



Evaluation Summary



International
Labour
Office

Evaluation Unit

Governance of Water and Sanitation in Angola's Poor Neighbourhoods – Final Joint Evaluation

Quick Facts

Countries: *Angola*
Final Evaluation: *March 2013*
Mode of Evaluation: *Independent*
ILO Admin responsibility: *CO-Yaoundé*
Technical Area: *ILO-CRISIS*
Evaluation Management: *MDG AF, ILO, IOM, UNDP, UNICEF (lead)*
Evaluation Team: *Carlos Caravilla*
Project End: *Jan 2013*
Project Code: *ANG/08/01/UND*
Donor: MDGAF: US\$7,600,000
ILO: 250,000
IOM: 1,150,000
UNDP: 2,450,000
UNICEF: 3,750,000

Keywords: *urban development, water, public works, sanitation, economic reconstruction*

Executive summary extracted from the full report

1. This is an individual and final evaluation of the joint programme entitled 'Governance of Water and Sanitation in Angola's poor Neighbourhoods' (MDGF-1830) (JP WatSan). The programme seeks to: **(i)** establish a pro-poor policy and regulatory framework that feature community participation in the provision and management of water and sanitation (WatSan) facilities; **(ii)** promote the autonomy of communities in the management of WatSan facilities through the creation and/or

strengthening of *Grupos de Água e Saneamento* (GAS) in rural areas of Moxico Province and *Comissões de Moradores* in peri-urban *bairros* of Luanda; **(iii)** reinforce the capacity of local governments to effectively monitor community WatSan management systems, mobilize resources and fund community WatSan projects; and **(iv)** put in place an enhanced accountability system for peri-urban and rural water and sanitation sector.

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

3. The programme was approved by the Secretariat of the Millennium Development Goals Achievement Fund (MDG-F) on 2 April 2008, but a few months later one of the partners, the United Nations Human Rights Office (UNHRO), had to close operations in the country. This substantially delayed the start of the programme, which was adapted to be implemented by the remaining agencies and their governmental partners.

4. The evaluation seeks to: **(i)** measure to what extent the joint programme has fully implemented its activities, delivered outputs and attained outcomes and specifically measuring development results; **(ii)** generate substantive evidence based

knowledge on best practices and lessons learned that could be useful to other development interventions at national and international level.

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

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

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

8. The intervention strategy was not gender sensitive; characteristic that would have required a gender needs assessment during the design phase.

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

10. Approximately 258,000 persons (100,844 women) were benefited with new or rehabilitated

water systems (new water points: 50; water points rehabilitated; 72 water supply at schools were installed or rehabilitated; 41 Water supply at health centres were installed or rehabilitated; 8 small water systems were installed or rehabilitated).

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

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

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

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

15. The programme has operated with reduced effectiveness: only 37% of the planned targets were finally totally achieved. The evaluation

detected some situations that indicate problems of sustainability of two components: (i) small businesses sponsored by IOM that benefitted the GAS in Moxico Province. (ii) Water systems installed/rehabilitated by UNICEF; although there are some exceptions, like the *chafarizes* rehabilitated in *bairro* Pedreira (Cacuaco unicity, Province of Luanda), where the excellent community organizational level (*Comissão do Moradores*) appears key to overcoming the multiple sustainability problems faced by these systems in Angola, chiefly: limited financial and human resources among provincial and municipal administrations, which are not really able to provide adequate maintenance to water systems and keep a stock of spare parts; extreme vulnerability of rural communities in Moxico Province; very weak organizational levels in rural areas in Moxico Province and also weak organizational structures in some *bairros* in peri-urban Luanda.

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