundamental aspect of the work of the Alliance has been in supporting all the legalization of its members that remains an extremely expensive process. The Alliance has provided technical support and SC financial support to follow through

¹¹ The course included local government operations, decentralisation and what it means for administrations and various approaches in working with local residents.

the process that can cost as much as \$1,200 per organization. The Alliance also publishes a newssheet on local development. Plans for the future include strengthening relations with the resident's associations and with political parties. Since its inauguration in 2002, the Alliance has held 14 formal meetings with the Communal Administrator. Meetings of the Alliance are also held prior to each consultative meeting at Commune level) to decide on priority issues to raise in the *Conselho Consultivo* and who should represent the Alliance.

61. The strengthened civil society alliance together with capacity development of the Commune level administration has helped to press for extending representation within the *Conselho Consultivo*. Before the work to extend dialogue began, the CC was made up of the Administrator, Secretary, Civil Defense and Audit Depts. Since October 2004 and the establishment of the extended CC, membership includes service providers (EPAL, EDEL), the police, Municipal technical sectors, markets, representatives of the private sector, residents' associations and civil society. Although the CC remains by law a body aimed at providing technical support to the Communal Administrator, in practice it is developing some independence and it is now the civil society Alliance that distributes the invitations to CC meetings. As with CARE and FAS, SC provides financial support to the meetings of the Consultative Committee.

62. The CC approves annual development plans for the Commune, developed by the Commune level Administration with support, analysis and discussion by the CC members. In common with other Municipalities, funds to implement plans are inadequate and this has caused some frustration amongst the members of the CC.

63. Save the Children, in a document analyzing progress within the program, has pointed out that although there is undoubtedly greater citizen participation in debating development within the Commune, decision-making remains largely the domain of the local authorities (Seidi, 2005). The same paper also notes that joint policy setting and decision making requires not only an acceptance and openness on the part of the authorities, but also a willingness and capacity of active citizens to accept joint responsibility. The paper suggests there is more work to be done in both of these aspects.

64. As an example of achievements through greater citizen-state dialogue, the Alliance raised an issue of the lack of water supply over a period of three weeks in a specific zone of Hoji Ya Henda. Three days after the meeting, EPAL resolved the problem and restored the water supply. In a similar way, raising the issue of insecurity in some areas has led to more community policing.

65. Issues of sustainability

- The Alliance is likely to be sustainable even without SC's support as it is clearly owned by the membership and all decisions have been internal to the Alliance. In addition, the Alliance is gaining some experience of independent fundraising, supporting the membership to write proposals that have been funded by at least two sources to date.
- In common with the experience of Kilamba Kiaxi and Sambizanga, the Communal Administration has received financial support to hold meetings

of the *Conselho Consultivo* and this would have to be built into alternative funding sources to be sustainable beyond SC's support.

66. How has the program overcome constraints and built on opportunities for local governance and civil society development?

i) SC emphasized **addressing capacity gaps within the Communal Administration, following an assessment by IFAL**, the government training provider for local administration. This was a useful approach in opening doors to broader collaboration and was a first attempt by IFAL at conducting a capacity development needs assessment in this way. Given the great importance of building capacity within Municipal administrations, collaboration with IFAL on capacity development assessments and planned interventions could usefully be broadened to other Municipalities. This could be combined with support to monitor the effectiveness and impact of interventions.

ii) SC also aimed to **overcome the barriers of local NGOs to legalization**. This could only be achieved at considerable expense but has provided a core group of LNGOs with the experience of legalization and the capacity to guide others.

iii) In **developing spaces for citizen-state dialogue, SC chose to open the existing *Conselho Consultivo* rather than create another body**. This approach has the advantage of being legal from the start and of demonstrating that citizen-state dialogue is possible *within* existing structures. The disadvantage is that it is less independent than the Kilamba Kiayi model and has not been built based on citizen representative structures.

CONTEXT OF LOCAL GOVERNANCE IN HUAMBO PROVINCE

67. Huambo Province and the specific Municipalities were selected for analysis based on the criteria set out in paragraph 6. Huambo is a largely rural Province in which the great majority of population is dependent on subsistence agriculture. The total population of Huambo is estimated as 2.3 million while each of the 11 Municipalities has a population averaging 200,000. The case studies focused on the Municipalities of Caala (population 222,600), Londuimbali (137,800), Tchicala Tcholoanga (177,000) and Ekunha (95,800)¹². In Huambo, the Municipal level population is roughly equivalent to, or lower than, the Commune level population size in Luanda. Huambo Province received amongst the highest numbers of displaced returnees after the end of the conflict, many of whom are still struggling to acquire basic domestic assets. Subsistence agriculture remains highly vulnerable to weather shocks and the soils are so poor that they barely produce sufficient food for survival.

68. Basic services are supplied by public companies to the urban areas but in the rural areas there are virtually no formal services. Water sources (protected springs, boreholes with pumps) are gradually being extended into the rural areas but often by UNICEF or NGOs rather than public companies. In practice the majority of the rural population still uses untreated river water. In most rural areas there is no electricity supply. Rural roads and bridges are a major issue as they have a major impact on the capacity of small farmers to sell produce and in many areas they are in a very poor

¹² All population figures from Huambo, Programa Geral 2005-6 Governo Provincial

condition, virtually impassable in the rainy seasons. While there is a major program for the rehabilitation of primary roads, secondary and tertiary roads come a long way down the priority list.

69. Access to primary education is rapidly being extended into the rural areas and there are fewer informal payments than in Luanda. Huambo Province estimates that some 125,000 children remain outside the system, roughly one third of children of school age. Health services are very poor and more than half of Commune level health posts are not functioning. Health centres have been built or repaired and equipped in all Municipal capitals (Huambo Provincial Government, 2005).

70. In Huambo, the administrative structure follows the legislation of 17/99 and 27/00 in practice and authority has been deconcentrated to Municipal Administrations. All sector heads report to the Municipal Administrator. As in the urban areas, staff are poorly qualified for the posts they hold and the total number of staff is considerably lower than that specified within the regulations¹³. This mainly reflects budget constraints.

71. The traditional authorities continue to play a very important role in village level leadership and the 'soba grande', representing several villages, attends meetings in the Municipal Administration and spaces for dialogue. In addition, the sobas meet with the Municipal Administration on a regular basis, at least monthly. One traditional chief made an appreciative comment that *the government respects traditional authorities*. However, traditional authorities receive a small stipend from the Administration and this inevitably impacts on the independence of the relationship. In practice, traditional chiefs are often regarded as a channel to transmit information and plans to the rural population rather than providing a voice of the rural population.

72. The Municipal Administration does receive funds from the Provincial Government for revenue costs and to implement aspects of the plan approved at Provincial level¹⁴. However, most funding is spent on salaries, including those of the traditional authorities. In Tchicala Tcholoanga, the capital expenditure budget only amounted to 2% of the total while the salaries of traditional authorities were fully 56% of the annual Municipal budget. The Municipal Administrations are also collecting some funds in local fines, payments for market stalls and other forms. These are managed at Municipal level. As described above, Municipal Administrations are not allowed to use bank accounts to write checks or release funds in cash. They are only authorized by the Provincial Finance Dept to write Government payment orders to suppliers.

73. The Huambo Provincial Government has recently published their development plan for 2005/6 including budgets for all key projects. This is a new departure for Provincial Governments and definitely a positive step, revealing a growing level of transparency. However, the plan was not developed in a participatory way, nor is there currently reporting on which aspects of the plan/budget were implemented. Municipal Administrators were consulted on priorities but were not actively engaged

¹³ For example, the Municipal Administration in Tchicala Tcholoanga is allocated 233 posts but actually only has 112 posts filled. In Caala, of 346 posts on paper, only 74 are filled.

¹⁴ Tchicala Tcholoanga reported receiving a total of 94,181,552 Kzr (US\$1,177,269) for the year of 2005/6 and to cover a population of 210,000.

in the capital investment plans. In recognition of weak capacity, the Plan includes an intention to establish a school for training public servants.

Projects in Huambo Province

FAS – Municipal Development Program – Caala Municipality pilot

74. The Forum in Caála was inaugurated in March 2004 and follows the same principles as that in Viana. There are close leadership links with the Municipal Administration and the first President of the Forum was the Municipal Administrator. The highest number of citizens attending the Forum at a single session was 272 but attendance varies considerably and FAS reported some reduction in dynamism in recent months. The Forum has developed Terms of Reference, draft statutes and internal regulations. There are five Working Groups and a Representative Committee. A Municipal Profile, currently being completed, is expected to be very important in facilitating informed planning.

75. The Forum is growing in popularity in that increasingly NGOs aim to have their projects included and discussed at the Forum. GEPE, the Provincial Government Planning Department, plans to visit the Forum to better their understanding of how it functions. However, a comment made by a representative of the religious organizations in the Forum expressed a concern that the Forum may be producing more discussion than action.

76. Mini Forums at Commune level appear to have advanced further in Caala than in Viana principally because various organizations (NGOs) have worked in the Municipality over a number of years in social mobilization. For example, ADESPOU, a national NGO, has been developing community development committees beginning at village level, federating and sending representatives to ombala level (a group of villages with the same soba). The organization of the Forum has benefited from this pre-existing level of organization, but it should be noted that FAS included the level of civil society organization as one of the criteria for the selection of Municipalities to include in the Municipal Development program.

77. There have been various capacity development activities aimed at the Municipal Administration and local associations in recent years by ADMA, ADRA (participatory rural appraisal) and FAS (monitoring and evaluation, financial management, participatory rural appraisal) some of which were quite similar e.g. PRA. Capacity development activities do not appear to have been systematic or well coordinated between agencies. Further, no agency appears to have provided training to traditional authorities, although the latter expressed an interest in access to training.

78. Issues of sustainability

In common with the issues related to Viana Municipality supported by FAS, the sustainability of the Forum will depend on clarifying the legal status, obtaining ongoing funding for the administrative costs of the Forum.

79. How has the program overcome constraints and built on opportunities for local governance and civil society development?

- i) Points raised in relation to the Forum of Viana also apply to Caala
- ii) FAS in Caala has worked to **build on existing networks of civil society organizations** to facilitate the development of the mini Forums at Commune level. In areas where such networks do not already exist, more work would be necessary in developing alliances of civil society organizations (similar to the experience in Hoji Ya Henda).

EU – Program to Support Reconstruction (PAR) – Municipality of Ekunha

80. The European Commission supported the second phase of PAR (Municipal Rehabilitation) Program in 19 Municipalities over the years 2002-5. On the closure of the broader program, five Municipalities, including Ekunha, were selected to support the continued process of establishing an Extended Municipal Consultative Committee (*Conselho Municipal Alargado*) (EU, 2006). The Instituto Marques de Vale Flor (IMVF) was selected to support this process on the basis of having demonstrated effective work in the former PAR program.

81. Many of the approaches in the current program were based on lessons learned during PAR. First, Municipal Administrators and staff had not been sufficiently engaged in the PAR, so the current program places the Administration at the heart of participatory planning and budgeting. Secondly, the PAR was limited to only a few sectors (water/sanitation, health and education) while the current program aims to engage all actors and sectors in the Municipal development process. Finally, PAR found that the Provincial Planning Dept (GEPE) felt undermined, rather than empowered by PAR as the Municipal level was receiving support in building capacity but Provincial level staff felt unable to participate in capacity development activities together with junior colleagues. The current program is making efforts to engage GEPE through direct contacts and visits to the program to keep staff updated with progress.

82. As part of the PAR program, IMVF had developed a very detailed Municipal profile, developed together with sobas and villagers, that includes village level population data across the Municipality. The data is informing the development of the current program.

83. IMVF is focusing on opening the Municipal Administration to citizen-state dialogue, building on the possibilities created by Consultative Committees under existing legislation. The Municipal Consultative Committee, as its name suggests, will be consultative only; it will not have decision making authority. In terms of funding for municipal development projects, the Committee should feed into discussions on planning and budgeting while IMVF aims to support the budget from *inside* the Municipal Administration. Initially small sums will be transferred by IMVF, increasing gradually depending on performance and accountability.

84. The program has a strong emphasis on the representation of constituencies, such that all members of the Municipal Consultative Committee should *represent* a specific entity, not themselves as individuals. An exception has been created in the case of the private sector as organisation is so limited in the private sector. Otherwise, civil

society organizations include delegations of trade unions, the Association of the War Veterans, the federation of Small Farmers Associations, a Cooperative and various religious organisations. In Ekunha, there are three international NGOs that are also invited to participate. Political parties are not included at the present time.

85. The role of the *traditional authorities* is under serious discussion in Ekunha. The major issues are that the authority and legitimacy of the soba is being questioned, especially by the younger generation. A major part of the problem is that government subsidies have changed the role of the soba towards becoming an integral part of the administration and not an independent body. The criteria for payments made to sobas are not clear and has added weight to their loss of authority. Given that the traditional authorities remain the third pillar, it is important that the role of the traditional authorities is given greater emphasis and more discussion.

86. Issues of sustainability

In common with the experience in Hoji Ya Henda, the Ekunha Program aims to work within existing structures and enhance representation and dialogue from within the *Conselho Consultivo*. This may enhance the likelihood of the sustainability of enhanced mechanisms for citizen-state dialogue once support comes to an end.

87. How has the program overcome constraints and built on opportunities for local governance and civil society development?

- i) To overcome the constraint of the limitations of funding available at Municipal level, the Ekunha program aims to **provide direct budget support to approved plans that have been developed together with the extended *Conselho Consultivo***. This is the only experience within the case studies of aiming to provide funding within the system. Part of the objective will be to make demands on accountability, transparency and responsiveness to civil society demands articulated through the *Conselho Consultivo*. Once experience has been gained in this way, it would be useful to compare results in implementing citizen priorities in Municipal development with those of the Municipal Development Fund managed by a committee that includes civil society members (Kilamba Kiayi and FAS).
- ii) In bringing together the three pillars of future *autarquias*, the Ekunha experience will be particularly useful in feeding into debates on the role of the **traditional authorities** in the context of decentralization.
- iii) The program recognizes the need for **developing commitment and capacity in participatory local governance at Provincial as well as at Municipal level** and that this needs to be done sensitively in relation to roles at each level.

Save the Children UK –Municipal Planning for Child Protection – Municipality of Tchicala Tcholoanga

88. Save the Children UK (SCUK) aimed to enhance child protection in areas of high concentrations of resettling populations. Tchicala Tcholoanga was one of the target Municipalities. SCUK has worked in Tchicala Tcholoanga since the early 1990s and already had some credibility and trust in the area. As the populations were resettling in the period immediately post conflict, SCUK promoted a process of developing a Municipal profile focused on child protection issues and children's access to basic services. The process involved training groups of citizens and the local administration

at Municipal and Commune level, including children, residents, religious leaders, and traditional chiefs in identifying the major issues for children and establishing priorities. The training lasted a week in the Municipality and in each Commune and was followed by data collection on the situation of children. A Municipal profile of the child protection situation (including access to basic services) was drawn up together with a Municipal Plan for child protection. The Plan was approved and finalized by the Municipal Administration in early 2004.

89. While the Municipal Administration was fully involved in establishing the planning process, no further capacity development activities were undertaken with the Municipal Administration staff in the early stages. This was later recognized as a gap and a consultant was introduced through SNV to provide training in participatory planning and project monitoring to Administration staff.

90. SCUK encouraged the development of a *Conselho de Concertação* (a more independent terminology for *Conselho Consultivo*) bringing together the Municipal Administration with NGOs, traditional authorities, private sector, political parties and religious organizations. The *Conselho de Concertação* is presided over by the Municipal Administrator and has statutes in draft at the present time.

91. As an attempt to overcome funding constraints, SCUK has supported the Municipal Administration together with local associations in preparing funding proposals for specific projects arising from the Municipal planning process. Some small proposals for school building were funded but donors were reluctant to channel funds through the Municipal Administration, preferring to fund through a partner NGO. This reluctance meant that it was not possible to test methodologies of co-working in funding and financial terms and limited opportunities for capacity development. Inevitably it also reduced ownership by the Municipal Administration over the projects. On the positive side, members of the *Conselho de Concertação* were proud that their planning work and budgeting had resulted in funds to implement the projects.

Issues of sustainability

92. Although the Municipal Administration were engaged in the process from the beginning, the Administration did not have a strong sense of ownership of the process. It had been driven by the agency and aimed to progress rapidly to make real changes for children in the post conflict transition process. However, this type of work requires a long term commitment and is not well suited to achieving rapid results. Subsequent efforts at developing the Consultative Committee may enhance the depth of citizen and state engagement and the sustainability of the program.

93. How has the program overcome constraints and built on opportunities for local governance and civil society development?

i) As in Hoji Ya Henda, the program has built on the **existing structure of a *Conselho Consultivo* to introduce greater representation and inclusion in dialogue and planning processes.** This aims to promote downward accountability from the inside.

ii) To address **resource issues** in implementing the Municipal plan, the program aimed to develop capacity within the *Conselho de Consertação to attract external funding for development projects*. If further projects are funded in the future, the program will need to consider what mechanisms can be used to manage partnership funding in an accountable way. This could draw on the pilots of Municipal Development Funds with an independent management committee or on the Ekunha proposal of channeling funding through the Municipal Administration. Supporting the legalization of CBOs so that they can manage funds related to small projects (as in Hoji Ya Henda) would be a further option.

Control Municipality – No Projects – Municipality of Londuimbale

94. The principal questions in relation to the control Municipality were about the differences in i) mechanisms for citizen-state dialogue ii) citizen participation in planning processes and iii) budgeting for basic services. This is compared with the case study Municipalities that have had support in enhancing local governance.

Responses are based on interviews with the Municipal Administrator. Time limitations did not allow for contacts with civil society.

95. In relation to citizen-state dialogue, the Municipal Administration in Londuimbale referred to a Consultative Committee, but this was limited to the Municipal Administration staff and section heads, while separate meetings are held with traditional leaders. There is no consultation of civil society associations or the private sector on a systematic basis. The only systematic consultative meetings held are with traditional authorities. In terms of identifying priorities, the Municipal Administrator and staff team have undertaken an assessment of development needs in health, education and agriculture but there had been no external participation in the assessment (with the exception of including opinions from traditional authorities).

96. In terms of planning, the Municipal Administration prepared plans for 2006 based on the assessment and submitted them to the Provincial Government for analysis and approval. Municipal level plans were not discussed in public meetings or made available to the public, except as part of the overall Provincial Development Plan that includes all Municipalities and became a public document for the first time in 2006.

97. In relation to budgeting, Londuimbale is in the same position as other Municipalities in that the majority of the limited budget is allocated to salaries and very limited funds are available for investment projects. However, in comparing budgets for investment projects planned for Londuimbale in 2005/6 with other Municipalities in Huambo Province, Londuimbale has equal or slightly higher investment budgets than the other Municipalities included in the case studies especially for water and sanitation and health services.

98. In terms of accountability, the emphasis of the Municipal Administration was on civil society, private sector and traditional authorities being accountable to the Municipal Administration, as opposed to downward accountability to the population. In discussing the possibility of support to develop the capacity of the Municipal Administration, the Municipal Administrator considered that would be extremely useful but that authorization would be required from the Provincial Government.

99. With respect to developing capacity in local governance, the Municipal Administration had twice been offered opportunities of attending IFAL courses but considered that immediate time pressures were too great to risk time out.

100. In conclusion, the case of Londuimbale shows considerable differences from the other Municipalities in relation to the development of mechanisms for dialogue and consultation with civil society. Unlike the case study Municipalities, civil society has not been engaged in Municipal planning processes, nor been invited to participate in the Consultative body, although traditional authorities are consulted on a systematic basis. Accountability tends to be upward rather than downward. There was no significant difference in levels of Provincial Government investment funding between the Municipalities, however, more analysis would be required to assess whether there is any relationship between budget allocations and citizen priorities/performance. There may be a lower drive to develop capacity in local governance in Municipalities without external interventions than in those with local governance programs.

SECTION 3: CONCLUSIONS: STRATEGIC CONTEXT FOR LOCAL GOVERNANCE

Many of the following points are derived directly from conclusions reached through the case study programs. Others have been reached through broader discussions around the case studies.

Opportunities in the development of models for inclusive and accountable local governance

101. There is evidence of a **shift in perceptions on inclusive and accountable governance systems**. Municipal Administrations that have participated in local governance programs tend to be more open and engaged with citizens than in other Municipalities. There is growing recognition within Municipal Administrations of the common interests between citizens and governance in resolving problems. Those Administrations that are not yet engaged in participatory processes have been surprised by comments by Provincial Governors in support of this work.

102. The case studies show a variety of experiences in promoting greater dialogue and more accountable local governance but there **no models as such**. However, the diversity of experiences is a positive factor in the current development phase and offers an opportunity to learn from a variety of approaches. For example, there are a **variety of approaches to representation** in spaces for dialogue (forums, consultative committees) but no conclusions as yet on fundamental questions including linkages with the Municipal Administration structure and financial sustainability in a highly centralized and constrained environment.

103. The various programs have had **considerable success in promoting dialogue** between active citizens and local government structures. There are multiple examples of citizens beginning to challenge authorities and public companies and demand

improvements to services as a right. This is particularly impressive as challenging authorities was extremely rare as recently as five years ago.

104. It has been **difficult for the programs to effectively engage the private sector** and the private sector is not yet well organized in representing different industries. Public private partnerships are also still relatively new. In this context, considerable efforts will need to be made to engage the private sector.

105. Although progress can be reasonably fast in developing spaces for dialogue, **progress tends to much slower in impacting on basic services provision.** This can be frustrating for citizens expecting to see real changes as a result of participation. FAS has an advantage in this respect in that the community development component is providing much-needed social infrastructure in parallel with the municipal development program. This has helped to maintain motivation towards participation in municipal development.

106. The **lack of understanding of downward accountability** is not exclusively the terrain of the government. Some civil society organizations also have a top down understanding of accountability and consider that community level groups should explain to the federations what they are doing, rather than the reverse.

107. Undertaking a **Municipal profile** through a participatory process as part of the initial stages of Municipal or Commune level planning is extremely important to produce accurate data for investment planning.

108. Programs supporting local governance are **gaining in recognition of their value** and several of the case study programs mentioned receiving requests from other Municipal Administrators for support. For most Municipal Administrators, programs in local governance are their first opportunity in receiving support from any form of partner agency.

109. Phase I of the study identified frequent **changes of Municipal Administrator** as a constraint. Phase II has questioned that conclusion in that once systems for inclusive and accountable local governance have been established and are regarded positively, they have been maintained in spite of changes. In some cases, **change has been regarded as a positive influence.**

Opportunities in fiscal deconcentration/decentralization

110. There is **more experience of gradual fiscal deconcentration than was apparent in the first stage of this study.** Most Municipal Administrations are receiving some limited funds if only to pay salaries and do have bank accounts. They are beginning to draw up budgets and argue for plans to be included in Provincial Government planning processes.

111. **UNDP and FAS support to MAT's Fiscal Decentralisation Program** will provide vital opportunities to learn and experiment with approaches to fiscal decentralization in practice.

Opportunities in capacity development

112. Is it essential to **develop capacity amongst civil and government structures** (and preferably with traditional authorities) **at the same time** in order reinforce capacity for dialogue and mutual accountability.

113. There have been considerable efforts in reducing capacity gaps but as a recent study on developing capacity in Angola showed, a **more systematic approach is needed** and perhaps less reliance on training as the principal option (World Bank, 2005b). A mix of methodologies is needed (see recommendations) to impact on Municipal Administrations and civil society, while agencies should consider whether traditional authorities – the third pillar – can be included in capacity development initiatives. SCUK’s approach in beginning with a capacity development needs assessment through IFAL could provide a solid foundation for a capacity development program. Much could also be learned from FAS’s approach focusing on strengthening capacities through three dimensions: human, organizational and societal.

114. The role of IFAL is extremely important in developing capacities within government structures. For the future, there needs to be a **more strategic approach of the role of IFAL in cooperation with agencies supporting local governance**. This should include supporting IFAL in developing and practicing capacity assessment tools, bringing training out to the Provinces and working with agencies in practice experiences, especially in the Municipalities targeted by MAT for piloting decentralization.

115. There is currently a **vast discrepancy between the size of Municipal Administration staff teams expected under the legislation and the actual size of staff teams**. The question for the future will be whether the current size of staffing is sufficient to fulfill the required functions or whether this is a fundamental aspect of capacity that will need to be addressed.

Opportunities in civil society development

116. **Processes of inclusive local governance are encouraging civil society organizations to federate to strengthen their representation**. For example, the federation of ODAs, the Alliance of Hoji Ya Henda, Federation of ACAs in Ngola Kiluange. This could lead to a renewed form of national federation building on the existing NGO Forum, FONGA.

117. Although agencies have expressed concern that **Residents Committees** are closely linked to the ruling party, in reality they **still have considerable influence in Luanda** (less so in the Provinces and not in the rural areas). In fact they are not longer appointed by the Party but by Municipal Administrations. In Kilamba Kiaxi, they are beginning to participate in processes alongside ODAs. They merit further analysis and perhaps comparisons with the role of the traditional authorities in the rural areas.

Constraints in Local Governance

118. In Luanda, **section heads report to Provincial Directors as well as to Municipal Administrators**. In practice, Provincial Directors have the greater

influence and this makes it difficult for Municipal Administrators to plan and manage development in their Municipality. Provincial Directors in practice appoint staff to posts.

119. Issues of the **sustainability of programs** in relation to funding, technical knowledge, staffing and the legal framework need to be addressed early in order to define the road map for the future. This will be addressed in the recommendations.

120. The current **Municipal Development Fund in Kilamba Kiaxi has not yet been able to make links with the Municipal Administration financial systems.** The result of this is that although the MDF has developed systems that are transparent, participatory and inclusive, these concepts and systems have not been analyzed against state systems to consider what learning can be introduced for the management of future Municipal funds. Such learning is essential to ensure greater downward accountability in the future.

121. There has been investment in offices and equipment of Municipal Administrations both by the State and external agencies. However, many still have very **poor working conditions.**

122. **No agency has engaged the media on a systematic basis** to follow up and report on developments in local governance.

123. The case studies confirmed the **gender issues** identified in Phase I. There continues to be very limited engagement of women in spaces for citizen-state dialogue.

Constraints on civil society development

124. **FONGA**, the National NGO coordination group, has **limited capacity to mobilize its traditional members** and even less capacity to develop the new and upcoming associations, both in terms of geographical groupings (Federations of ACA, ODAs etc.) and sectoral groups (land, education, children's rights etc.). This is the case in Luanda and in the Provinces, FONGA has even less influence. A new impetus needs to arise in coordinating NGOs to ensure that the collective is able to influence the revision of legislation on associations and other key issues.

125. **Institutional and human capacity remains weak within civil society organizations** and there have been few systematic efforts to develop capacity. This has been particularly evident in the post conflict phase in which the generalist skills of the humanitarian era need to be refined and further developed.

126. **Engagement of the private sector** has been difficult for all programs. This is due to the fact that public-private partnerships are still in their infancy and that the private sector tends still to be dispersed and associations are weak. In addition, there is no strong sense of corporate social responsibility as yet, except within the major oil companies.

SECTION 4: RECOMMENDATIONS

Reforms of Policy and Institutional Environment

127. *Relationship between Decentralisation Working Group (DWG) and the GoA*

It is encouraging that the Ministry of Territorial Administration (MAT) has recently taken a strong interest in the work of the Decentralization Working Group. The DWG should aim to reformulate its own Terms of Reference and clarify the primary objective of joint work with the GoA. There should be a strong emphasis on the group contributing to creating an *enabling environment* for local governance. The specific contributions of the DWG in this regard could also be outlined drawing on the recommendations from this and other recent reports.

128. *Legal framework for local governance*

One of the principal issues that should be addressed as the legislation is revised relates to the positioning of ‘spaces’ for citizen-state dialogue. The case studies have shown varying approaches with the main difference being whether spaces are positioned *within* the structure of the Municipal Administration (e.g. enlarged Consultative Committees) or *outside* the structure (e.g. the Forum in Kilamba Kiaxi).

More debate on this issue is urgent so that the DWG develops a clear position on the type of model that it considers most appropriate to recommend in the revision of legislation. In pursuing the ‘three pillars’ model, the draft Constitution effectively designs such spaces as being outside the structure. Debates should also consider whether the leadership of such spaces should be drawn from within the Municipal Administration (as in Caala and Hoji Ya Henda) or outside (as in Kilamba Kiaxi), representation and how it is organized and the length of mandate of leadership (Kilamba Kiaxi is currently 6 months while Viana/Caala is 4 years).

129. *Systematic approach to capacity development*

The DWG could contribute to a more **systematic approach to capacity development** in close collaboration with MAT and IFAL. Building on the work of GTZ, SCUK and others with IFAL, tools and systems could be further developed for capacity assessment. In terms of capacity development service provision, a variety of methodologies should be included considering on-job technical assistance, practice placements (for a fixed period for staff on IFAL courses) and exchange visits, as well as current training. Agencies could be mapped by the type of contribution they are able to make.

In terms of **targets for capacity development**, all three ‘pillars’ should be considered. There has been limited or no training provided to traditional authorities to date in spite of the fact that they play an extremely important role in local governance. In many ways, the Resident’s Committees in urban areas play some of the same role as traditional authorities and should also be engaged in this process. A further issue to be addressed in training/capacity development is targeting of interventions to specific audiences. For example, IMVF found that capacity development aimed at Municipal Administrations will not include Provincial level staff as they would find it difficult to

train together with ‘juniors’. Specific interventions should be designed for GEPE and other Provincial level Departments.

Systematic capacity development could include the possibility of the Ministry of Finance providing **technical assistance in developing budgets** (possibly on a consulting basis), and, again, ideally addressing all three pillars (municipal administrations, civil society and traditional authorities).

MAT should also be encouraged to respond to the appeal of many Municipal Administrators about **recruiting qualified staff** capable of absorbing capacity development opportunities provided. More qualified staff could help to fill the gap of insufficient *numbers* of staff.

130. *Municipal Development Funds*

The DWG could discuss with MAT how learning from the existing and planned municipal development funds (especially in relation to participation, transparency and accountability) can be fed into systems for future financial decentralization. This could include the possibility of learning on the job by short placements of finance staff from different Municipal Administrations with the MDF.

In addition, the DWG and MAT could consider **shifting the concept of Municipal Development Funds towards inclusive and accountable systems, procedures and bank accounts rather than the money itself**. It seems likely that if these systems were established in the majority of the 41 Municipalities targeted for decentralization that they could attract development funds for small projects prioritized by communities. Part of the problem at the present time is that neither Municipal Administrations nor CBOs can easily receive funding. For Municipal Administrations, systems are not geared to receiving external funding and they cannot easily release cash for use in projects. CBOs, on the other hand, find it difficult and expensive to legalize, cannot open bank accounts and are therefore also limited in receiving funding. If the systems and procedures for Municipal Development Funds were established around the ‘three pillars’ of civil society, traditional authorities and Municipal Administrations, they would probably attract funding for specific project proposals arising from Municipal Development Plans.

The UNCDF study on fiscal decentralization should be fed into these discussions.

131. *Municipal Profiles*

Municipal profiles are extremely useful tools in planning and to help to fill many of current data gaps. Linkages with academic institutions in Angola could develop teams of personnel with the capacity to support Municipal Administrations in establishing *and maintaining/updating* Municipal profiles. Such linkages could help to ensure adequate rigour in the process. This should be done in close collaboration with the Provincial level planning office, GEPE, in order that data can be consolidated at Provincial level.

132. *Concepts and Terminology*

Various concepts and terminology are being used to describe aspects of local governance. Some terms have quite different meanings, such as *decentralization* and *local development*, while others are different terms but actually mean approximately

the same thing e.g. *Municipal Profile, Situation Analysis, Social and Economic Analysis*. Similarly terms describing spaces for dialogue (*Forums, Consultative Committees, 'Conselhos de Concertação'*) may have different underlying concepts. It would be helpful for the DWG to unpack these concepts and reach agreement on the terminology being used.

133. *Federation of National NGOs*

It was particularly evident in these case studies that FONGA is not seen to represent the new generation of civil society organizations. It may be helpful for the DWG to support a meeting of the FONGA secretariat with the various federations emerging from the work in supporting local governance to consider directions for the future. This has become especially urgent in view of the recent GoA announcement to revise legislation on NGOs/CBOs in the near future (window of opportunity for comment at the present time). Any such meeting should also consider a strategic approach to building capacity within national NGOs.

Future debates on civil society and federations should also consider the role of Residents' Associations.

134. *Engaging the private sector*

In all case examples it had been difficult to engage the private sector. The DWG could map the various private sector associations that already exist (RASME - the microfinance association - the Chamber of Commerce etc.) and invite them to a discussion on global processes of social responsibility and their potential engagement with local planning. Given the importance of the informal sector, especially in Luanda, consideration should be given to which bodies best represent their interests.

135. *Engaging the media*

It may be useful to encourage MAT to hold a small media conference with the support of the DWG to encourage positive reporting on developments in local governance.

FAS

136. A major issue for FAS relates to the **sustainability of the Forums** being developed. To address the issue of sustainability FAS should:

i) Participate actively in the debates on approaches to spaces for dialogue and on recommendations for the revision of legislation. This is fundamental to ensure that the future legal framework allows for the sustainability of forums as a key structure in local governance.

ii) Plan to engage in this process in the medium term. Realistically, developing sustainable models for enhancing mutual accountability in local governance will take at least ten years. FAS should engage all the way through two of the major processes in developing the revised legislative framework and then in implementing decentralization. It will be possible to develop a sustainable framework of citizen-state engagement in the medium term but early withdrawal would lead to the loss of impetus and of lessons learned.

iii) Consider the proposal above of focusing on the *systems to manage municipal development funds as opposed to the funds themselves*. Linkages with the third phase of planning strategies and approaches should be maintained with a major focus on capacity development in inclusion, transparency and managing funds and bank accounts addressed in Phase II.

137. FAS has played an important role in developing Municipal profiles and should consider engagement with academic institutions as discussed in paragraph 131.

138. FAS should consider its role in promoting engagement of the private sector as discussed in paragraph 134.

139. FAS should also review gender issues; an analysis of what has been effective in enhancing women's participation in spaces for dialogue and make recommendations to the DWG.

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Annex 1 – List of Interviews

Nome	Organização	Posição
Angolan Government		
João Pedro Alberto	Administração Mun.Viana	Administrador Municipal
Fernando Domingos Manuel	Administ. Mun. Cazenga	Administrador Municipal
José Francisco Franque	Admin. Mun. Kilamba Kiaxi	Administrador Municipal
Lutina Olika	Administração Mun. Caala	Administradora Municipal
José Manuel Santos	Admin. Mun. Tchical Tchil.	Administrador Municipal
Vigário Eculica	Administ. Mun. Ekunha	Administrador Municipal
Jerónimo Bonga	Administ. Mun. Lenduimbali	Administrador Municipal
João Adão	Administ. Mun. Cazenga	Administ. Mun. Adjunto
Napoleão José Silvério	Admin. Mun. Sambiozanga	Administ. Mun. Adjunto
Maria Letícia	Admin. Comunal Calenga	Administradora Comunal
Santos Nunes	Ad. Com. N'gola Kiluange	Administrador Comunal
Carlos Natureza	Administ. Mun. Cazenga	Chefe Gab. Admint. Mun.
Sebastião Manuel Júnior	Admin. Mun. Sambiozanga	Chefe de Secretaria
Romy Jerome	Admin. Mun. Sambiozanga	Chefe de Secção
Luís Carlos Papelo	Admin. Comunal Calenga	Chefe de Secretaria
Ilda Mei	Admin. Mun. Tchical Tchil	Chefe Gab. Admint. Mun.
FAS		
Victor Hugo Guilherme	Nacional	Director Executivo
Henda Ducados	Nacional	Directora Exec. Adjunta
Elizete Gideão	Luanda	Directora Provincial
Ana Machado	Luanda	Directora Prov. Adjunta
Guimarães Silva	Luanda	Assistente Infra-estruturas
Armando Vaz	Luanda	Assist. Mon. E Avaliação
Bernardino Neto	Luanda	Ass. Desenv. Capacidades
Silva Siquilino	Huambo	Director Provincial
Luís Faria	Huambo	Director Prov. Adjunto
Filomena Kativa	Huambo	Ass. Desenv. Capacidades
Sónia Sampaio	Huambo	Assistente Financeiro
João Edgar Sousa	Huambo	Assistente Infra-estruturas
Chimuna Oliveira	Huambo	Secretária
EU		
Jorge Gallego	European Union	Head of Soc. Dev. Section
NGOs		
Fernando Pacheco	ADRA	Presidente
José Katiavala	ADRA	Oficial do Projecto
Hélder Marcelino	ADRA	Oficial do Projecto
Kate Ashton	LUPP	Gestora do Programa
Aderito Mohammed	LUPP	Conselheiro de Políticas
Allan Cain	Development Workshop	Director Nacional
Salvador Ferreira	Development Workshop	Gestor de Programa
Adão Adriano	Development Workshop	Assistente de Projecto
Leonardo Samunga	Development Workshop	Assistente de Projecto

Cupi Batista	Development Workshop	Representante Provincial
Robert Bulten	CARE	Director Nacional
Daniel	CARE	Director de Programa
Eliseu Melo	CARE	Oficial de Projecto
Ilda de Jesus	CARE	Oficial de Projecto
Ramiro Sonato	CARE	Oficial de Projecto
Susan Grant	SC-UK	Directora de Programas
Sirajo Seidi	SC-UK	Gestor de Projecto
Teófilo Kaingona	SC-UK	Oficial do Projecto
Adelino Sanjombe	SC-UK	Oficial do Projecto
Carlos Figueiredo	SNV	Coordenador
Bert Fret	SNV	Assessor
José Marcelino	IMVF	Representante
Manuel Barcelos	IMVF	Gestor do Projecto
Adolfo Cagiza	OIKOS	Representante
UN		
Alfredo Teixeira	UNDP	Oficial de Programa
Nicoletta Ferugio	UNDP	
Viana Forum		
Alberto Fátima	Fórum de Viana	Secretário Executivo
Aliança do Hoji-Ya-Henda		
Mbuta Pascoal	Aliança do Hoji-YaHenda	Secretário Geral
Kilamba Kiaxi Municipal Development Fund		
José Raio	ODAs	Representante Municipal
Miguel Tiago	Golfe	Representante da Comuna
Afonso Conde	CARE	Coordenador Executivo
Edite Santos	Igrejas	Representante das Igrejas
Mbanza Mendes	Vila Estoril	Representante da Comuna
Caala Forum		
João Batista Necamba	Autoridade Tradicional	Soba Grande
Armindo Samuel Cufumana	ADESPOV	Secretário Executivo
António Muekalya	Grupo Trabalho Educação	Membro
Ovidio Luís Messamessa	Secretariado Exec. Fórum	Coordenador
Henrique Catumbela	Secretariado Exec. Fórum	Coordenador Adjunto
Mini Fórum Calenga - Caala		
Eurico Tchinguelesse	Autoridade Tradicional	Soba
Bento Camate	Associação de Camponeses	Membro da Direcção
Vitorinoi Ulica	Igreja Católica	Catequista

Conselho de Concertação Municipal de Tchicala Tcholoanga

Armando Felipe

Autoridade Tradicional

Soba Grande

Focus Groups

- Membros do Fundo de Desenvolvimento do Kilamba Kiaxi
- Núcleo de Desenvolvimento Económico e Social do Sector 9 (Bairro Maria Eugénia Neto)
- Administradores Comuns e Membros da Sociedade Civil do Município do Cazenga
- Membros do Fórum Municipal da Caala
- Membros do Mini Fórum da Calenga – Caala
- Membros da Associação dos Comités de Água para o Progresso Comunitário e da Liga das Organizações da Sociedade Civil de N'gola Kiluange

Visits

- Fórum de Viana
- Encontro entre membros do Fórum de Viana e do Kilamba Kiaxi