

Programme document for Angola (2009-2013)

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Introduction

This CPD was developed in close consultations with the government and other development partners, and on the basis of the conclusions of programme reviews. It intends to contribute to the achievement of the objectives of the Government's Medium Term Development plan (2009-2013).

Part I. Situation analysis

Angola has experienced a remarkable recovery six year after the 27-year civil war that devastated the human, economic and physical capital of the country as well as its social and institutional fabric. The restoration of peace, political and socio-economic stability is a reality in Angola and is showing some dividend. Since 2002, the country has achieved an unprecedented economic performance fuelled by expanded oil production and increasing oil revenues. Two digit annual growth rates, reaching a rate of 24.4% in 2007, have been achieved, except in 2003. Inflation dropped from 106% in 2002 to 11,78% in 2007. The economic outlook remains favorable as a result of the country's large strategic natural resources, namely, the estimated 5.4 billion barrels oil reserves and important diamond mines. The growth rate is, however, expected to slow down by 2009, due to the OPEC quota limitation of 1.9 million barrel/day that Angola already reached in December 2007.

Notwithstanding the above, remnants of the war are still present. Access to basic services and efforts to reconstruct and increase the availability of services are severely restricted by landmine contamination. High urban unemployment, particularly with regard to women and youth; and insufficient education and marketable skills. As a result, poverty is prevalent, especially among women, youth, small-scale farmers, petty traders and micro-entrepreneurs. The impact of the oil-driven economic boom on living conditions is marginal as revealed by regular surveys undertaken on the standard of living of the population. The inability of the economic growth to translate to tangible impact on poverty reduction stems from the 'shortage' of human capital which is known to be strongly correlated with high degree of inequality. As a result, Angola has a HDI of 0,446 in the 2007/2008 Human Development Report and is still classified among the low human development countries (ranked 162nd out of 177 countries). The country's human development and social indicators are also low: primary school enrolment (54%), life expectancy (41.7 years), maternal mortality (1.700 per 100,000) and infant mortality rates (134 per 1000). Access to improved sanitation and water sources stand at 31% and 53% respectively, and 35% of the population is undernourished. Some of the MDGs, especially those relating to extreme income poverty, health and environment seem difficult to achieve without profound reforms.

Although poverty is perceived as an outcome of the long civil war, its persistence reflects the slowness in reforming Angolan institutions, particularly those of democratic governance. However, there are signs that democratic governance is improving as a result of 5th September legislative elections as well as limited reforms in the justice system, public administration and decentralization. Civil society organizations are vibrant and flourishing in the country, despite the fact that they are fragile and would require strong capacity building.

Angola suffers from a number of environmental threats to its rich natural resources; including deforestation, reduction in biodiversity, burning of woodlands, the high demand for fuel wood; increasing water resource scarcity; water pollution; soil erosion; desertification and possible offshore oil pollution.

The Government is preparing its Medium-Term [2009-2013] inspired on the Long-Term [2025] Development Plans, addresses the main development challenges and has articulated forward looking vision that includes:

- i) promoting *sustainable human development*, with a target to increase the HDI by, at least, 30 point to reach medium human development countries level of 0,691; and reduce poverty by up to 75%;

- ii) improving the *socio-economic conditions*, reducing mortality rate by 50%, under-five mortality rate by up to 85%, infant mortality rate by up to 95%, maternal mortality by up to 95%; increasing life expectancy by, at least, 10-12 years; and reversing the spread of HIV/AIDS;
- iii) promoting *good governance and rule of law* through governance efficiency; substantial reduction of the corruption index and guaranteeing access to justice and human rights;
- iv) creating economic stability for poverty reduction and sustainable long-term development by supporting *private sector development, entrepreneurship and capacity development*; reforming the planning and macro-economic management system; and developing a reliable national statistical information system ; and
- v) Working towards the sustainable use of *environmental resources*.

Part II. Past cooperation and lessons learned

In the past programming cycle, UNDP focused on promoting pro-poor growth, good governance and human security, and sustainable environment. Four joint programmes were implemented but further steps are required towards genuine *joint programming*. The key achievements include; i) strengthening of the decentralization process; ii) strengthening of the justice system iii) improving in human security; iv) enhancing the framework for the protection of women's rights; v) improving the national business environment; vi) formulating and approving strategic national plans in HIV/AIDS, mine action and national biodiversity.

The review of the past programme pointed to the need for a strong results-orientation approach in the formulation and implementation of programmes, better analysis of business cases, SMART M&E indicators, and strategic alignment of programmatic activities and operations to improve synergies. The improved strategic coordination and the partnerships developed during the programme cycle positioned UNDP as a leader in key programmatic areas. Using its comparative advantages, UNDP built synergies, improved donor coordination, as well as reduced the transaction costs of programme implementation. Experiences have shown that development assistance work is better when aligned with national priorities, grounded on sound ownership and political commitment. The review however indicated that more attention is required to further enhance political and technical coordination mechanisms with the Government Coordinating Authority. Furthermore, individual and organizational capacity constraints observed during 2005-2008, limited the impact on improving the enabling environment for social development. These need to be addressed in a more rigorous and proactive manner, consistent with the UN capacity development approach, in future support.

The country office developed a more focused programme, by phasing out small-scale projects with limited impact as well as developed sound and strategic partnership with key implementing partners. UNDP Angola believes that the contributions from the various donor organizations contributed to effective government-led national aid coordination framework.

Part III. Proposed programme

In line with the national Long-Term [2025] development plan, the draft UNDAF priorities, and UNDP's comparative advantage, the country office will support the implementation of selected areas of the Medium-Term [2009-2013], and the Economic and Social Development Plans, focusing on strengthening national capacity in the four programme areas: Poverty reduction and achievement of the MDGs; Democratic Governance; Crisis Prevention and Recovery; and Environment. The programmes will focus on upstream strategic issues and will seek to target the poorest, mainly: small scale farmers, micro-entrepreneurs, women, youth, former internally displaced people and returnees. In order to ensure effectiveness of results, specific capacity development interventions will be undertaken in each of the four focus areas of the country programme.

Poverty reduction and Achievement of the MDGs

UNDP support will assist the country in accelerating inclusive growth for equitable and sustainable human development and poverty reduction, towards the achievement of the MDGs, focusing on the following areas:

- i) *Support the implementation of the national development plans from a poverty reduction perspective:* Through the introduction of a MDG-based planning methodology, establishment of Medium-Term Expenditure Frameworks (MTEFs), and introduction of strategies for optimal management of natural resources.
- ii) *Support to private sector development, employment and entrepreneurship for pro-poor growth:* Through the expansion of: access to financial services for the poor and youth, employment opportunity and business linkages. Furthermore, the country office will support the government's efforts to promote entrepreneurship by the introduction of appropriate curriculum in the educational system.
- iii) *Support to trade reforms and regional integration:* Through the implementation of the Integrated Framework initiative with the aim to mainstream trade in development plans and promote initiatives that create opportunities for the poor in trading sectors.
- iv) *Mitigating the impact of HIV/AIDS, tuberculosis and malaria* by mainstreaming HIV/AIDS into the national and local planning processes and ensuring a broader participation in planning, implementing and evaluating HIV responses.

Deepening Democratic Governance

UNDP support aims at deepening democracy, strengthening the capacity of governance institutions at national and local levels; for better efficiency, accountability and equitable social service delivery. It will also work towards social and national cohesion; peace and reconciliation through civic engagement; and inclusive participation, including support to the electoral process. UNDP will ground its democratic governance intervention in the principles of human rights, gender equality and women empowerment. During the present programme cycle, UNDP will focus on the following four results areas:

- i) *Improve institutional capacity for the effective reform of the public service and gradual implementation of the decentralization process:* UNDP will assist the Government in reforming public institutions, building more responsive, efficient and accountable public administration. It will assist the government in the implementation of the de-concentration and decentralization processes, aiming at equitable distribution of functions of local development planning between national and sub-national government authorities. Moreover, UNDP will support the Government to gradually establish elected sub-national governments (*autarquias locais*),
- ii) *Strengthening legislatures and local assemblies for improved oversight and representation capacity:* The main purpose of this intervention is to enhance the capacity of the new legislature after the upcoming elections as well as to explore the possibility of engaging in the future electoral process. The support will develop checks and balances mechanisms, develop capacity of the new assembly members to effectively undertake their oversight, representation and legislative roles. At local level, UNDP support will focus on strengthening local elected bodies and assemblies to enable them to represent their constituents more effectively.
- iii) *Strengthen access to effective, efficient, transparent and equitable justice and human rights:* Efforts will be made to ensure that legal protection; legal aid; and awareness of rights are provided for, both in formal and informal processes, ensuring that the rights of the poor, women and vulnerable groups are recognized and duly protected.
- iv) *Support national and social cohesion and deepening democracy:* Increased civic engagement and effective participation in democratic and development processes. UNDP will help to strengthen the capacity of civil society organizations, vulnerable groups, the independent media and private sector stakeholders to support evidence-based planning and monitoring of public policy, and to foster citizen participation at all levels.

Crisis Prevention and Recovery

UNDP will focus on strengthening disaster risk management capabilities; strengthening national capacities to manage, coordinate and prioritize mine action; and promoting conflict prevention, tolerance, peace and national reconciliation. Efforts will be focused on three results areas:

- i) Support the development of disaster risk management capabilities:* UNDP will support the National Service for Civil Protection and other multi-stakeholders by enhancing the national disaster risk management systems. Support will be disaster risk analysis, community preparedness, contingency planning and establishing mechanisms for early warning systems.
- ii) Support the restoration of human security and national peace and reconciliation:* UNDP will seek to support peace and national reconciliation, confidence-building, respect for human rights, promotion of gender equality, and the rule of law. UNDP will explore the possibility of supporting the disarmament process.
- iii) Mine action:* UNDP will continue its assistance to capacity development of the national mine action authorities to plan, monitor and prioritize mine action aiming at ensuring sustainability of previous interventions and thus preparing an exit strategy.

Environment and sustainable development.

UNDP will support the government and other stakeholders in ensuring the proper use and management of natural resources, through adequate legal and institutional frameworks with strong civil society participation. Efforts will be made to ensure the effective implementation of the National Biodiversity Strategic Action Plan (NBSAP) and other related international environmental conventions ratified by Angola. **Through the TICAD process and national and intra-Africa collaboration will be promoted to support adaptation to climate change** and contribute to steady implementation of follow-up initiatives to TICAD IV.

Part IV. Programme management, monitoring and evaluation

National execution (NEX) will be the preferred programme execution modalities for UNDP-supported programmes in Angola. NEX will be accompanied by periodic capacity building exercises to ensure that both UNDP staff and the national counterparts are familiar with rules and procedures. UNDP and the Government will build on successive audit recommendations to increase efficiency and accountability in programme execution. In addition to the NEX modality, the Government and UNDP will apply other flexible modalities as required, including direct execution by the UNDP country office, United Nations agencies and NGOs execution.

Progress towards the achievement of results will be monitored within each area of support using established UNDP results-based monitoring, evaluation and reviewing procedures. The mechanisms for monitoring draft country programme will be synchronized with UNDAF monitoring and evaluation mechanisms. M&E framework in all projects will be introduced as a key requirement. The process will be participatory, involving the Government, donors, civil society and other stakeholders.

UNDP will promote and support joint programming initiatives. To facilitate the development of a formal donor coordination framework in Angola. UNDP will streamline its own programme coordination mechanism, namely by reinforcing the strategic outlook role of the programme review and ensuring a greater articulation between the programme reviews and the project boards. UNDP will seek to develop synergies in its cooperation with other donor organizations, and contributing to steady implementation of TICAD related initiatives. UNDP will seek to ensure alignment of its upstream strategic interventions to downstream interventions in UNDP's areas of focus, to ensure

perfect coherence between the strategies formulated with UNDP's support and the delivery of services. UNDP will continue to use UNV programme, to promote national volunteerism and as an important cornerstone of capacity development in the country.

Resource mobilization. UNDP will build on its relationships with donors to supplement core resources to invest in priority development focus areas.

Risks such as adequate government policy; anxiety on the upcoming elections; inaccurate data and information; lack of clarity over roles and responsibilities; unrealistic expectations versus insufficient funding; and limited national capacity might affect the impact of the proposed programme.

RESULTS AND RESOURCE FRAMEWORK (209-2013)

| National Priority: Promotion of sustainable human development, with expansion of employment, inclusive growth, poverty and regional asymmetries reduction; promoting social cohesion and democracy; Ensuring the sustainable use of environment and natural resources; combat desertification. Intended UNDAF outcome#1: Strengthened pro-poor economic growth, accountable, macroeconomic management and integrated rural development, natural resources management to promote environmental protection and adaptation to climate change. | | | | | |
|--|--|--|---|--|---|
| Programme Component | Country programme outcomes, including outcome indicators, baselines and targets | Country programme outputs | Output indicators, baselines and targets | Role of partners | Indicative Resources by Goal |
| Poverty Reduction and achieving the MDGs Promoting inclusive growth, gender equality, and MDG achievement: reducing economic, gender, and social inequalities and securing pro-poor growth, through MDG-based development strategies | MDG-based national development planning that promote inclusive growth and income generation Indicators: Published and implemented MDG-based national development strategies; Developed regulatory framework to expand household access to social services; Developed monitorable performance assessment framework for National Strategies Baseline: MDG not yet fully adapted to the national context, including the Needs assessment and costing | - Capacity assessment conducted and CD strategies programme put in place to strengthen capacity to integrate MDG into the national development agenda. - Capacity for designing upstream pro-poor policy and MDG-based planning - Aid effectiveness coordination mechanism enhanced. National Statistic System strengthened | Indicators: Number of MDGs Reports; Implementation of CD programme on MDG-based planning and monitoring; Effectiveness aid coordination (AC); Integration of MDGs into national plans; Quality and quantity of statistics Baseline: MDG not fully integrated in plans; Lack of aid coordination mechanism Target: Two MDG reports prepared; Effective AC system ; MDG integrated into national plans; MDG indicators and socio-economic statistics. | UN: UN agencies; CT; World Bank; Government: MINPLAN and sectoral Ministries; INE ministries; CSO; Universities and Academies and research Centers, Trade Union; Private Sector. UNDP work with National Statistic Institute to strengthen capacity to monitoring MDGs, data collection, analyze and dissemination | Regular Resources 4,200 Other Resources 7,000 |
| | Enabling business environment to promote pro-poor private sector development Indicators: Business legal and institutional framework Baseline Legal/institutional constraints to developed business Target Develop appropriate legal and institutional frameworks for business. | Private sector development and entrepreneurship promoted | Indicators Improved access to financial services and employment opportunities; Adapted curricula for new private sector demands. Baseline Few entrepreneur with access to business services and business skills Target Target group with access to financial services; % of employment and new businesses. | ANIP, Chevron, AIA, | Regular Resources 3,800 Other Resources 3,000 |
| | HIV/AIDS effectively mainstreamed and implemented at national and local development Indicators: National HIV/AIDS strategic plans developed in 18 provinces; CO Qualified to receive funds for the 2 nd phase of GF grant Baseline: Received funds for the 1 st phase of the GF grant HIV/AIDS Target: HIV/AIDS issues fully integrated in planning tools. | Strengthened capacity for decentralized response to HIV/AIDS and other priority diseases responses through Joint initiatives by UN agencies | Indicators: CA for decentralized HIV/AIDS conducted; CD strategies implemented; HIV/AIDS decentralized capacity frameworks and coordination guidance in place. Baseline: Deficient/awareness local response to HIV; Weak mainstreaming capacities. Target Frameworks for the protection of the right of people living with HIV/AIDS established at all levels. | Government committed to fight HIV/AIDS. Ministry of Health and INLS and other sectoral, private sector and civil society involved in multi-sectoral work. Support provided by UNAIDS, the World Bank, the USAID and other bilateral | Regular Resources 2,000 Other Resources 74,700 |
| Environment and sustainable development To strengthen national capacities to achieve | Strengthened national capacities to mainstream environment into national development plans and programmes. Indicators: Bio-diversity strategy and action plan implemented. Baseline National Bio-diversity plan approved Target | - CA for MEA conducted and comprehensive CD programme implemented - National bio-diversity action plan implemented and enhanced Capacity for water and land resources management - Initiatives launched for integration of environmental | Indicators: Report on CD strategy/programme implemented for MEAs No. of programmes and projects from the National Bio-Diversity Action Plan implemented Baseline: Limited capacity to implement action plan; water & land resource management pilot | Ministry of Urban and Affairs and Environment in close collaboration with Ministry of Agriculture, Ministry of Planning, and other key Ministries (Finance, Women's Affairs & Social Reintegration). - CSOs working with | Regular Resources 6,250 Other Resources 3,000 |

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| sustainable development | Developed sustainable natural resource management strategies and programmes 10 Angolan nationals trained in mainstreaming climate change adaptation issues in national policies | concerns including climate change into national plans | programmes initiated; Limited capacity on climate change Target: Number of institutions capacitated; Pilot resource management programmes: climate change adaptation plan. | communities & key partners on environmental issues. - Support by UN funds, UNEP and GEF & donors. | |
| National priority: Development of institutional capacity to perform the large state reforms; in the sectors of public administration, decentralization and justice; promotion of social cohesion, national reconciliation and participative democracy. Intended UNDAF outcome#2: Institutional capacity developed for improved evidence-based planning, policy making, and accountability by governance structures, legal environment, to address the needs of the poor and vulnerable while strengthening community engagement, civic participation towards social cohesion, national reconciliation and women empowerment | | | | | |
| Fostering Democratic Governance: Strengthening responsive governing institutions and inclusive participation | State organs institutional capacity strengthened at national and local level. Indicators: Adoption of strategic plans, policies and legislation for Public Administration Reform. Approval of regulatory framework for the decentralization process and local development plans, accountability and participatory practices Baseline: Limited human resources and institutional capacity to Reforms | - CA conducted with CD strategies to strengthen governance institutions, CSO & media; Local government & capacity of key ministries, municipalities & legislatures enhanced; Capacity of the justice system improved. | Indicators: Reports of CA; Implementation of the CD programme N° of ministries and local bodies implementing CD. Baseline: Limited institutional, individual and functional capacity Target: Development plans and financial systems; CD plans implemented for key institution | UN: UN agencies; World Bank; Government: MINPLAN and MAT and other sectoral Ministries and public institutions such as ENAD; Provincial and Municipal Administration; CSOs; Private Sector; Parliament UN Agencies, UNICEF, MoJ, Courts, Prosecution, INEJ | Regular Resources 5,000 Other Resources 7,000 |
| | National cohesion/democratization accelerated Indicators: N° of CSOs involved in civic education N° of capacity development initiatives to support electoral processes Baseline: 22 CSOs working on electoral and human rights civic education projects Target: Civic education undertaken in all areas of the country. | Improved capacity of civil society and media increased to foster civic engagement and influence all public life and public policy processes | Indicator: N° of initiatives to expand opportunities for civic engagement for women and vulnerable groups Baseline: Weak institutional capacity of CSOs; Capacity of media outlets weak at local level. Target: Increased number of CSOs engaged in civic engagement. | UN agencies, USAID, MINPALN, MAT, Provincial and Municipal Administration, CNE, CSOs, voluntary associations print, TV and radio media; women's groups; | |
| Enhancing conflict and disaster risk management capacity | Human security consolidated by strengthening national capacities to manage the impact of natural disasters and mine action Indicator: Mechanisms for the prevention and management of natural disasters established. Baseline Weak capacity to prevent and manage natural disaster and mine action. Target: Natural disaster strategy and action plan developed. | CA conducted and CD strategy programme implemented for disaster risk management (DRM) Stakeholders empowered to prevent, reduce, mitigate and copy with the impact of shocks from natural hazards and to engage in peace-building National Mine Action authorities and key MA operator capacitated to coordinate mine action activities | Indicators Reports on the CA and on the implementation of the CD programme for disaster risk management Less casualties and economic loss; number of casualties and people injured in mine incidents Number of small arms collected Baseline Limited capacity to manage and copy with natural disasters, conflict and prioritize mine action Target Contingency Plan drafted; Risk map prepared | Ministry of Interior, Ministry of Education, Ministry of Defense, National Police, National Civil Protection Service, NGOs, CNIDAH, INAD, Executive Commission (Army Force) | Regular Resources 3,750 Other Resources 5,000 |