UNDP Global Programme on Capacity Development for Democratic Governance assessments and measurements

AMMENDMENT

TO THE

"DECENTRALIZATION AND LOCAL GOVERNANCE PROJECT"

2009-2011

Decentralization and Local Governance

Project Management and Coordination Unit

In Partnership with

Ministry of Territorial Administration

Provincial Planning and Statistics Offices (GEPE)

Municipal Statistics and Planning Offices (SEPE)

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Summary:

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
UNDAF Outcome 2:	By 2013, 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.
CPAP Expected Outcomes	• State organs institutional capacity strengthened, at national and local level, for a more efficient, accountable and equitable planning and delivery of public services • Approval of regulatory framework for the decentralization process and local development plans, accountability and participatory practices
Overall Country Programme Expected Output(s):	• Selected provincial and municipal government capacity building and organizational development processes supported, and inter-sectoral coordination capacities strengthened. • Participatory planning and budgeting, monitoring and evaluation processes and capacities strengthened in focus municipalities. • Fiscal decentralization and public financial management improved at local level. • Pro-poor and gender based local governance and service delivery processes and mechanisms improved through community participation and responsive to users in selected provinces and municipalities. • Coordination, information management and communication capacities strengthened in selected municipalities
Project Outputs	• Nationally owned Governance Assessment and monitoring framework strengthened for effective policy dialogue planning and accountability at central, provincial • Governance Assessment measurement capacity enhanced for data collection, management, dissemination and effective for participatory planning monitoring and evaluation

The Strategic Plan outcome is to strengthen national and local capacities for democratic governance, building upon the principles of the Millennium Declaration and the World Summit Outcome. This intervention is aimed to promote good governance in decentralization process and to build capacity in the provincial communities. The capacity-building aspect will be approached through the promotion of effective collaboration arrangements between local governments and private-sector service providers to implement structured and community capacity-building processes. This investment in the community capacity-development process should result in substantially improved local development plans, better mobilization of local resources to finance plan implementation, better inter-institutional coordination in community development programs and greater representation and more effective community participation in local consultative bodies.

As the focus within the local development planning and financing support work in Angola is moving increasingly towards supporting Local governance performance and as part of the UNDP Global Programme on Capacity Development for Democratic Governance assessments and measurements, UNDP will strengthen the capacity of Municipal Administration in 15 Municipalities through a systematic democratic governance capacity assessment – Public participation in local governance and development, providing training, coaching, mentoring and establishing systems and procedures for data collection, analysis and dissemination. The main purpose is to strengthen local administration capacity for policy making based on governance evidence. The immediate objective is to support the design and use of a municipal governance assessment tool, which monitors the development of governance capacities and pro-poor oriented performance assessment. The proposed project will contribute to *"Enhance the Management and Technical Capacities of Municipal Administration for inclusive and effective design, monitoring and evaluation of development plans and local governance performance assessment"*

The project will introduce innovative tools to foster participatory governance, monitoring and accountability trough the development of a governance assessment framework. This tool should have excellent potential to promote participatory evidence-based planning but also to improve transparency, social accountability, create an atmosphere of trust, confidence and collective team spirit. This investment should result in substantially improved production and dissemination of disaggregated socio-economic and demographic data in all sectors or territorial units, including; support the development/strengthening of a database for managing municipality M&E data which can be aggregated and analysed at provincial level; build the capacity of provincial and municipal governments and local CSOs forums in actively identify, design, and implement local governance and development indicators (benchmarks) based on priority governance issues identified in a participatory manner; prepare municipal profiles and development plans consistent with evidence-based planning.

Programme Period: : 2009 - 2011	Budget US$ 400.000
Programme Component:: Decentralization and Local Governance	GMS Fee (3%) US$
Project Title: Support to the Decentralization and Local Governance	Total budget US$ 400.000
	Allocated resources: _____
Project ID: 00039307	• Government (in kind) • Regular (Trac 1.2) US$ 100.000 • Other:
Project Duration: 3 years	• *GP US$ 300.00*
Management Arrangement: Direct Execution	• In kind contributions _____

List of acronyms

ADB: African Development Bank.
APPI: Anti Poverty Partnership Initiatives.
DEX: Direct Execution Modality.
LEDA: Local Economic Development Agency.
MoF: Ministry of Finance.
NEX: National Execution Modality.
PPF: Project Preparatory Framework.
TF: Task Force.
UNDP: United Nations Development Programme.
HIV/AIDS: Human Immunodeficiency Virus - Acquired Immune Deficiency Syndrome.
LED: Local Economic Development.
TORs: Terms of Reference.
UNDAF: United National Development Assistance Framework.
MAT   Ministry of State Administration
CGA   Capacity Gap Assessment
GDP: Gross Domestic Product.
GoA   Government of Angola

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1 SITUATION ANALYSIS

1.1.1 Country Context

The issue of decentralization is at the top of the agenda in Angola. The Government has already started the decentralization process empowering the municipalities for local decision making and service deliver. On the one hand, the paradigm itself needs to be further supported by strengthen capacity of local authorities and development actors. On the other hand, a conceptual framework needs to be developed through which the political, administrative and fiscal implications of a local governance approach can be assessed, which would advise programming decisions. The Government of Angola and the United Nations Development Programme (UNDP), jointly in the framework of the implementation of the Decentralization and Local Governance Project, are organizing a senior technical meeting for policy makers at central level, the national project coordinators and representatives of the project counterpart at municipal level.

Decentralization is a complex process that requires human and institutional arrangements to implement. It is recognised that it should play critical role to achieve MDGs, because of its nature to work at local level. The second phase of the project was approved in May 2008 and a critical contribution has been the promotion of local governance through participatory planning, a flagship capacity building programme undertaken by the United Nations Development Programme (UNDP) with ownership and leadership of the Angolan's government. The Government has embarked on a decentralization initiative with deconcentration as a first step. The changes that have to be effected in public administration structures and service delivery modalities as a result of decentralization are quite complex. Angola is among the countries that are part of this global trend. It enacted the Local Administration Decree in 1999, providing a detailed framework for deconcentration and has since highlighted decentralization in the principles approved for the future Angolan Constitution. Moreover, it has recently approved Decree 2/07 which paves the way for further decentralization as selected municipalities become increasingly responsible for their budgets. This move demonstrates Angola's continued commitment for decentralization.

This project will complement the existing Decentralization and Local Governance activities that focus on local government institutional capacity development in 15 municipalities (statistics offices and information centers) that is supporting selected local governments to become more effective and efficient at delivering basic services to the communities and how the community evaluate the role of local governments. This investment in the community capacity-building process should result in substantially improved local development plans, and more effective data management and performance evaluation of local governments in a participatory and inclusive manner. The support will be given to increase capacity and participation of local authorities and stakeholders in governance assessment and measurement adopting existing structures and procedures to improve national ownership and sustainability. This includes the collection, production, analysis and dissemination of disaggregated socio-economic and demographic data and appropriate sectoral or thematic agencies. This support will lead to improve participatory planning Monitoring and Evaluation of provincial and municipal and influence design and adoption of systematic M&E framework.

1.1.2 National owned capacity for Governance Assessment

The role of the planning and Statistics offices at local level in decentralization and local governance framework has increasingly been priority for decentralized planning and budgeting in Angola. The institutionalization of the Technical teams at Central, provincial and municipal level has been crucial to face the lack of human and technical capacity for statistics and data management. This weakness in conjunction with lack data at local level (in part due to the prolonged civil war) actions and strategies for statistics and data management (Strategic Framework) is needed to address actual needs and demands for data

Major areas of centralization and local governance contribution include capacity building and the establishment of key government institutions at a time when very few development partners were operating in Angola. Local administrations and institutions possess numerous advantages and opportunities for building a sustainable local capacity and effective service delivery. While several local governments are able to maintain the "quality" of services deconcentrated to them, it is unable to improve local capacity for data collection, analysis for performance assessment and development planning (diagnosis and municipal profiles).

The initiative is a Global Programme on Capacity Development for Democratic Governance Assessments and Measurements, where UNDP seeks to assist developing countries produce disaggregated and non-ranking governance indicators to enable national stakeholders to better monitor performance in democratic governance reforms. In Angola, the initiative will be integrated into the *Decentralization and Local Governance Project*, with specific focus on support the Government of Angola to build a framework for democratic Governance assessment and measurement, based on *Indicators of Local Democratic Governance to support measurement* process. It will complement and provide support to the existing local development initiatives, planning, budgeting and financing support work in Angola, recognizing that governance issues are moving increasingly towards supporting Local engagement and governance performance analysis. As part of the UNDP Global Programme on Capacity Development for Democratic Governance assessments and measurements, UNDP will strengthen the capacity of Municipal Administration in 15 Municipalities through a systematic democratic governance capacity assessment – Public participation in local governance and development, providing training, coaching, mentoring and establishing systems and procedures for data collection, analysis and dissemination.

1.1.3 Governance assessment for pro-poor Planning and Budgeting

Governance assessments are a critical entry point and opportunity for developing the capacities of national stakeholders (including statistical offices, government and civil society) in the production and application of governance related data. The Governance Assessment initiative in Angola will complement the existing local governance programme focused on participatory planning and budgeting, a flagship capacity building programme undertaken by the United Nations Development Programme (UNDP).

It will involve a range of stakeholders such as civil society. analysis and training to the local people and the members of the Municipal Technical Teams. Another focus will be engagement of a range of stakeholders such as civil society, the traditional leaders, consultative councils and other community of representatives (local forums) for mapping and collection of data for participatory planning, monitoring and evaluation. This framework will complement and support the planning and budgeting cycle by improve the quality of information. In taking this broad and interconnected view, the aim is to facilitate both formal and informal institutions of governance and the underlying processes that drive change, national dialogues involving state and non-state stakeholders on national democracy and democratic governance assessments.

The training programmes will have a strong focus on data collection and data analysis covering topics such as the pre-conditions for obtaining reliable and relevant data, proper survey design, pre-testing of questionnaires, conducting interviews etc. Another important focus in the training programmes will be on the use of governance data in policymaking. The approach is considered as potential to build a framework based on evidences for democratic governance interventions linked with national development. UNDP will conduct and promote dialogue between data collectors and data users.

2   PROPOSED PROGRAMME

2.1   PROGRAMME SCOPE

The project reflects one of the CPAP outcomes under Decentralization and Local development component. The intervention aims to support the implementation of local government development process by providing additional support to existing government programs and to strengthen the capacity of central and local institutions and civil society to participate in planning and monitoring effectiveness of the local governance processes. The project will introduce innovative tools to foster participatory governance assessment and accountability trough the development of a governance assessment framework. The main purpose is to strengthen local administration capacity for policy making based on governance evidence. The aim of the Programme, co-ordinated by the Oslo Governance Centre, is to develop the capacities of government, the national statistics office and civil society in the collection, maintenance and analysis of governance related data and to assist the development of an inclusive and consultative framework for the systematic assessment and monitoring of democratic governance goals and targets expressed in national development plans.This tool should have excellent potential to promote participatory evidence-based planning but also to improve transparency, social accountability, create an atmosphere of trust, confidence and collective team spirit.

The project seeks to introduce innovative tools to foster participatory local governance capacity assessment and accountability through development of a governance assessment tools, indicators and frameworks. These tools should have excellent potential to contribute for inclusive and participatory evidence-based planning but also to improve transparency, social accountability, create an atmosphere of trust, confidence and collective team spirit. These objectives will be met through the provision of support for four activities: (i) mapping existing governance indicators; (ii) developing governance assessment frameworks; (iii) collecting data; and (iv) developing governance databases and using governance indicators.

The project will provided technical support, specific expertise on methodology for governance assessment framework and systems. This approach will allow the national, provincial and municipal teams to refine the indicators and relevance of the information for planning and budgeting. This investment should result in substantially improved production and dissemination of disaggregated socio-economic and demographic data in all sectors or territorial units, including; support the development/strengthening of a database for managing municipality M&E data which can be aggregated and analysed at provincial level. It will build capacity of provincial and municipal governments and local CSOs forums in actively identify, design and assess local governance and development indicators (benchmarks) based on priority governance indicators identified in a participatory manner

This investment should result in substantially improved production and dissemination of disaggregated socio-economic and demographic data in all sectors or territorial units, including; support the development/strengthening of a database for managing municipality M&E data which can be aggregated and analysed at provincial level. It will build the capacity of provincial and municipal governments and local CSOs forums in actively identify, design, and implement local governance and development indicators (benchmarks) based on priority governance issues identified in a participatory manner; prepare municipal profiles and development plans consistent with evidence-based planning. The *assessment is designed and implemented jointly by all stakeholders and central government partners*. At the same time, the intention is to provide a framework to guide capacity development support and the government will work closely with local governments, civil society, the UN and donor agencies in conducting the assessment. The results of the survey are important mechanism to evaluate the implementation of consultative framework enacted in the Law 2/07 on Local Organs of State, recognizing disparity between existing consultative and participation (CACS and Local Forums) models.

2.1.1 Project Implementation Strategy

Recognizing lack of lack of existing data, at municipal level the project will collaborate closely with the local statistics bodies (Department of Planning and Statistics) and the Documentation and Information Centers (*Centros de Documentação e Informação).* The proposed project will contribute for policy and programming support on governance from a traditional emphasis on public administration reform to a broader agenda of democratic governance for a inclusive participation framework, building accountable and responsive local governments capacity and advocating and integrating well established international principles of accountability and gender equality into the technical and policy support that UNDP provides to national partners. This also will strengthen number of organizations for greater priority to the need to assess democracy, governance and human rights as part of their development assistance programmes based on assessment tools, frameworks and global monitoring and evaluation systems through a shift from external to local or national assessments.

The National Technical Team will be responsible for establishment of a national platform and provincial and municipal capacity building. The team comprised of representatives from the national government including statistical system, will be given specific on-site training on governance indicators and measurement methods and who will be responsible for the overall design of the indicators and data collection activities. The National Technical Team in collaboration with provincial and municipal teams will undertake a mapping of democratic governance related indicators considering existing adopted by the provincial and municipal authorities and indicators used by non-state actors) to understand governance indicators gaps and what exists that can be built on. The results of each province/municipality will be disseminated and discussed amongst national multi-stakeholder groups. The results of the national research team's assessment will also be subjected to peer review through a technical workshop/conference together with national partners including importantly the national statistics office and representatives from organizations that comprise the national statistical system.

Municipality and provincial government monitoring and evaluation systems will be improved to *s*upport Local Governance capacity Assessments and measurements – Provision of services, assess to services, citizen participation in local governance (Consultative and participatory mechanisms – CACS, Participatory monitoring and evaluation frameworks and accountability. This will create the basis for development and implement a monitoring and evaluation system covering the implementation of municipality plans, budgets and projects; Development and delivery of a training programme to provincial and municipality staff in planning, monitoring and evaluation; Support to the development/strengthening of the provincial level monitoring and evaluation system within the provincial planning office (monitoring the provincial strategic plan and the province's annual plan and budget. For country-led assessments to provide more depth into a particular policy issue, UNDP emphasizes that they must integrate a focus on marginalized and vulnerable groups.

Country-specific and disaggregated indicators will help identify specific institutions and practices that perpetuate unfair and sub-standard provision of services to these groups. Based on UNDP[1] *capacity development* for Democratic governance assessment and measurement, this will focus in four key drivers: (a) Promoting multi-stakeholder participation; (ii) Aligning governance assessments with national development plans, (iii) Promoting pro-poor and gender sensitive governance assessments, and (iv) Strengthening evidence based policy making. This approach will lead to support municipalities to analyse feedback mechanisms for participation and accountability. Most importantly the process of community consultation is expected to constitute a dialogue in which problems and solutions are identified; priorities are negotiated; feedback and clarification

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[1] See UNDP (2002) Capacity for Development: New Solutions to Old Problems (www.undp.org/capacity) for a distinction between individual, institutional and societal capacity.

transmitted, and development activities monitored. The key indicators will focus on the above mentioned categories. The main focus will be:

- Institutional set-up and capacity for national owned and government led assessments (National and local statistical and planning framework to conduct data collection and management,
- Participatory multi-stakeholders engagement (consultative councils, engagement of civil society organizations)institutionalise stakeholders networks for participatory monitoring and governance assessment by promoting Development observatories,
- Alignment and Integration of key governance assessment indicators into planning, monitoring and evaluation framework - evidence based planning and needs assessment
- Pro-poor and gender sensitive assessment, focusing in desegregated data and quality of participation in local governance initiatives (consultative forums)
- Evidence based Policymaking – with rigorous analysis of existing institutions and practices affecting governance, and how democratic governance indicators can be helpful top address policy issues (governance indicators, data management).

2.1.2 Framework for the Democratic Governance Assessment

The capacity assessment will be based on a standard framework that includes an assessment of technical capacities, functional capacities, leadership capacities, institutional capacities and resources. The capacities and capabilities of the national statistics office in producing governance statistics is an important focus for the assessment. The capacity assessment will also examine the national development planning context for determining the timing and sequencing of a governance assessment. The Governance Assessment Capacity Framework (GAPF) is intended to feature the state of the local government systems and national level as it impact on the provincial and national level situation as well the functioning and of local governments. It will support the design and use of a municipality government assessment tool which monitors the development of municipality government's capacities and performance; Supporting the development/strengthening of a database for managing municipality M&E data which can be aggregated and analyzed at provincial level; Provision of support to the development/strengthening of a provincial development coordination and monitoring forum involving government and non-government actors.

As part of capacity development, inclusive assessment framework will engage local administration technicians to prepare and conduct the survey. This survey will follow identification, in consultation with local people, relevant indicators and variables for measuring social inclusion or exclusion and progress toward cohesion, implementation development plans or great engagement of local stakeholders in service provision. This survey could be a benchmark tool for analysis of local priorities for the future, but also offering qualitative analysis in terms of feelings about issues of governance, their concerns over displacement and return, and their own experiences of local participation.

2.1.3 The Roadmap for Democratic Governance Assessment

The pilot survey will be conducted by the local people in 5 municipalities under the leadership and active participation of the elected members of the local government institution (the Municipal Technical Team) at the lowest tier of the administration. Under the project, a group of local people will be given training to develop the local capacity to perform survey related activities. This will help to create awareness among the local policy makers on the usefulness of the information and the need to develop the capacity for planning, monitoring and evaluation purposes. With a focus on the performance of local governance institutions, a conceptual distinction is made between three categories of assessment: (1) service delivery provision as a performance measurement, (2) local governance performance, and (3) the institutional constraints and opportunities which are outside the control of the

The availability of information on various non-income dimensions of poverty is critical for ensuring effective local level planning and initiating development efforts based on local priorities. Besides the economic dimensions, the indicators of the survey relate to infrastructure, human and social assets, participation in social processes. It will also respond to relevant issues including:

- The degree to which priorities identified in the participatory planning process are incorporated into municipal plans;
- The overall progress to date based on project objectives and project outputs and in particular the degree to which the project has, since its inception, been able to quickly capitalize on the experiences and lessons learnt;
- How participatory planning methodologies are being developed and the extent to which the positive experiences derived from them are being incorporated into emerging Government policy;
- Whether local stakeholders are sufficiently involved in participatory planning approaches;
- Establishment, institutionalization and sustainability of the municipal participatory planning cycle, the inclusiveness of the system, capacity development and opportunities for innovation.

2.1.4 Design of Governance Assessment

The detailed structure of the governance assessment can take various forms, and the final design should be subject to agreement among the stakeholders involved. As outlined in the previous section, one option is to analyse areas related to performance and 'explanatory variables' separately. Also, a possibility is to mentioned. If a separation of performance related aspects is made, each of the components of the analysis wound *examine opportunities/constraints related to the wider local governance system and issues related to local governance performance/functioning*. So far, the M&E mechanisms have to introduce at local level and test its participatory mechanisms of information collection, participatory monitoring & management within the participatory planning approach. The governance assessment will take into account the *capacity of a range of governmental and non-governmental organisations and the systems and processes for interaction* (i.e. it is not limited to an organisational assessment).

The assessment will be conducted *with the basis in local government functions and legislative/regulatory framework as well as principles for improving the systems*[2]. The objective is to capacitate on how to evaluate the level of provision of services based on agreed principles among with all stakeholders for further developing local governance indicators. It will fulfil participatory monitoring and evaluation functions and carry out data collection analysis and dissemination, the framework will lead to establish the baseline for the programme and, hence, the process will be *closely linked to the monitoring system for local governance - Management Information framework*. The programme will support institutional capacity needs as well as a component responding to needs which are specific to one or more local stakeholders, as apart of municipal accountability framework. The focus of the assessment will be the municipal *level institutional framework and the present functioning and performance of local governance*. The framework for governance assessment and measurement encompasses:

a) Institutional framework (teams, involvement of statistics offices and academic institution)
b) Surveys and dialogue with different stakeholders
c) Public consultation for identification of indicators and key variable
d) Development of local governance key indicators

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[2] See Good Local Governance: Self-Assessment Tool, UNDP for a distinction between different approaches to governance assessments, notably (a) the principles approach, (b) local government affairs (functions) approach, and (c) systems and outcome-based management approach.

e) Preparation of survey for data collection
f) Training in data collection and consultative mechanisms
g) Field work for data collection
h) Data processing and analysis (data base)
i) Elaboration of Municipal Governance Assessment Review Reports (GAR)
j) Dissemination (Policy dialogue seminars and websites)

2.1.5 Cross-cutting issues in Governance Assessments

Civic engagement has the potential to expand the knowledge base in any society by having CSOs, a professional media, academic institutions and think tanks collect and analyze a wide range of information about governance, unmet needs and unheard concerns. Poverty and gender sensitive governance indicators are a priority concern for UNDP and are also an area of considerable interest to national development partners. Governance indicators should include a focus on poorer groups in society and the different impacts and experiences those men and women have of government institutions and governance processes[3].

Government recognizes the importance of Gender and that Gender issues cut across all areas of development and involve multiple institutions and sectors. Currently, gender related issues are characterized by Inadequate funding, Limited capacity in gender analysis, Inadequate Monitoring and Evaluation systems to ensure that Gender is mainstreamed at all levels, In adequate staffing high staff turnover and lack of continuity, No mechanisms for regular reporting on NGO interventions to address gender issues, Lack of gender disaggregated data and lack of gender sensitive Budgets. The Government has decided to streamline the institutional framework for Gender mainstreaming, supposedly to ensure speedy and effective implementation, co-ordination, monitoring and evaluation. Most Gender interventions were derived from sector policies and programmes with full participation of staff from these sectors making implementations of Gender interventions in specific sectors full responsibilities of the lead actors.

2.2 PROGRAMME IMPLEMENTATION
2.2.1 Central Level

UNDP will provide technical and financial support to the Ministry of Territorial Administration; the Ministry of Finance, the Ministry of Planning and the Ministry of Women strengthening of sectoral ministries, and improvement their capacity for a systematic capacity assessment and institutional CD plan, providing training, coaching, mentoring and establishing systems and procedures to support the development/strengthening of a database for managing municipality M&E data which can be aggregated and analysed at provincial and national level. The programme will contribute and facilitate to enhance capacities of the national statistical framework, policy and research in using governance assessment and measurement and to build a system for governance monitoring. It includes data management capacity for strategic planning, coordination of implementation, monitoring and evaluation and development of the capacity to effectively participate both in the policy making process and to became effective service delivery agents at provincial and municipality and community level.

2.2.2 Provincial Level

At provincial level UNDP will provide technical and material assistance to the provincial government, and statistics and planning offices in statistics design, analysis, implementation), focus on long-term

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[3] See Prodoc – Glocal Programme

capacity building rather than short-term performance improvements and stressing the importance of long-term institution building (especially in the area of data collection, management and information systems.

At local level, being an innovative approach will facilitate awareness and knowledge on governance measurement methods and approaches, providing technical and advisory support to the Provincial Planning and Statistics office (GEPEs) in 5 key provinces. The principle includes enhance the management and Technical capacities for inclusive and effective design, monitoring and evaluation of development plans and local governance performance assessment, policy coordination and development management).

2.2.3 At Municipal and communal Levels

At the municipality level, the programme will introduce conduct in a participatory way Capacity assessment for nationally owned governance assessment initiative undertaken. The capacity assessment will be based on a standard framework that includes an assessment of technical capacities, functional capacities, leadership capacities, institutional capacities and resources. The capacities and capabilities of the national statistics office in producing governance statistics is an important focus for the assessment. Further develop capacity includes capacity for poverty monitoring and evaluation, statistics and data management and analysis. This approach will contribute to strengthening local capacity and efficiency of development programs and eventually linking to good governance.

At municipal level, UNDP will provide technical and advisory support to the Municipal Planning and Statistics office (SEPEs) in 15 key municipalities. The project will introduce participatory development approach and empower citizens, groups and organizations, to improve the effectiveness by enhanced capacity for data collection and management. It includes survey activities to field work to prepare and conduct questionnaire, pilot testing, training of interviewers, data collection and data analysis. The community councils will be active part of the process being an excellent framework to promote not only participation but also to improve transparency, social accountability, create an atmosphere of trust, confidence and spirit of cooperation.

Another focus at the municipal level will be the Documentation and Information Centers (DIC)[4] should be strengthened, to provides household, pubic servants and communities councils required level information. At the grass roots, community organizations should be formed in Monitoring and evaluation addressed to Local Assessments and Reviews - Development Observatories. It implies:

- Training, to ensure that participation promotes the local authority and other stakeholders to identify the broad policy constraints on more effective local governance - Local Bases Observatory (LBO). There may be limitations inherent in Procedures, Systems or Norms of behavior, which undermine performance of persons working within organizations.

- Rules and procedures, introducing Performance Measures allows to express views and priorities and have these channeled into the broader local policy debate and decision process. Roger (2002) argued that the Basis of assignment is the legal basis and permanency of assignment of these functions.

- Organizational structure of M&E integrated within planning structure, to ensure coordination and consultative bodies at local level to promote local dialogue and debate between local governments on policy or planning and to ensure performance assessment of municipal development plans and Economic and Social Plans.

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[4] Responsible for data management, governance and programmes monitoring, reporting and evaluation. Takes as main function to ensure information at municipal level (See Article 59 Law 2/07)

- <u>Partnership for local development,</u> The roles of the different stakeholders in ensuring proper accountability and ethical conduct in local government administration, lists performance indicators and monitoring and evaluation mechanisms, related to performance and provides incentives for good performance.   The roles of the different stakeholders in Local Government are to ensure proper accountability and ethical conduct in local government administration.

2.3 P<small>ROGRAMME PARTNERSHIP</small>

Under the Global Programme UNDP will place a premium on fostering partnerships with national stakeholders and actors meanly the ones involved in data collection and management (e.g INE – The National Statistics Council and the Ministry of Planning. UNDP will explore partnership with other UN agencies, academic institutions, National Statistics offices and donors to implement this initiative. Internally, UNDP programme will adopt integrated framework to ensure synergies among different ongoing projects (e.g Civic Education Programme).

UNDP has prioritized partnership building on governance assessments and measurement. Partnerships have been developed in all dimensions of governance assessment support i.e. research, policy development, advocacy, and implementation. In Angola, the Global Programme will provide a much stronger basis for developing new partnerships, focusing in particular on identifying and supporting potential partners in developing countries as well as prioritizing partnerships with local organizations.

At provincial and municipal level the project will build a network to facilitate policy development and advocacy. The network of NGOs working in the area of decentralization in Angola will be also consulted and involved in the process. The Decentralization Working group, a forum of Donors and Development Partners is a strategic link to advocate and influence policy dialogue on governance assessment and measurement issues in the country.

3   MANAGEMENT AND MONITORING AND EVALUATION

The Project Management has to follow the agreed/signed CPAP and DEX manual procedures. The project will be executed by the governmental bodies and Provincial Civil Society Organizations, with UNDP cooperation that will provide relevant technical assistance. The project will be premised upon a strong promotion of ownership and participatory approach to strategic planning design and implementation, to increase the prospects for sustainable development of services and project results. Early involvement of relevant actors including civil society and the private sector in the development process seeks to increase responsibilities and ownership in the response to local development needs from the design stage of the strategies to longer-term benefits that will carry through the implementation stage and beyond.

3.1   ORGANIZATIONAL STRUCTURE

Project Board: The Project Board is the group responsible for making executive management decisions for a project when guidance is required by the Project Manager, including approval of project revisions.   Project assurance reviews by this group are made at designated decision points during the running of a project, or as necessary when raised by the Project Manager.   The Project Board therefore is responsible for monitoring and directing the implementation of the project.   This includes initiating the project; monitoring that the project outputs, including all project activities, are produced within time and budget; reviewing Quarterly Progress Reports providing ad-hoc direction of the project when required; and eventually closing the project. The Project Board consists of three board members: counterpart ministries representatives and UNDP Representatives. Development partner supporting the programme e will be invited to be part of the project board as well as relevant CSO representatives. The Project Board meets twice annually at the beginning of each year and in the middle of the year to consider and approve and review the Annual Work Plans as presented by the Project Manager. Project Board is responsible for the project assurance. This role ensures appropriate project management milestones are managed and completed and UNDP designates a person to provide this oversight, which is mandatory for all projects.

Project Manager: The Project Manager is a senior international CTA responsible for the Project management and coordination Unit. H is responsible for all management and technical issues, including ensuring that project outputs and activities, are produced within time and budget; day-to-day management and decision-making for the project; requesting ad-hoc directions from the Project Board when required; liaising with the Project coordination role. The Project Manager, in addition, receives support from the national coordinator and Information, Monitoring and Evaluation Specialist, contracted by UNDP.

National Coordinator: The National coordinator is responsible for all operational aspects of the overall Decentralization Project. Provides coordination with relevant partners at local level and supports in partnership with the Project Manager, the Project Board. The National Coordinator is responsible for planning and coordination in liaison with the project manager. He is responsible for the day-to-day implementation of the operations, administrative and financial management matters, providing support to all technical issues.

Information, Monitoring and Evaluation Specialist: The Specialist is a local recruited senior project staff high profiled in Statistics and Information Systems, and will act as the coordinator for Monitoring and Evaluation, Data Systems, communication and information, reporting directly to the Project Manager. He acts as the focal point for the Global Programme on Governance Assessment and Measurements. The IM&E Specialist is responsible for M&E, information and communication annual plans and ensures technically operationalization of data management systems at central and local level (municipalities). He is responsible for Quarterly Progress and annual Reports of the overall Project and more specifically of the Institutional Capacity Building Component. This includes monitoring of the project outputs and project activities, is produced within time and budget. The Specialist liaises with the Planning and Research Specialist (Resource Hub Manager), in all technical related issues.

3.2   FINANCIAL MANAGEMENT

The financial management arrangements of the project are based on UNDP rules and regulations. At the end of each quarter, the Project Manager/CTA prepares the FR form, which is annexed to the Quarterly Progress Report and submitted to UNDP in accordance with UNDP management regulations. Under the DEX framework, the project funds for the implementation of project activities will be managed by UNDP CO with direct supervision of the Project Manager following UNDP management regulations and internal control framework.

The project board in its first session will establish the tolerance level of exceeding different budget allocations. UNDP holds the overall responsibility of project funds and signs cost-sharing agreements, on behalf of the Government of Angola, with all partners involved. The cost-sharing agreements are harmonized to the greatest extent possible in a view to minimize transaction costs and optimize efficiency in the implementation of the project. At the same time, however, the cost-sharing agreements should take into consideration the individual needs and priorities of all partners. Any assets that are acquired during implementation of the project will remain property of UNDP and its final destination will be decided upon in the last meeting.

3.3   MONITORING & EVALUATION.

This item will follow under CPAP and DEX procedures. UNDP will provide to the provincial governments and CSOs an M&E system designed to track performance against project objectives and targets, and also to evaluate the impact of the project on the well being of the local population and on the wider planning process. The MIS (Management Information System) will be explored and presented to the Government as a decentralization and local development monitoring framework. This system will also become an important tool for long term fine tuning of the development strategy and its adaptation to the changing socio-economic landscape as the present program produces its anticipated outcomes.

Provincial and Municipality targets will be defined, and incorporated in the Provincial and Municipality Development Plan to facilitate Participatory monitoring. The participatory monitoring will be achieved by strengthening (a) the Poverty Observatory (PO) mechanism at sub-national levels - to ensure ample stakeholder/community participation in the follow up and discussions of defined goals and targets. The monitoring and evaluation of the project is based also on dialogue and regular meetings between the Project Manager and the Project Assurance role.

4   RESULTS & RESOURCES FRAMEWORK

UNDP Expected Output	Main Activities	Targets and indicators	Implementing Partners	Indicative Resources by component (per year, in Million US$)			
				2009	**2010**	**2011**	**Total**
1.1 Nationally owned Governance Assessment and monitoring framework strengthened for effective policy dialogue planning and accountability at central, provincial and municipal level	1.1.1 Conduct a comprehensive assessment of technical, functional, leadership, institutional capacities and resources at central and local level	• Number of municipalities' capacity assessment conducted and disseminated *(Target: 15 municipalities).*	Provincial. and municipal governments of focus provinces	10.000	0	0	10.000
	1.1.2 On-the-job training to the Municipal Technical Team on governance indicators and measurement methods.	• Number of municipalities with inter-sectoral team trained and *(Target: at least 70% of the municipalities)*	Statistics and Planning Offices and Documentation and Information Centers	10.000	0	0	10.000
	1.1.3 Undertake a survey of existing use of governance-related data in partnership statistical and planning officers, non-state actors	• Governance indicator framework developed to support appropriate participatory development plans and profiles *(Target: at least 70% of municipalities).*	Technical Teams, Statistics Offices and Documentation and Information Centers	5.000	0	0	5.000
	1.1.4 Support the Technical Teams in assessment frameworks to support development Plan and Municipal Statistics and Socio-economic profiles together key stakeholder groups	• Number of training Coaching, mentoring undertaken at municipal level	Provincial. And municipal governments of focus provinces	10.000	10.000	10.000	30.000

	1.1.5 Provide advice and expertise to National and Local Statistics and Planning offices for internalisation and ownership of governance indicators and assessment framework	• % of municipalities conduct satisfactory governance assessments (services, inclusion, and accountability) *(Target: At least 70% of the municipalities.*	Technical Teams, Statistics Offices and Documentation and Information Centers	10.000	10.000	10.000	30.000
	1.1.6 Conduct workshops for framework harmonization of governance assessment and measurement (indicators, quality measurement methods, accountability mechanisms	• % of municipalities with a single performance monitoring system in place based on governance indicators for annual participatory reviews. *(Target: 70% of their municipalities).*	Provincial. and municipal governments of focus provinces	10.000	10.000	10.000	30.000
	subtotal			55.000	30.000	30.000	115.000
2.1 Governance Assessment measurement capacity enhanced for data collection, management, dissemination and effective for participatory planning monitoring and evaluation	2.1.1 Provide technical expertise for governance framework systematization (susrvey techniques, questionnaires design, indicators and benchmarks), and manuals for guidance at central level (MAT), provincial and in 15 focus municipalities.	• Number of municipalities involved on identification and elaboration of questionnaires, indicators and benchmarks	Technical Teams, Statistics Offices and Documentation and Information Centers	5.000	0	0	5.000
	2.1.2 Support the Technical Teams in data collection, analysis and performance assessment frameworks to support development Plan and Municipal Statistics and Socio-economic profiles.	• Number of training Coaching, mentoring undertaken at municipal level	Provincial. And municipal governments of focus provinces	20.000	20.000	20.000	60.000

	2.1.3 Support capacity building of local communities and peer-learning practices focussing on principles of Municipal profiles, development plans.	• Number of CSO trained on governance assessment and Peer Review Mechanisms. (Baseline: 0; Target: 5).	Municipal governments of focus provinces	10.000	20.000	10.000	40.000
	2.1.4 Support the design and use of governance database, tools and systems for monitor and evaluation (including dissemination and websites)	• % of municipalities with M&E systems in Place to support review mechanisms - local development Strategies and annual programmes *(Target: at least 80%)*	Statistics Offices and Documentation and Information Centers	0	0	40.000	40.000
	2.1.5 Assessment of Gender issues mainstreaming into local governance of selected municipalities	• Gender issues integrated into local governance framework and development policies *(Target: At least one per focus province).*	Central Government in collaborating with UNDP	5.000	5.000	0	10.000
	2.1.6National Seminar for policy guidance recommendations on governance assessment and measurement and replicable monitoring frameworks (poverty observatories).	• Local Governance assessment and measurement users Guide with key indicators, assessment frameworks developed	Central government collaborating closely with UN Agencies and other , partners	0	20.000	0	20.000
	2.1.7 Website design & maintained in an appropriate national institution and publicly of governance indicators and relevant assessments	• Number of assessments undertaken in focus provinces *(Target: At least two per focus province).*	UNDP, Municipal governments of focus provinces	5.000	5.000	0	10.000
	2.1.8 Provision of equipment for information management, i.e, computers and internet services to Statistics and Planning Department and to Documentation and information Centers	• % of municipalities with operational computer statistics and data base	UNDP, Statistics Offices and Documentation and Information Centers	0	0	0	0

Support Decentralization and Local Governance

		45.000	70.000	70.000	185.000
	SUBTOTAL	45.000	70.000	70.000	185.000
TOTAL		100.000	100.000	100.000	300.000

Annex 1 Table 1 – Structure of Local Governance Assessments:

Baseline Institutional Assessment	Good Local Governance Assessment	The Local Governance Performance

▪ Organisational and HRM Issues
 	
(9 sub-areas for municipal and provinces)
 	
▪ Planning
  a) the scope and content of existing plans
  b) plan preparation process
  c) screening and prioritisation
  d) design and costing methods
▪ Budgeting and financial management
  a) budgeting arrangements
  b) accounting and financial reporting arrangements
  c) internal auditing mechanisms
  d) treasury arrangements
  e) payroll processing
▪ Procurement and service delivery
  a) procurement arrangements
  b) private sector capacity to provide/produce services
  c) operations and maintenance procedures and practices
▪ Sub-Municipal Arrangements
  a) interactions between municipal and sub-municipal units
  b) sub-municipal organisation
  c) kum patina structuring and functioning in each municipal
  d) community contributions to infrastructure and service delivery
	▪ Formulation of development strategy
	▪ Preparation or revision of spatial plan
	▪ Preparation of annual development program and budget
	▪ Land management (land use classification)
	▪ Environmental management (monitoring of environmental qualities)
	▪ Financial management (revenue mobilisation)
	▪ Financial management (administration)
	▪ Information management
	▪ Formulating regional regulations
	▪ Administrative services (particularly date base management)
	▪ Water supply
	▪ Telecommunications services
	▪ Public transportation
	▪ Waste management
	▪ Education services
	▪ Health services
	▪ Social welfare
	▪ Cultural services
	
	All assessed along the following criteria:
	
	▪ Participation
	▪ Equality
	▪ Responsiveness
	▪ Vision
	▪ Accountability
	▪ Supervision
	▪ Efficiency and Effectiveness
	▪ Professionalism
		'Profile Components'
		
		▪ Policy-making performance: informed and coordinated decisions
		▪ Democratic Performance: openness and fairness
		▪ Policy Implementation: effectiveness
		▪ Responsive performance: satisfaction and goal congruence
		▪ Performance in service provision
		
		'Explanatory variables'
		
		▪ Characteristics of the local government system
		  a) characteristics of the local government system
		  b) budget
		  c) distribution of formal authority and the administrative staff
		  d) characteristics of the representative body
		▪ Local institutions
		  a) local political parties
		  b) civil society
		  c) local media
		▪ Local political culture
		  a) citizen participation in local politics
		  b) citizens' political culture
		  c) representatives' political culture
		▪ Characteristics
		  a) size
		  b) socio-economic development
		  c) inequalities
		  e) history and administrative status
		  f) geography