



INDEPENDENT COUNTRY PROGRAMME EVALUATION ANGOLA



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INDEPENDENT COUNTRY PROGRAMME EVALUATION: ANGOLA

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Foreword

I am pleased to present the second UNDP Independent Country Programme Evaluation (ICPE) of the Republic of Angola. The Independent Evaluation Office of UNDP conducted the ICPE in 2018 and it covers the current country programme for the period 2015-2019.

The UNDP programme in Angola has contributed to inclusive sustainable growth, democratic governance, environmental sustainability and disaster risk reduction. Considering the national context and UNDP's funding challenges, significant progress has been achieved in some areas. UNDP was able to strategically position itself by timely advising the country's graduation process from least developed country status, promoting the Sustainable Development Goals and supporting the elections. Nevertheless, UNDP has not always been able to leverage comparative advantages, diminishing its relevance and visibility in the country. Limited integration and synergies among thematic areas have constrained the achievement and sustainability of results.

The evaluation identified a number of areas for improvement and presented recommendations for UNDP's consideration to position the organization more strategically to improve effectiveness, integration and sustainability, to enhance programmatic focus and to further promote a gender-transformative approach to the next UNDP programming period in Angola.

As the country progresses to middle-income status, UNDP has the challenge and the opportunity to renew its visibility and relevance and better leverage its comparative advantage as a broker and an integrator of efforts in Angola to implement the 2030 Agenda for Sustainable Development. UNDP should develop a long-term vision and clear

theories of change ensuring integration among thematic areas, to better build synergies, avoid piecemeal initiatives and ensure the achievement of more significant and sustainable results.

It will be important for UNDP, given its staffing capacities, to increasingly focus its efforts on upstream interventions where UNDP may have a clearer added value given it decreasing core regular resources. Downstream interventions should be more limited to its innovative pilot projects with adequate risk mitigation and exit strategies aligned with committed national partnerships to ensure improved chances for sustainability.

UNDP will need to develop a human resources strategy to better address the challenges of the programme and agency services and reassess the resource mobilization strategy of the office to diversify its sources of funds more effectively. In adapting its human resources, UNDP should also address the lack of staff capacities and incentives to adequately integrate gender with proper strategic thinking on how to bring about change in gender equality and women's empowerment.

I trust this report will be of use to readers seeking to achieve a better understanding of the broad support that UNDP has provided, including what has worked and what has not, and in prompting discussions on how UNDP may be best positioned to contribute to sustainable human development in Angola in the years to come.



Indran A. Naidoo
Director, Independent Evaluation Office

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Acronyms and Abbreviations

| | |
|-----------------|--|
| ADR | Assessment of Development Results |
| AfDB | African Development Bank |
| CACS | Conselhos de Auscultação e Concertação Social |
| CNPC | National Civil Protection Commission |
| CO | country office |
| CPD | Country Programme Document |
| CSO | civil society organization |
| DRR | disaster risk reduction |
| EU | European Union |
| FAO | Food and Agriculture Organization |
| FAS | Fundo de Apoio Social |
| GEF | Global Environment Facility |
| GEN | Gender Marker |
| GEWE | gender equality and women empowerment |
| GRES | Gender Results Effectiveness Scale |
| HIV/AIDS | human immunodeficiency virus/acquired immune deficiency syndrome |
| ICPE | Independent Country Programme Evaluation |
| IEO | Independent Evaluation Office |
| IFAL | Local Administration Training Institute |
| IFI | international financial institutions |
| ILO | International Labour Organization |
| INE | National Statistics Institute |
| INLS | National Institute in the Fight against AIDS |
| IOM | International Organization for Migration |
| LDC | least developed country |
| MAT | Ministry for Territory Administration |
| MIC | middle-income country |
| MINAMB | Environment Ministry |
| NDP | National Development Plan |
| NIM | national implementation modality |
| ODA | Official Development Assistance |
| OHCHR | Office of the United Nations High Commissioner for Human Rights |
| RBA | Regional Bureau for Africa |
| ROAR | Results Oriented Annual Report |
| SADC | Southern African Development Community |
| SDG | Sustainable Development Goal |
| UN | United Nations |
| UNDAF | United Nations Development Assistance Framework |
| UNDP | United Nations Development Programme |
| UNEG | United Nations Evaluation Group |
| UNICEF | United Nations Children's Fund |
| UNPAF | United Nations Partnership Framework |
| UNV | United Nations Volunteer |

Evaluation Brief: ICPE Angola

In the last decade, Angola has maintained political stability and experienced rapid economic growth that has outpaced its human development. Oil-driven economic growth has enabled Angola to transition from a least developed to a middle-income country. Yet the poverty rate reflects the disparities in national wealth distribution. Angola has an average age of 16 years which, coupled with high unemployment and economic disparity, could lead to social tensions and impede further development. The country is also vulnerable to natural disasters and climate change, particularly floods and droughts.

UNDP's programme outcomes comprised inclusive sustainable growth, including health; democratic governance, including human rights, justice and women's empowerment; and environmental sustainability and disaster risk reduction, including natural resources management and biodiversity. The major contributors to non-core resources have been the Global Fund to Fight AIDS, Tuberculosis and Malaria; the Global Environment Facility (GEF); and the European Union. The Independent Evaluation Office of UNDP conducted an independent country programme evaluation that covered the organization's work in Angola from 2015 to 2018.

Findings and Conclusions

UNDP has strategically positioned itself in Angola by advising on the country's graduation process from LDC status, promoting the Sustainable Development Goals (SDGs) and supporting elections. Considering the national context and UNDP's funding challenges, significant progress has been achieved, nevertheless, UNDP's results have fallen short of its ambitious targets.

UNDP support was crucial to sustaining and increasing antiretroviral treatments and to the national response to HIV/AIDS. It has made important contributions to the Ministry of Women's Affairs in implementing gender policies at national and local levels and in improving capacities to collect, analyse and report on gender data. It has successfully helped Angola to improve human rights awareness and the capacity of justice and rule of law institutions and systems. The country office has contributed to strengthening the Ombudsman function in Angola, strategically positioning UNDP in a new and relevant area of anti-corruption work. However, UNDP has had limited success in improving service delivery to the poorest and most marginalized.

FIGURE 1. Funding Sources, 2015-2017

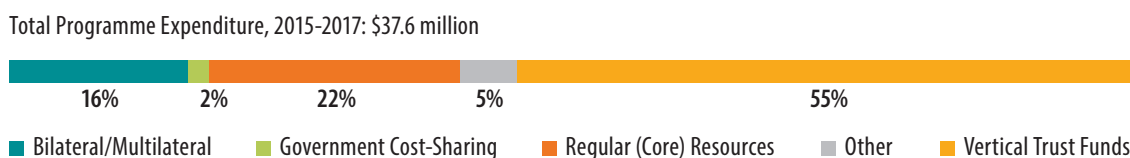


FIGURE 2. Programme Expenditure by Thematic Area, 2015-2017 (\$ Million)



UNDP has provided effective support to Angola in accessing environmental funding and increasing national awareness on environmental issues. UNDP has made important contributions to expanding protected areas and has strategically positioned itself as a key partner in building a legal framework and policies for the environment as well as the capacity to integrate the environment into national development plans and programmes. However, growing dependency on GEF funding has limited UNDP's flexibility in exploring other sources of funding.

UNDP contribution has been successful in increasing government awareness on disaster risk reduction (DRR), particularly in such cases as the recurrent El Niño drought. It helped national and provincial DRR institutions to implement the national contingency plan and supported the preparation of DRR plans in eight provinces. However, the sustainability of results is uncertain, since the budgeting process has yet to consider DRR in a way that would ensure adequate resource allocation. UNDP faces key challenges in contributing more strategically to environmental sustainability and DRR with improved partnerships, gender mainstreaming, efficiency, programmatic integration and leveraging synergies with other areas.

UNDP has not always been able to leverage its comparative advantages, diminishing its visibility and relevance

in areas it was once recognized for, such as poverty reduction, inclusive sustainable growth and democratic governance. It has progressed insufficiently on mobilizing the private sector on corporate social responsibility and facilitating inclusive and sustainable social protection aiming at livelihoods, professional training and local development, due to lack of resources and a proper partnership strategy. UNDP has not contributed to needed reform in the extractive industries as envisaged, because the sector's practices and management capacity were not among the Government's priorities during the programme cycle.

Limited integration and synergies among thematic areas and strategic partners have constrained the achievement and sustainability of results. Most projects have been implemented in isolation, focusing on a specific initiative or programme outcome. South-South and triangular cooperation remained mostly limited. Overall mainstreaming of gender in thematic areas has been limited to the inclusion of women as participants in initiatives. Programmes have not systematically addressed the needs of the genders and particular groups, such as youth. Theories of change are inadequate to better integrate the contributions of the different areas with proper systems thinking to ensure sustainable transformational advances, national ownership and learning for improved effectiveness.

Recommendations

- As the country progresses to middle-income status, UNDP should renew its visibility and relevance and better leverage its comparative advantage as a broker and an integrator of efforts in Angola to implement the 2030 Agenda. UNDP has the challenge and the opportunity to better capitalize on its strategic position and make more significant and sustainable contributions to Angola's development.
- UNDP should develop a long-term vision and clear theories of change ensuring integration among thematic areas, to better build synergies, avoid piecemeal initiatives and ensure more significant and sustainable results. UNDP should be less ambitious, more realistic and focused given its limited resources, looking for synergies across thematic areas and strategic partnerships.
- UNDP should develop staffing capacities to focus more on upstream interventions where UNDP may have a clearer added value given its decreasing core regular resources. Downstream interventions should be limited to innovative pilot projects with adequate risk mitigation and exit strategies aligned with committed national partnerships to improve sustainability.
- UNDP should develop a human resources strategy to better address the needs and challenges of the programme and agencies services and reassess the office's resource mobilization strategy to diversify sources of funds more effectively. Given its decreasing core regular resources and dependence on vertical funds, UNDP needs to augment its staffing and capacities to better engage with the private sector, international financial institutions and government cost-sharing as a source of co-financing.
- UNDP should improve staff capacities and incentives to adequately integrate gender with proper strategic thinking on ways of promoting equality and women's empowerment. Better analytical capabilities are needed to identify and address the specific needs of the genders and particular groups such as youth, which should be integrated across all outcome.



CHAPTER 1

BACKGROUND AND INTRODUCTION

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1.1 Purpose, objective, and scope of the evaluation

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducted in 2018 the second Independent Country Programme Evaluation (ICPE) in the Republic of Angola.¹ An ICPE is an independent country-level evaluation carried out within the overall provisions contained in the UNDP Evaluation Policy. ICPEs capture and demonstrate evaluative evidence of UNDP's contributions to development results at the country level, as well as the effectiveness of UNDP's strategies in facilitating and leveraging national efforts to advance development.

The ICPE addresses three key evaluation questions:

- i) What did the UNDP country programme intend to achieve during the period under review?
- ii) To what extent has the programme achieved (or is likely to achieve) its intended objectives?
- iii) What factors contributed to or hindered UNDP's performance and eventually, the sustainability of results?

The ICPE covered the period from 2015 to early 2018, namely the current programme cycle 2015-2019, in accordance with the evaluation's terms of reference (see annex 1 available online). This ICPE was timed to feed into the preparation of a new country programme, which will be implemented from 2020 by the country office (CO) and the national stakeholders. Primary audiences for the evaluation are the UNDP Angola country office, the Regional Bureau for Africa (RBA), the UNDP Executive Board and the Government of Angola.

Overview of the Country Context

In the last decade, Angola has maintained political stability and experienced rapid economic growth

that has outpaced its human development. Thanks to oil production, Angola's economic growth has enabled the country to pass the threshold from a least developed country (LDC) to a middle-income country (MIC). The country's gross national income per capita is above the MIC threshold at \$6,220 (2016), yet Angola's Human Development Index value was 0.533 in 2016, ranking 150 out of 188 countries. When adjusted for inequality, Angola's HDI loses 37 percent and is brought down to 0.336, reflecting the conditions of LDCs (see annex 2 online for additional key country data). The contribution of agriculture, livestock and forestry to GDP is still low, although they account for 42 percent of total employment. The Government of Angola is trying to promote economic diversification and job creation, including the integration of youth in active life. Angola ranks 175th out of 190 countries in the World Bank's 2017 'doing business' index.² Poverty in Angola reflects the disparities in wealth distribution from the country's economic growth. Official unemployment in Angola is 20.2 percent (2015).³

A noteworthy issue is that currently 47 percent of the population of Angola is under 14 and the fertility rate is 5.6 per women. Angola has an average age of 16 years⁴ which, when coupled with relatively high unemployment and economic disparity, could lead to social tensions and challenges in furthering development gains. It is estimated that 47.9 percent of the population is older than 18 years, with no schooling⁵ and the country's social protection programmes are typically of small-scale in-kind transfer, benefiting a limited number of Angolans. Angola is estimated to have a population of 76 million in 2050 with a median age of 21.2 years⁶ and there are no strategies to deal with the youth bulge.

In the last decade, Angola has shown progress on gender issues. The representation of women in the Parliament has increased from 15.5 percent in 2001 to 38.2 percent in 2017 and their

¹ See UNDP Evaluation Policy: www.undp.org/eo/documents/Evaluation-Policy.pdf

² The World Bank, Doing Business rankings, June 2017.

³ National Statistical Institute of Angola, *Angola em Numeros*, October 2015.

⁴ <http://www.un.org/esa/population/publications/worldageing19502050/pdf/034angol.pdf>

⁵ Angola INE, Census 2014.

⁶ UN DESA, World Population Ageing 2017.

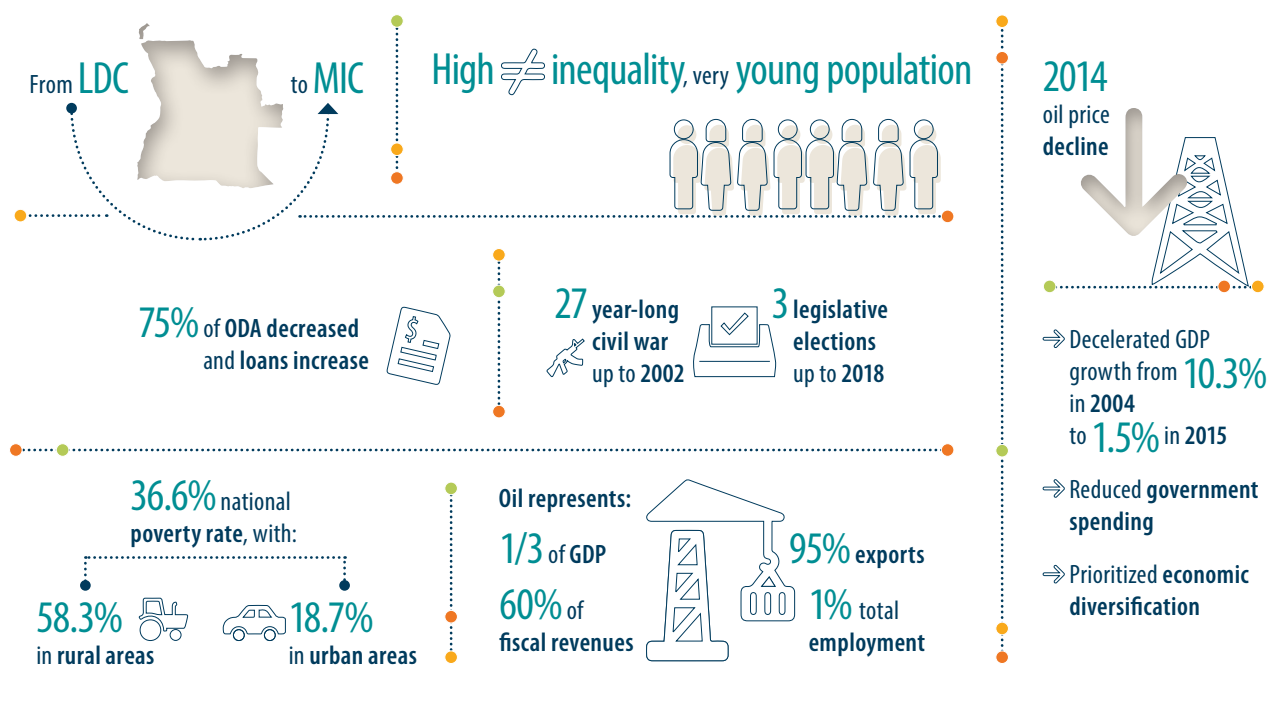
economic participation outside the home is now more significant. However, women continue to be disadvantaged compared to men in terms of social and human development. Women’s participation in the economy was only 50 percent in 2017 as most of them are involved in the informal sector, excluding them from social benefits.

Angola has made progress in improving democratic governance, including strengthening democratic institutions, practices and governance structures at the municipal level. Three legislative elections have been held in Angola since the end of the civil war, with the most recent election in August 2017 resulting in the first presidential change in 38 years. The first local elections are planned for 2021. This political transition is happening in parallel with the preparation of a new development strategy (Angola Vision 2050) and a new National Development Plan (NDP 2018-2022).

These last years have been characterized by an increased civil society engagement and the creation of human rights institutions in Angola. Yet, challenges remain for citizens to enjoy these basic rights and benefit from the governance reforms, particularly in terms of access to justice systems and greater citizen engagement at the local level. Most Angolans still seek justice services in traditional courts.

Angola is vulnerable to natural disasters and climate change, particularly floods and droughts that threaten vital ecosystems and biological resources. In the last decade, Angola has developed policies and strategies to address biodiversity, environmental sustainability⁷ and climate change⁸. The country has increased engagement with regional and international bodies and has signed the Convention on Biological Diversity and other key international commitments. Some additional key data on the country context is provided below.

FIGURE 3. Country Context: Key Data



⁷ PESAC - Plano Estratégico para o sistema de Áreas de Conservação em Angola, 2018.

⁸ 2018-2030 Estrategia Nacional para as Alterações Climáticas, 2017.

1.2 Overview of UNDP in the country in the programme period

UNDP has been in Angola since 1977, when a Standard Basic Framework Agreement was signed between the Government of Angola and UNDP. The current 2015-2019 United Nations Partnership Framework (UNPAF) is centred on three areas: i) human, social and equal development; ii) rule of law and national cohesion; and iii) inclusive and sustainable economic development. Gender, youth, HIV/AIDS and the support to national efforts to graduate to a MIC were incorporated as cross-cutting issues.

Guided by the UNPAF and the Angola National Development Plan (NDP),⁹ UNDP committed to support, in an integrated manner, the areas below.

UNDP support to each of these intervention areas was to represent a catalytic investment to leverage national resources for the replication of transformative outcomes.

The planned resources for the whole programme cycle of five years amounts to around \$48 million.¹⁰ The country office has so far implemented around \$37.6 million, with an average execution rate of 78 percent. Major contributing partners to non-core resources have been the Global Fund to Fight AIDS, Tuberculosis and Malaria (Global Fund); the Global Environment Facility (GEF); and the European Union (EU). More detailed information on the country programme is available in annex 3 ('Country Office at a Glance', available online).

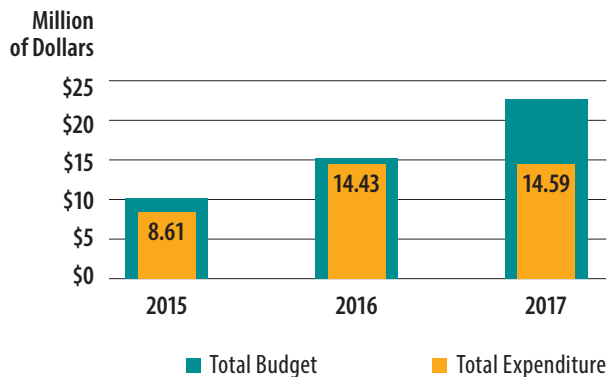
FIGURE 4. Intervention Areas



⁹ The NDP focuses on national unity and cohesion, basic assumptions for development, support to national entrepreneurship, improvement of quality of life, insertion of youth in active life and Angola's completeness in the international context.

¹⁰ Data from the project table validated by the country office (source: PowerBi/Atlas). CPD planned data was \$72.7 million. Financial data used in the report is from the project table (source: PowerBi/Atlas).

FIGURE 5. Evolution of Programme Budget and Expenditure



1.3 Methodology

The evaluation was guided by the United Nations Evaluation Group (UNEG) Norms & Standards¹¹ and the ethical Code of Conduct¹². The evaluation collected primary and secondary data and used qualitative methods, including:

- Desk review of, among others, evaluations conducted by the country office, monitoring self-assessments such as the yearly UNDP Results Oriented Annual Reports (ROARs), project documents, progress reports, financial data, gender analytics, background documents on national context (see annex 6, available online, for a full list of the documents reviewed);
- Over 100 people consulted via semi-structured interviews and focus group discussions held with government partners, programme beneficiaries, UNDP staff at CO and RBA level, UN agencies, and relevant donors, non-governmental organizations (NGOs) and civil society groups (see annex 5 online for details);
- Direct observation of the activities of four projects (Iona and Quicama national parks, Buraco, Cazenga);

- Validation workshop with preliminary findings at the end of the data collection with the CO staff;
- Debriefing with national stakeholders at the final reporting phase.

Data and information collected from various sources and means were triangulated to ensure the validity of findings. Special attention was given to integrating gender to the evaluation methods. In reporting, the evaluation team used the Gender Results Effectiveness Scale (GRES), gender marker data and gender parity statistics.

The evaluation preparation started in December 2017 and recruitment was finalized in January 2018. The evaluation team conducted a desk review of reference material in February and prepared a preliminary summary of the context and other evaluative evidence. Data collection was carried out in March and included an internal debriefing with the CO staff. Outcome analysis papers were prepared and synthesized into a draft report in April, which was submitted for IEO peer review and a review by one of the international Evaluation Advisory Panel members in May. The revised draft was shared with the country office and the RBA in June as well and to Government in July. The final debriefing with the evaluation results was delivered in August.

The main limitations included the cancellation of some meetings and the unavailability of some key UNDP staff for interviews during the main mission. Additionally, some important partners who worked closely with UNDP could not be met, given the lengthy country protocols and recent changes in the Government. Other limitations were caused by the lack of theories of change and outcome evaluations during the evaluation period. This was partially addressed by follow-up interviews in the country conducted by one of the national evaluators and through Skype.

¹¹ <http://www.uneval.org/document/detail/21>

¹² www.uneval.org

A decorative graphic consisting of a dotted white line that starts from the left edge, goes down, then right, then down again, and finally right. It features five colored circles: a yellow one at the top left, a blue one below it, a green one at the bottom left, a yellow one in the middle, a blue one to its right, and a green one at the far right.

CHAPTER 2

FINDINGS

DEVELOPMENT effectiveness COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP
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2.1 Inclusive growth and sustainable development

Outcome 60/UNPAF outcome 1: By 2019, Angola has put into place and is implementing policies and strategies to promote inclusive and sustainable growth, leading to graduation from the least developed countries group.

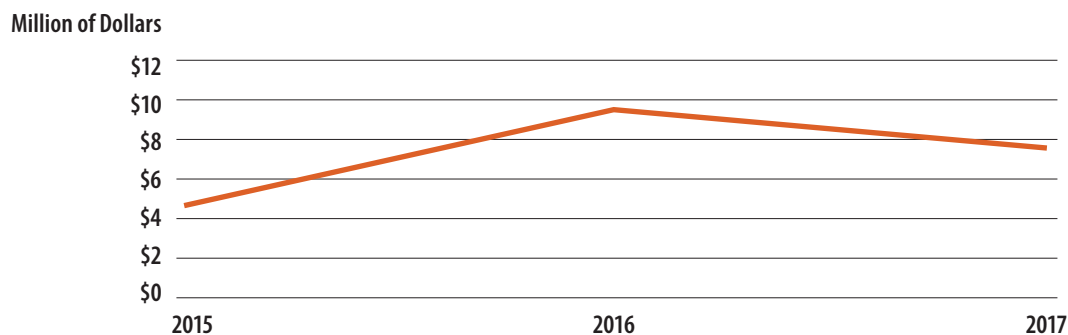
In its National Development Plan, the Government of Angola aims to promote growth and economic diversification, national business and job creation (including the integration of youth in active life); and reinforce the positioning of Angola in the regional and international context. In alignment with the Plan, one of the key UNPAF partnership areas focused on inclusive growth, economic diversification, production and job creation. UNDP was the only agency financially committed to this area (\$6,326,000).

According to its Country Programme Document, UNDP aimed to support Angola put in place and implement policies and strategies to promote inclusive and sustainable growth, leading to graduation

from the least developed countries group. To achieve this, UNDP planned to support government efforts in economic diversification by taking a strategic, targeted approach to scalable livelihoods and entrepreneurship development. It planned to engage at the policy level and act as a broker, linking big investors with small producers, and developing skills to help people find opportunities in non-extractive sectors such as tourism and agro-business. Although this was expected to be accomplished in collaboration with the International Labour Organization (ILO), the African Development Bank (AfDB), the World Bank, and other partners, joint programmes or partnerships with these organizations were not implemented by UNDP. UNDP also intended to enable and facilitate inclusive and sustainable social protections; and strengthen national institutional systems, laws and policies for the equitable delivery of HIV and related services.

Overall resources planned for this outcome were \$28,261,741, which corresponds to 58 percent of the total planned resources. Expenditures from 2015 to 2017 were near \$22 million, representing 58 percent of total programme expenditures. The execution rate reached 78 percent. The programme focused on two main areas of interventions: 1) sustainable and inclusive economic development, which represented 40 percent of this outcome; and 2) HIV/AIDS, which accounted for 60 percent of the resources. Under sustainable and inclusive economic development, UNDP worked on four key areas: i) support for graduation and achievement of the SDGs; ii) support for small-scale productive activities;

FIGURE 6. Inclusive Sustainable Growth: Total Expenditure by Year



iii) strengthening of public-private partnerships; and iv) support for vocational training. No South-South and triangular cooperation partnerships were developed under this outcome.

The sustainable and inclusive economic development interventions were expected to contribute to gender equality in a limited way (GEN1)¹³, and the HIV projects had gender equality included as a significant objective (GEN2).

Finding 1. UNDP has strategically positioned the organization by effectively raising awareness on the SDGs and helping Angola in its initial efforts to graduate from LDC status.

Following the 2013 government request for UNDP support for the LDC graduation process, UNDP made relevant upstream contributions through the production of documents about the graduation and the oil crisis. Through continuous advocacy on the importance of the graduation and the SDGs, UNDP managed to raise the interest of the Government for the Agenda 2030. UNDP supported the preparation of the 2015 national Millennium Development Goal report and worked in 2017 with the National Statistics Bureau and other UN agencies to establish the country baseline for the SDGs. In March 2018, a UNDP MAPS mission¹⁴ initiated some discussions on how the UN could further support the Angolan Government to accelerate activities related to the SDGs and the graduation roadmap targets.

In this context, UNDP has clearly shown an added value in terms of its convening and coordination role to foster multistakeholder dialogues. UNDP brought together the civil society and the Government in the context of the graduation and the MAPS mission. It also supported the UN coordination leading the UN programme group on the

SDGs and coordinated a UN technical note with key recommendations for the new Government to move the 2030 Agenda forward.

However, UNDP did not invest in promoting innovative development solutions and partnerships to support positioning Angola as a middle-income country and as a leader at regional and global levels as initially indicated in its CPD. This was impeded by, among other reasons, the limited time available of the senior economist, who also must support the Mozambique CO, RBA and headquarters.

Still, UNDP has positioned itself strategically as a trusted partner to provide upstream support to the Government in mainstreaming the SDGs into the national planning framework. Recently, the country office has engaged with the Government at the technical level on the preparation of the 2018-2022 National Development Plan. This represents a significant change as UN agencies were not involved in the preparation of the previous NDP. There is space for UNDP to provide more technical assistance to the National Statistics Institute (INE) to obtain, treat and analyse statistical information related to the SDGs in years to come and strengthen the national capacity for evidence-based planning, implementation, coordination and monitoring.

Finding 2. UNDP was crucial to help sustain and increase the provision of antiretroviral treatments in Angola and help the national response to HIV/AIDS, through procurement of medication, advocacy and strengthening of national institutions, systems, laws and policies for the equitable delivery of HIV and related services.

Angola has one of the lowest rates of HIV/AIDS in the Southern African Development Community (SADC), with a prevalence of 1.9 percent¹⁵, down from 2.4

¹³ The Gender Marker is a corporate tool introduced in 2009 to sensitize programme managers in advancing GEWE by assigning ratings to projects during their design phase to indicate the level of expected contribution to GEWE. It can also be used to track planned programme expenditures on GEWE. Each project is assigned a score as follows: 3=gender equality and/or the empowerment of women are the primary and explicit objective of the project; 2=gender equality is not the main project objective but the output promotes gender equality in a significant and consistent way; 1=project contributes in a limited way to gender equality, but not significantly; 0=outputs at the project level are not contributing to gender equality.

¹⁴ MAPS stands for mainstreaming, acceleration and policy support, a common approach adopted by the UN Development Group in October 2015 to support the implementation of the 2030 Agenda at the country level. <https://www.un.org/ecosoc/sites/www.un.org.ecosoc/files/files/en/qcpr/doco-summary-brief-on-maps-march2016.pdf>

¹⁵ The World Bank, World Development Indicators database.

percent in 2013. In the area of health, UNDP is the third largest UN agency operating in the country (\$26 million committed), after WHO (\$88 million committed) and UNICEF (\$30 million committed).

In the previous programme cycle, the management capacity built in the national HIV and AIDS programme was leveraged by UNDP's support to the administration of the Global Fund. Implemented by UNDP and its 11 sub-recipients, Angola's Global Fund grant helped to prevent HIV infections, particularly among youth and key populations; reducing the mother-to-child transmission; increasing the access to antiretroviral treatment and viral load measurement; and effectively managing TB/HIV co-infection.

In this programme cycle, UNDP aimed to increase the coverage of HIV and AIDS services, strengthening national institutions, systems, laws and policies for the equitable delivery of HIV and related services. During the period under review, UNDP managed two HIV Grants from the Global Fund: the Transitional Funding Mechanism (TFM) Grant (2012-2016) and the AGO-H-UNDP Grant (2016-2018, \$30 million). The TFM was almost exclusively dedicated to ensuring the continuity of services for people living with HIV who are on antiretroviral treatment (ART). Almost two-thirds of the AGO-H-UNDP grant budget is dedicated to the procurement of ART, HIV tests and laboratory reagents, their warehousing, distribution and quality assurance. Since July 2016, UNDP has also been implementing a Procurement Support Services agreement (2016-2018, \$5 million) with the National HIV/AIDS Programme by procuring HIV tests and ART, using government funding.

In 2015 and 2016, UNDP support was important to avoid the disruption in the provision of antiretroviral treatments and sustain the national response. UNDP support through procurement enabled the reduction of costs, increasing the efficiency of the process and coverage. Since 2015, UNDP has also strengthened the organizational capacity of the National Institute in the Fight against AIDS (INLS) through technical assistance (missions and on-the-job training) in specific areas such as

management, finance, monitoring and evaluation, logistics, internal control and auditing, and the construction and restructuring of the national information system on HIV/AIDS.

In 2017, UNDP's advocacy work also led to the expansion of the community component under the current HIV grant from \$700,000 to \$1.6 million, linking UNDP procurement activities with capacity-building with eight NGOs. In 2017, these NGOs served as sub-recipients of funds for the first time and collaborated in the implementation and monitoring of programmes at the provincial and local levels. However, the results are yet to be obtained as the implementation only started at the beginning of 2018 due to delays in the release of funds.

Nonetheless, some difficulties were noted in terms of efficiency with delays from both UNDP and the Global Fund due to bureaucratic procedures, inability to meet the overly optimistic goals fixed on National Strategic Plan of the fight against HIV and sustainability issues. The awareness activities and funds to civil society organizations (CSOs) were shortened by three months and HIV awareness actions did not continue after UNDP funding ended. In some cases, materials and transport financing were reduced, compromising the feasibility of the CSOs implementation, and CSOs had to use their own budgets to carry out the projects. Moreover, there have been no systematic training and awareness-raising activities implemented with the Government in HIV/AIDS due to the lack of human resources capacities in UNDP. This has represented a challenge to enable the Government to take over the procurement in the long term without UNDP assistance.

Finding 3. UNDP has not sufficiently progressed with initiatives to mobilize the private sector on corporate social responsibility and to enable and facilitate inclusive and sustainable social protection aiming at livelihoods, professional training and local economies' development, as initially committed, due to lack of resources and a proper partnership strategy.

Angola's National Development Plan aims to promote economic growth, job creation and economic diversification to increase and diversify non-oil exports and promote sectors with comparative cost advantages in the international markets. In alignment, UNDP planned to support government efforts in economic diversification by taking a strategic, targeted approach to scalable livelihoods and entrepreneurship development.

This was translated into a series of small-scale initiatives with an emphasis on productive activities, particularly on agriculture and fisheries. While the initiatives focused on livelihood opportunities for women, they did not target youth as initially planned in the CPD. In the case of agriculture, the initiatives managed to increase the incomes of small producers, strengthened their technical and organizational capacity; linked them to large companies; and promoted crop diversification. Jointly implemented with the Food and Agriculture Organization (FAO), the LDC Fund-GEF Cuvelai project supported women in the production of honey. In the case of the fisheries, the initiatives were not very successful due to important challenges to ensure sustainability and the limited scale of the initiatives. Results were limited by difficulties in creating strong market access mechanisms, promoting cooperatives, and linking capacity-building with other activities with a long-term approach. A significant weakness of these pilot initiatives was the absence of partnerships with other agencies doing the same work, such as FAO (except in one small pilot component of a project which was not upscaled) and AfDB¹⁶, thus creating duplication of efforts that could have been synergic and catalytic if partnerships had been considered to join forces.

UNDP was found to be a small, not strategic actor in this area with no clear value added, in part because of limited resources. The pilot initiatives were too small and did not manage to reach results in terms of the expansion and diversification of employment opportunities and the strengthening of national

systems and institutions. To achieve better results, given the limited resources, efforts to promote the diversification of the economy could have been integrated into the environment portfolio where more funds are available. This could have been done through a green job creation approach to link local economies' development with natural resources management.

In terms of entrepreneurial development, UNDP started to work in vocational training in the previous programme cycle with the National Centre of Technology and Information and some organizations such as REMA (*mediatecas*, or multimedia libraries), MAPTESS (business incubator) and Salesians Don Bosco. Through UNDP's technical (training of trainers) and financial support, four *mediatecas* successfully promoted inclusive ICT knowledge and facilitated international certification programmes. Although this area remains a priority for the Government given Angola's youth bulge, the previous work on professional training was discontinued in the current programme cycle given the lack of resources. In collaboration with the Office of the Vice-President, the UNDP Bureau for Policy and Programme Support, the UNV office in Geneva and the UNV Programme in Bonn, the country office supported the Angolan Government in the development of the Law and Policy on National Volunteer as well as a National Volunteer Programme which has not yet been financed by the Ministry of Economy and Planning. Given the country context and the government priority areas, UNDP failed to engage more strategically across outcome areas on youth employment and capacity development to ensure decent jobs as no specific interventions were developed in these areas. Youth should have been integrated as a cross-cutting issue in all the projects, particularly in the environment, and not necessarily through an isolated project.

The fragmentation of the social protection system in Angola is still a challenge, without a defined legal and political framework and a limited

¹⁶ The country office has translated into Portuguese the 'strong partnership, stronger impact' manual to facilitate the dialogue with the Government and IFIs and clearly present UNDP's comparative advantage and added value.

outreach and cover of the most vulnerable. As a response, the UNPAF aimed to provide support in the development of policies, in establishing the legal framework, through analytic work, in knowledge and information management training and capacity development. Only UNICEF and, to a very small degree, UNDP committed funds in the UNDAF for this result (\$30 million and \$2 million respectively). UNDP planned in its CPD to explore options to enable and facilitate inclusive and sustainable social protection. It planned to advocate for government endorsement of the policy and law on social assistance and its associated legal framework. However, limited work was done in this area given UNDP's lack of financial and human resources and the subsequent need to prioritize other areas of work.

Finally, UNDP was not able to mobilize the private sector on corporate social responsibility. In the previous cycle, important progress was achieved with large national and foreign private companies around the Global Compact. But the 2014 oil crisis had an important impact and led to a decreased interest from the private sector to promote corporate social responsibility. Following the oil crisis, UNDP was not able to keep the momentum and most of the big private organizations disengaged from corporate social responsibility. This change in the context required a re-evaluation of UNDP's engagement strategy to mobilize new strategic partners with the adequate understanding of the potential of the Global Compact to promote dialogue for the creation of a business social responsibility platform. However, this was not done as the country office focused on other priority areas. It has only been more recently that UNDP initiated some contacts with CSOs (mainly the ACGD, Associação Cristã de Gestores e Dirigentes) and public companies to try to reactivate the network. However, these remain very incipient and the engagement strategy with the private sector has not been re-evaluated to map and explore all partnerships opportunities, such as with business associations.

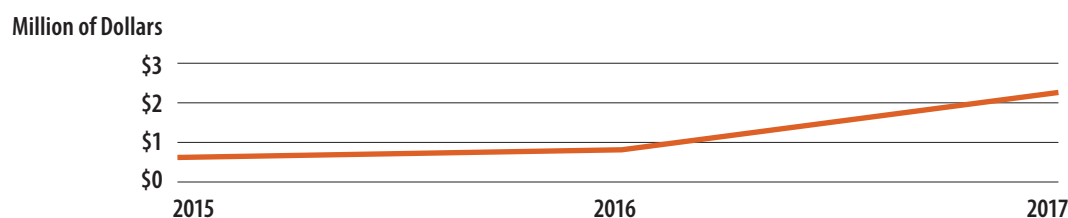
2.2 Democratic governance

Outcome 61/UNPAF 2: By 2019, all citizens actively participate in public issues, and the public institutions are modernized, delivering effective services at local levels based on good governance criteria.

In its NDP, the Government of Angola aimed to build a participatory and democratic society, guaranteeing fundamental liberties and rights and promoting civil society. It also aimed to ensure equal development and human security through the reform of the public sector and government decentralization. In line with the Plan, the UNPAF focused, on one hand, on good governance, participation, decentralization and democratic institutions, and on the other, on access to justice and human rights.

As a response, UNDP planned in its CPD to support citizens' participation, the modernization of public institutions, and the delivery of effective services at the local level based on good governance criteria. UNDP also aimed to work with several municipalities on a pilot basis, codifying lessons from participatory and effective governance for basic social service delivery, and then support the Government to scale up good practices. Work in extractive industries was expected to be linked with UNDP global and African regional initiatives to support a new mining code of Angola, expose the Ministry of Geology and Mines to international best practice in governing the mining sector, and support the capacity of the Ministry to manage the mining sector sustainably. Over time, UNDP planned to engage with local communities to ensure their greater voice in decision-making on extractive revenues management, allocation, and benefit sharing.

FIGURE 7. Governance: Total Expenditure by Year



Planned resources for this outcome were \$5,232,412, which corresponds to 11 percent of total planned resources. Expenditures to date were near \$3.7 million, representing 10 percent of the total programme expenditures. The execution rate reached 70 percent. All governance projects were expected to contribute to gender equality in a limited way (GEN1).

Finding 4. Modestly but timely responding to the capacity development needs for election management, and maintaining the decentralization agenda and citizenship participation efforts, UNDP has strategically positioned the organization as a key partner of the Government for the coming cycle.

Between 2008 and 2013, UNDP took a leadership role with upstream contributions to support the design of the normative architecture associated with local governance, such as the CACS¹⁷ Legislation.

Since 2014, the Angolan Government deprioritized the decentralization agenda given the lack of political will. Despite that, UNDP has been relatively successful in keeping the debate alive on decentralization through continuous technical assistance and policy advice. UNDP provided technical support to the Instituto de Formação da Administração Local (IFAL) to adopt the National Strategic Plan for Territorial Administration (PLANEAT 2015-2025), and to approve the Law on State Local Administration in 2016.

UNDP support has been instrumental in capacity-building for local governance by training governmental institutions, and funding publications and missions to study best practices. Through training, UNDP was therefore able to increase the capacity of pilot municipalities to plan, budget, and monitor delivery of basic services. UNDP supported local level organizations to improve their capacities in planning, local finance and public procurement. More specifically, UNDP provided training to the National Directorate of Local Administration (DNAL) technical team in data collection, analysis and systematization techniques; and to the IFAL team on quality management, accounting and finance, assembly of analytical accounting systems and project cycle. UNDP also provided financial support to the DNAL for the publication of several reports and studies, such as the retrospective study of the 10 Years of Administrative Decentralization¹⁸ and Decentralization in Angola and the report on the Survey of Needs for Technical and Methodological Follow-up of Municipal Administrations. In 2015, support was also provided to the Fund of Social Support/Fundo de Apoio Social (FAS) on financial management in nine municipalities in light of the fiscal decentralization tests; to the Municipal Administrations for the preparation of dynamic profiles; for the creation and invigoration of the Municipal Development Forums which led to the current community consultation councils (CACS); and for the preparation of Strategic Planning Manuals for Municipal Administrations.

¹⁷ *Conselhos de Auscultação e Concertação Social* or CACS are spaces of participatory governance, where local authorities have to consult and be accountable to society.

¹⁸ Decentralization is a type of decentralization whereby a central organization transfers some of its responsibilities to lower-level units within its jurisdiction. It is the process by which the agents of central government control are relocated and geographically dispersed.

In 2016, UNDP also supported a study tour between the DNAL and the Ministry of Cities of Brazil¹⁹ (in Curitiba) around the mobilization, organization and management of participatory processes to promote citizens' engagement in the public sphere. This resulted in increased advocacy in the Ministry of Territory Administration (MAT) to modify the CACS mandate to give them decision-making/binding power. However, no changes have taken place yet.

Although important progress was achieved in institutional capacity-building, the local elections have yet to take place in 2018 and the decentralization strategy was not developed. Following the August 2017 general elections, new political will emerged to move the decentralization agenda forward. Thus, more work is needed on the transfer of knowledge at the local level through technical and methodological assistance, which could have been enhanced through South-South cooperation. In early 2018, the MAT started to engage with UNDP in the initial preparations for the organization of the local elections (*autarquias*) and the development of a proposal for the laws and framework to guide the implementation of local elections, which the MAT plans to submit to Parliament by the end of August 2018. Thanks to its previous capacity-building role, UNDP is currently strategically positioned to provide technical support to the Government on the decentralization agenda. Moving forward, UNDP should be able to support the Government to put in place the legal instruments needed, to provide adequate capacity-building for the *autarquias*, and to actively engage with civil society in public issues. Given the reduced core regular resources available and the importance of the decentralization agenda, this is an area worth actively exploring government-cost sharing options.

As a response to the 2017 electoral process, UNDP launched a specific support initiative for elections, an area which was not foreseen in the CPD but strategic for UNDP to pursue. This included the training of 1,094 national observers from CSOs, which integrated Angola's Electoral Observatory (OBEA), and

the development of a campaign for civic education. However, there were challenges in the accreditation of national observers with the National Electoral Commission (only 500 were accredited) as OBEA is composed of more than one hundred organizations with the related communication and coordination challenges and the National Electoral Commission decided to have a reduced number of observers. Although it was a small-scale initiative, it contributed to the strengthening of voters' participation and observation at a strategic time and allowed UNDP to position itself for the future to support the Government in the local governance (*autarquias*) process, in coordination with the decentralization agenda.

With regard to civil society participation, UNDP expected to improve the participation of youth and women in local development decision-making processes. Based on the interviews with key partners, UNDP was found to be effective in supporting the empowerment of CSOs and women as a way to increase the level and quality of participation in local institutions. However, the results were found focused more on CSO capacity-building than on the empowerment and participation of women in local development decision-making processes (such as CACS) as initially planned. Results were also often compromised by the scarcity of resources mobilized, by the ad hoc nature of the activities, and the way local partners select their representatives (sometimes without adequate sensitivity and qualification).

The limited depth of the initiatives reflects an approach more focused on women's participation than on addressing the roots of inequality and discrimination. They lacked an inclusive approach regarding youth. No strategy was put in place to monitor and try to include men and youth during the project implementation.

All these factors limited the ownership and knowledge shared in the capacity-building processes. As noted in the previous cycle, the sustainability

¹⁹ Created in 2003, it is responsible for ensuring that urban residents have universal access to drinking water, sewerage and waste service, housing and transport.

of the interventions remained an important challenge. Lessons and value for money on the results achieved have not yet been looked at. UNDP has yet to clarify its added value in this area by moving away from providing administrative services and actively exploring partnerships with other agencies such as UN Women. In a context of reduced resources, integrating this workstream with more upstream work, such as with UNDP's work on justice and human rights, could contribute to achieving better results.

Finding 5. Despite its importance for environmental protection, UNDP has not contributed to needed reform in the extractive industries sector as initially envisaged, because practices and management capacity on extractive industries were not among the Government's priorities during the programme cycle.

In the previous programme cycle, UNDP collaborated with the Ministry of Geology and Mines (MINGEO) to align Angola's legislation with the existing African regulatory framework. It also supported the preparation of a strategic plan for the extractive industries' sector. Although this area is not a priority for the Government under the current NDP, UNDP included it in its CPD given its importance for environmental protection and planned to work with MINGEO on improving the governance of the extractive industries sector by updating Angola's regulatory frameworks, particularly its mining code. By exposing MINGEO to international best practices in governing the mining sector, UNDP planned to support the capacity of the Ministry to manage the mining sector sustainably. Over time, UNDP planned to engage with local communities to ensure a greater voice in decision-making on extractive revenues management, allocation, and benefit sharing. Due to the scarcity of financial and human resources and the subsequent need to reprioritize its work, UNDP did not implement any interventions in this area. Work on extractive industries could have been integrated through an environmental protection lens under the environment portfolio to increase integration and ensure implementation as more resources are available there.

Outcome 62/UNPAF outcome 3: By 2019, national institutions are strengthened for the promotion of human rights, ensuring knowledge of and access to justice by all citizens, especially the most vulnerable.

The governance reforms of the justice and legal sectors these last years have led to the creation of more courts and the update of civil codes. The 2010 Constitution includes provisions on human rights, such as the creation of the Secretary of State for Human Rights in the Ministry of Justice, the provincial human rights committees and the Ombudsman's Office. Yet, more efforts are needed to promote civil society's participation in development processes.

In the last decade, Angola has made important progress in adopting legal instruments to advance gender equality and equity, such as a new gender policy (2013) and law on domestic violence (2011). However, the 2017 Global Gender Gap report ranked Angola 119 out of 144 countries in terms of economic participation and opportunities for women. Gender disparities remain in the labour market and the formal economy. Income inequalities related to gender remain high. Challenges also remain in terms of low access to HIV/AIDS treatment and access to education, with a literacy rate of 53.4 percent in 2014. Moreover, customary law tends to be detrimental to women, particularly in the rural context, and do not protect them in terms of land rights, matrimony and adultery, among others.

In response, the UNPAF aimed to reinforce the role of national institutions in the promotion and protection of human rights, guaranteeing knowledge of and access to the services of justice to all citizens, especially the most vulnerable. UNICEF and the International Organization for Migration (IOM) were the main agencies financially committed (\$18 million and \$11.5 million planned respectively), while UNDP was also expected to contribute with \$1.5 million.

As a response, UNDP planned in its CPD to strengthen the democratic governance system, supporting government efforts to increase access to high-quality justice services, particularly to the poorest and most marginalized. This was to be accomplished by enabling the capacities of justice and rule of law institutions for improved access and redress, and by fostering strategies, with the Ministry of Family and the Promotion of Women (MINFAMU) and other partners, to advance gender equality and women’s empowerment. UNDP also aimed to work with the Office of the United Nations High Commissioner for Human Rights (OHCHR) and other partners on advocacy for adherence to international human rights conventions and international treaties. Although other important partners in this partnership area were IOM and UNICEF, UNDP did not implement any joint programme nor collaborated with them.

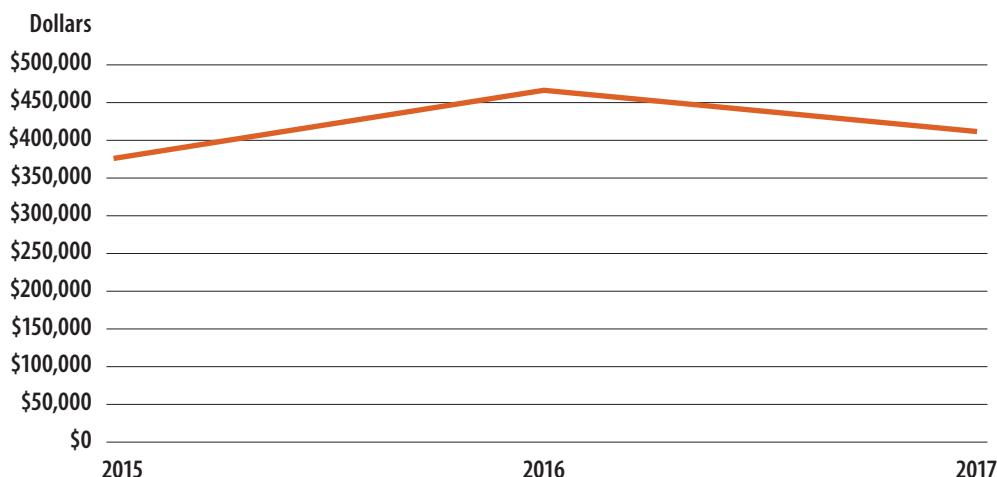
Planned resources for this outcome were of \$1.3 million, which corresponds to 3 percent of total planned resources. Expenditures to date were of \$1.3 million, representing 3 percent of programme expenditures. The execution rate reached 96 percent.

Finding 6. UNDP has successfully helped Angola in its efforts to improve human rights awareness and enable the capacity of justice and rule of law

institutions and systems. It has contributed to strengthening the Ombudsman function in Angola strategically positioning UNDP to contribute to a new relevant area of work on anti-corruption. However, UNDP has had limited success in improving the delivery of services to the poorest and most marginalized.

In the previous cycle, UNDP results in the area of justice were below expectations due to a lack of success in engaging with the Ministry of Justice. Nonetheless, UNDP was able to provide some training for staff from the judiciary and financially support the publication of studies. In the current programme cycle, institutional strengthening of human rights institutions has mainly focused on Luanda with the National Directorate of Human Rights (DNDH) and the Secretary of State for Human Rights. Support to institutional capacity-building was achieved through the permanent presence in the DNDH of a UNDP consultant specialized in human rights who provided policy advice, and through the creation of the intersectoral committee for the preparation of the national reports on human rights. At the local level, the functional capacities of two Provincial Human Rights Committees were strengthened, but the coverage remains very low in terms of number of provincial committees (18 in total) and services.

FIGURE 8. Justice and Human Rights: Total Expenditure by Year



As a result of Angola's presence at the Human Rights Council in 2009-2014, major human rights conventions were signed and ratified. However, four conventions have not yet been ratified (Convention on the Elimination of All Forms of Racial Discrimination; Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment; International Convention for the Protection of the Rights of Migrant Workers and Members of Their Families; Convention for the Protection of Forced and Involuntary Disappearance). No results were achieved in terms of increased alignment with the international human rights framework during this programme cycle as no new human rights treaties were signed.

Nevertheless, important progress has been achieved in implementing international treaties with the Ministry of Justice. Financial and logistical support was provided to the Ministry of Justice for its participation in some important regional conferences which led, for example, to the 2015 statement of Cuando Cubango on poaching, and the 2016 Declaration of Luanda on corruption.

Significant work was also done in awareness-raising and advocacy through the preparation, discussion and timely publication of six national reports on human rights. However, there is not enough evidence available to confirm whether they have led to any specific results in terms of strengthened national human rights framework and compliance with the obligations of international human rights. UNDP also provided support for the organization of national and international events on human rights such as conferences and workshops. More particularly, it supported the Universal Periodic Review monitoring, a SADC event of the African Human and People's Rights Commission, a forum on human rights in Africa which took place in Argentina; and the renovation and updating of the Ministry of Justice and Human Rights site.

In 2017, UNDP support enabled Angola's Ombudsman to become a member of the Southern African Alliance of National Human Rights Institutions, and to initiate the preparation of its accreditation process as a National Human Rights Institution, in accordance with the Paris Principles and the Global Alliance of National Human Rights Institutions. With the country office's technical support and in collaboration with the United Nations High Commissioner for Human Rights, the interviewees indicated that the Ombudsman institution has acquired capacities to review its internal rules and procedures, to improve the quality of its annual reports to parliament, and to start developing thematic human rights reports.

In response to the Government's request, capacities were also strengthened at the Office of the Attorney General, despite not having been initially foreseen in the CPD. In 2018, UNDP organized training for magistrates in financial crimes with Brazilian specialists involved in the *Lava Jato*²⁰ money laundering investigation, and with Portuguese technicians in corruption and tax crimes. Being involved in these initiatives has strategically repositioned UNDP to further collaborate with the Angolan authorities in anti-corruption, focusing on identifying gaps in addressing corruption, money laundering and influence peddling in the legal framework; drafting the Strategic Plan to Combat Corruption; and providing additional training.

UNDP is also strengthening the capacity of CSOs to engage in human rights issues. As a result of a study tour in Brazil, Angola is planning to put in place in 2018 SIMORE, a digital platform developed in Paraguay to monitor the implementation of international recommendations on human rights and thus increase civil society engagement. The country office has also facilitated public consultations between civil society and the Executive on the preparation of the country's second report on the UN Convention on Civil and Political Rights and the seventh report on the Convention on the Elimination of all Forms of Discrimination Against Women.

²⁰ *Lava Jato* (Car Wash) is an ongoing investigation being carried out by the Federal Police of Brazil since 2014 that started as a money laundering investigation and expanded to cover allegations of corruption at the state-controlled oil company Petrobras where executives allegedly accepted bribes in return for awarding contracts to construction firms at inflated prices, moving over \$10 billion.

Very limited results were found in terms of women's and marginalized groups' improved access to formal and informal justice systems as initially planned. UNDP supported the creation and institutional capacity-building of Extrajudicial Centres for Dispute Resolution, structures combining modern and traditional justice. But so far, there is only one extrajudicial centre in place for dispute resolution. Two others have been built but are not yet functioning. Important challenges were faced in terms of efficiency due to excessive bureaucracy and limited ability to influence and contribute to upstream work given the sensitivities around this topic. With the local governance (*autarquias*) process, there are increased opportunities to move these activities forward at the provincial level.

Finding 7. UNDP has made important contributions helping the Ministry of Women's Affairs to implement gender policies at national and local levels and to improve capacities to collect, analyse and report on gender data.

In the previous cycle, UNDP's technical support to the Government helped strengthen institutional development and enhanced policy formulation in the Ministry of Women's Affairs, leading to a broadening of the policy debate on gender-responsive budgeting. At the legislative level, UNDP supported the drafting of the National Gender Policy and the Domestic Violence Law and supported the Ministry of Women's Affairs in its promotion and monitoring, and in the design of the law against domestic violence. During this programme cycle, UNDP continued to strengthen the capacities of the Ministry of Family and the Promotion of Women (MINFAMU) at both the national and local levels. It engaged in capacity-building on gender equality with five CSOs with limited results in terms of access to local development decision-making processes, the creation of platforms for dialogue with local institutions, and gender-based violence. UNDP planned also to strengthen the capacities of the police to implement the gender-based violence policy and action plan, but no work has been done yet given UNDP's limited resources.

In 2015 and 2016, the country office conducted training to improve the capacities of MINFAMU national and provincial gender offices to implement programmes and to collect, analyse and report gender data. In 2017, UNDP Angola and UN Women Cape Verde facilitated a technical exchange between both countries' National Statistics Institute (INE) and National Gender Office/National Gender Equality Institute. This cooperation allowed for the sharing of experience and expertise on gender-sensitive tools and processes used in the production of gender statistics. The initiative resulted in the development and publication of Angola's first National Gender Report, launched in August 2017, and the establishment of a baseline on the monitoring and reporting on SDG 5. UNDP efforts in this area also contributed to strengthening the partnership between the National Statistics Institute and the National Gender Office. However, further efforts to publish a second report with analyses conducted on sex disaggregated data and gender statistics as initially planned are still pending. No work was done to strengthen linkages between gender equality/women's empowerment and development through advocacy actions as initially planned. Challenges remain on the strengthening of linkages between justice and human rights and gender.

2.3 Environmental sustainability and disaster risk reduction

Outcome 63/UNPAF outcome 4: By 2019, environmental sustainability is strengthened through the improvement of management of energy, natural resources, access to green technology, climate change strategies, conservation of biodiversity, and systems and plans to reduce disasters and risks.

Angola's ability to manage natural resources sustainably is challenged by weak institutional capacity, the need to work across sectors and the lack of a budget for the integration of environmental aspects. Translating the country's commitments into action has been impeded by the lack of human and financial resources to adequately accomplish and sustain environmental management. The limited efforts regarding environmental protection have only reached 13 percent of the territory, having increased only 5 percent since the colonial era (prior to 1975). In addition, the 2015-2016 El Niño drought, which followed four previous years of consecutive droughts in southern Angola, resulted in significant food production losses affecting over 1.13 million people.

The 2013-2017 National Development Plan focused on human and economic development and prioritized stability, growth and job creation. It did not highlight the environment as a key area. However, recent programmes and policies developed by the Ministry of the Environment and the Ministry of the Interior point to increased importance within the national policy framework. In line with this policy, the UNPAF identified inclusive and sustainable economic development as a key strategic partnership area and planned to support Angola in attaining integrated and sustainable management of natural resources and the environment. UNDP and IOM were the main agencies financially committed to the environment, climate change and DRR (\$29.5 million and \$5.5 million respectively), while other agencies, such as FAO, UN-Habitat and UN Environment Programme, were also expected to contribute.

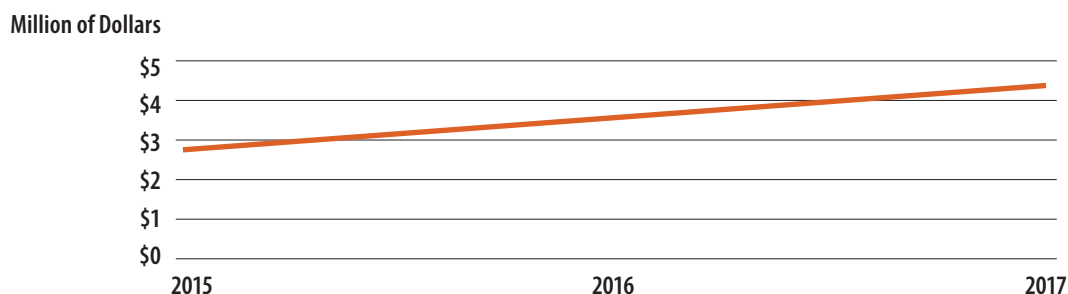
UNDP planned in its CPD to strengthen environmental sustainability through the improvement of energy and natural resources management, access to green technology and climate change strategies. Aiming to reduce multidimensional poverty, UNDP also planned to work on biodiversity and disaster risk reduction, which were not identified by the Government as national priorities. However, UNDP considered them relevant to reinforce the links between sustainable environment, disaster risk management and gender equality.

Planned resources for this outcome were \$13,554,910, which corresponds to 28 percent of total planned resources. Expenditures to date were of \$10.7 million, representing 28 percent of the programme expenditures. The execution rate reached 79 percent.

Although some of the oldest interventions (Iona national park, Hydrochlorofluorocarbon, and Environment Strategic Programme, all starting in 2012-2013) were not expected to contribute to gender equality (GEN0), gender integration improved slightly with the new initiatives on protected areas and climate resilience (GEN1). The DRR and energy/charcoal initiatives had gender equality included as a significant objective (GEN2).

Finding 8. UNDP helped national and provincial disaster risk reduction institutions to implement the national contingency plan. It has also supported the preparation of DRR plans in eight provinces. However, the sustainability of results is uncertain since DRR has yet to be considered in the budgeting process to ensure resources are adequately allocated.

FIGURE 9. Environment and DRR: Total Expenditure by Year



In 2011, UNDP expanded its work on crisis prevention and recovery at the request of the Government, shifting from an emergency approach focused on mine action to a greater focus on disaster risk reduction, including helping to build the country's civil protection services. This substantial and marked shift in focus was in line with changes in the Angolan context.

In alignment with the Sendai Framework for Disaster Risk Reduction 2015-2030, UNDP promoted in this programme cycle a holistic approach to integrate disaster risk reduction into public policy. As a first step, it supported the Government in the preparation of the National Plan for Preparedness, Contingency, Response and Recovery 2015-2017. Since 2015, it has worked with the National Civil Protection Commission (CNPC), responsible for intersectoral coordination and policymaking, to implement the National Plan and advance the disaster risk management agenda by developing preparedness systems. It supported the preparation and implementation of gender-responsive provincial contingency, resilience and disaster risk reduction plans in eight provinces (out of the ten identified as priority areas). In 2015, UNDP also ensured that risk assessments, which inform provincial contingency planning, included differentiated impact by age and gender. However, the provincial plans have not yet been fully implemented as DRR still needs to be integrated/mainstreamed in the budgeting process to ensure resources are allocated.

Finding 9. UNDP has successfully contributed to increasing government awareness on disaster risk reduction, particularly in the case of emergencies such as the recurrent El Niño drought. UNDP added most value through a 'whole of government' and 'whole of society' approach, sharing international experience and providing institutional capacity-building at national and subnational levels. However, an effective resource mobilization strategy is still lacking to ensure the sustainability of results.

Good coordination and collaboration with the Government and sectoral ministries resulted in the successful implementation of the 2012-2016

Droughts Post-Disaster Needs Assessment in the provinces most affected by the El Niño drought. This led to the preparation of the 2018-2022 Post-Disaster Recovery Framework (DRF) aiming to break the cycles of recurrent drought. With UNDP coordination support, the Government prepared the DRF using a 'whole of Government' and 'whole of society' approach through consultations and planning with sectoral ministries, UN agencies, the World Bank, the European Union, development partners, civil society and academia. This represented a more integrated and coordinated approach to public service delivery through joint activities, which convened across line ministries and development partners. In mid-2017, consultations started for the creation of a Resilience-Building Fund to support the reduction of the vulnerabilities and risks of communities.

UNDP also aimed to enhance local preparedness capacity to respond and recover from disasters. Building upon the established strategic partnership with the CNPC, UNDP supported in 2016 an exchange visit to the Civil Protection Agency in Chiapas, Mexico, to study the good practices in mainstreaming DRR into sustainable local development planning. In 2016, the National Disaster Loss Database (DesInventar) was also launched to support the operationalization of a disaster loss accounting system for the registry and analysis of disaster impacts to build an evidence base for policy and development planning decisions. As part of a UN Office for Disaster Risk Reduction risk knowledge programme, UNDP trained staff and provided continuous support to DesInventar in country risk profiling and identification of cost-effective and evidence-based policies and financial options for DRR. UNDP has also initiated some work with OCHA, ILO and UNHCR to prepare risk knowledge systems and mainstream DRR in government planning.

Regarding capacity-building, UNDP became an important partner of the Government for sharing international experience and providing capacity-building in DRR to enhance the capacities of subnational institutions. In 2017, UNDP assisted in rolling out a national training programme with the support of the International Training Centre of ILO. Thirty trainers participated and are now expected

to play a key role in rolling out the national training programme on DRR and Sustainable Local Development at the decentralized level with the IFAL. In order to enhance local capacities, 648 officials of the Municipal Civil Protection Commissions (CMPC) were also capacitated by UNDP in disaster risk management (DRM) and resilience-building. In 2017, UNDP led joint training activities with other UN agencies to test the effectiveness of the eight provincial contingency plans developed to better prepare the local civil protection agents to minimize the impact of flood emergencies. The flood simulation exercise was implemented with the CMPC and 40 DRM practitioners in Cunene, a disaster-prone province, and led to the preparation of an action plan to improve the Cunene Provincial Contingency Plan and the creation of standard operating procedures for coordination and information management.

While UNDP did not manage to continue its work on disaster risk reduction with IOM as initially planned, it worked jointly with other UN agencies during the programme cycle and supported the coordination to the response to the 2016 yellow fever outbreak and the refugee crisis instead.

Reduced UNDP core funding has meant a decline in direct UNDP support with implications for the sustainability of UNDP's DRR support to the country. As done in this programme cycle, continuous engagement with bilateral partners to diversify the sources of funding will be key to ensure sustainability measures are put in place to allow for UNDP progressive disengagement.

Finding 10. UNDP support to the creation and capacity-building of demining management institutions was relevant in the previous cycle. Even though there are still challenges that continue to impede agricultural development and UNDP is contributing to link mine action with the SDGs, the national institutions are now better equipped to take the work forward without as much engagement from UNDP.

Angola's 30-year war left behind many mines and unexploded ordnance and, although significant progress has been made on demining,

these challenges continue to impede agricultural development, and lead to rapid and disarticulated urbanization, that further challenges social outcomes. The National Commission for Demining (CNIDAH) and the National Institute for Demining (INAD) have over the years developed strong capacities in the area of demining. INAD was able to increase its technical capacity, establishing a dynamic and well-supported Technical Demining School and provided training for demining brigades. The European Union and other bilateral donors such as Japan have been decreasing their support to this area.

By the end of this cycle, work on mine action was expected to be phased out of the UNDP portfolio. The remaining planned work was expected to focus on institutional coordination, data management, treaty compliance and priority-setting. However, UNDP partnership with the Institute of Demining ended and no resources were available to implement these activities. Contacts with the National Commission for Demining remain active and UNDP has started to engage again in discussions with them, linking mine action with sustainable growth and the SDGs.

Finding 11. UNDP contributed to important efforts of expanding protected areas in Angola and has strategically positioned itself as a key partner in building a legal framework and policies for the environment, and for capacity-building to integrate environment into national development programmes and plans.

The environment is a new area of work in Angola. By working with the Ministry of Environment (MINAMB), UNDP planned to engage at the national level, through the GEF and other modalities, to ensure that environmental policies, strategies, and screening safeguards were effectively implemented 'downstream' to protect the environment while promoting livelihoods and increasing 'green' job opportunities.

Limited progress has been made to enable legal and regulatory frameworks and institutions for the conservation, sustainable use, access to and

benefit-sharing of environmental resources in line with international conventions and national legislation as envisaged in the CPD. Nevertheless, UNDP was able to support national efforts to implement international conventions such as the United Nations Framework Convention on Climate Change and the Convention on Biological Diversity through initiatives on protected areas. However, these initiatives were at the downstream level and very few efforts were focused on enabling legal and regulatory frameworks and institutions for the conservation, sustainable use, access to and benefit-sharing of environmental resources. In alignment with the 2011 government plan to expand conservation areas (Plano de Expansão da Rede de Áreas de Conservação, PLENARCA), UNDP implemented a six-year pilot initiative in the Iona National Park (2012-2018). As a result, another UNDP initiative started to rehabilitate three other existing national parks in 2016. Interviews with various stakeholders and field visits indicate that, overall, the parks' management has improved to an extent. In the Iona Park, an Integrated Management Plan has been developed but only a few facilities were built – gates, four campsites, and water points of very limited quality. There are important sustainability concerns though, as UNDP has not clearly articulated plans for progressive disengagement in any of the national parks (outside GEF standard requirements). In the Iona Park, the project ended without clear indications of whether the Government was going to continue the intervention and maintain the investments made over five years. More recently, the country office confirmed that the rangers recruited by the project were retained on the Government payroll. In the other parks, three management plans have been started in Quiçama, Cangandala and Bicuar National Parks but they have not yet been finalized.

UNDP has also continued the work started in the previous cycle in the transboundary region of the Okavango Delta, largely neglected during the war, and started to work with the Government to develop the first marine protected area in the country. However, the implementation of all these projects has been very slow, due to bureaucratic requirements of national implementation modalities (NIM)

and the geographic priorities of the Government have changed over time. Much is yet to be done as the national protected areas have only increased from 8 percent before the independence to the current 13 percent of the territory and the management of the protected areas remains weak.

Finding 12. UNDP support to access environment funding has been crucial and effectively contributed to increased awareness on environmental issues in Angola. However, UNDP's dependency on growing GEF funding has limited UNDP's flexibility to look for other sources of funding.

The environment became the office's largest portfolio since 2015-2016 with a series of GEF-funded projects in the areas of biodiversity and climate change adaptation and mitigation. With two new GEF projects approved in 2017 and six GEF proposals being developed in 2018, UNDP further positioned itself as a key implementing partner. UNDP is one of the few GEF-accredited international organizations in Angola and has been able to seize this opportunity to attract significant funding. This has positioned the country office as a strategic partner for the Government to access GEF funds and a strategic implementing partner for donors such as the European Union which cannot implement projects directly. UNDP support to access environment funding has reinforced the collaboration between UNDP and the Ministry of Environment, which created in 2016 a technical unit to follow up multilateral and GEF projects. The participation of staff from the Ministry of Environment in the projects (NIM modality) has contributed to improving the structure and the capacities of the National Institute of Biodiversity and Protected Areas (INBAC) within the Ministry.

UNDP has supported the development of the 2018-2030 National Strategy for Climate Change. It has raised government awareness and put in the national agenda new themes such as the ozone layer, biodiversity and the protection of marine areas. It also supported the Government to engage in international dialogues on poaching (a new project is currently being developed), wildlife conservation,

climate change and protected areas; and it is participating in the discussions on the new national development plan with the Ministry of Planning.

However, the growing dependency on GEF funding has limited UNDP environmental work to the areas of GEF funding calls. UNDP has not been pro-active in mobilizing resources from other funding sources, such as the Green Climate Fund (only a concept note has been recently prepared with MINAMB) or AfDB. With an increasing number of downstream projects, UNDP's role in the environment as an implementer and the continuous reduction of core regular funding risks decreasing its potential to make important contributions upstream.

Moreover, the increase in GEF environment programmes has generated important human resources challenges. The reduced CO team (one staff and two UNV) are not able to adequately respond to such an increase, particularly in new themes such as energy.

Finding 13. Important challenges remain for UNDP to contribute more strategically to environmental sustainability and disaster risk reduction with improved partnerships, gender mainstreaming, efficiency, programmatic integration and leveraging synergies with other areas.

Between 2009 and 2014, environment and DRR were two different areas of work within the country office. Environment was included under the sustainable and inclusive growth area, in alignment with the Government's NDP approach, and DRR was present under the governance area as work used to focus on demining in the previous programme cycle. Under the current programme cycle, they were merged into a single area to strengthen synergies. This has not yet been translated into a reorganization of the CO structure even if collaborations are already taking place in practice.

On the other hand, the growth of UNDP's environment portfolio offers an opportunity to further integrate work from other programming areas where very limited funds are available, such as value chains (inclusive sustainable growth),

environmental justice (governance) and women's economic empowerment. So far, the integration has been done ad hoc and is not systematic: climate risks have been integrated into the new project on coastal protection; the Cuvelai project, focused on adaptation of local communities to climate change, has had a strong emphasis on risks and resilience; and the project in the Iona Park looked at water challenges and built boreholes for the local communities.

Although energy is a priority at the national level, the project on renewable energies was not continued after 2016 as there were not enough resources. Further efforts are also needed to include youth and green jobs creation as key priorities to ensure sustainability, adequacy to the context and effective results in terms of livelihoods.

In terms of partnerships, UNDP has expanded its work in the area of the environment beyond the Ministry of Environment. The Cuvelai project, for instance, involved the Ministry of the Interior; the project on renewable energies involved the Ministry of Energy and Water; and the project for the protection of marine areas is being prepared with the Ministry of Fisheries and Sea. This increase in government partnerships is also associated with additional coordination challenges as ministries may compete for resources and mandates. Synergies on the environment and climate change with other UN agencies such as the International Fund for Agricultural Development, FAO, UN Environment Programme or IFIs such as AfDB were not pursued. Except for the newly established partnerships with the Huambo University (UJES) in the charcoal project, no work has been done with academia.

During the programme cycle, gender has been weakly integrated into UNDP interventions, mainly focusing on including the participation of women but not on behavioural change. Three environment interventions were not expected to contribute to gender equality (GEN0), including one of the office's flagship projects, the Biodiversity Conservation on the Iona National Park. The natural resources management and energy interventions planned to promote gender equality in a significant and

consistent way (GEN2) while the environmental protection and climate change interventions did not consistently mainstream gender quality (GEN1). In the new Early Warning Systems initiative (DRR), programme design was improved as women have been involved in field schools, activities dealing with crafts and gardens, community banks, among others. Despite Angola's youth bulge, projects failed to include a specific focus on it. For instance, the charcoal and climate-resilience initiatives could have looked at youth as a key priority. There has not been a differentiated approach for youth.

Regarding the social and environmental standards, the principles of participation and inclusion have not been fully upheld. Communities were not sufficiently involved in programme design and implementation. The associations contracted for community engagement have not always conducted all the planned training and awareness-raising meetings with the communities. This created resistance in some places, such as the Cambeno campsite in the Iona park, and limited the results, such as the diversification of livelihoods and stimulation of local tourism through campsites.

Most of the environmental projects are implemented through national counterparts (NIM modality) and have faced important implementation delays and other efficiency constraints. This has been caused by excessive bureaucracy, centralized decisions, changes in the Government and the use of international consultants who are not as familiar with the country context, among others. For example, the Cuvelai and the Charcoal projects started in 2017 and have only done the planning of activities and some basic training. In the Iona Park, UNDP tried to work more closely with the Ministry of Environment building internal capacities. However, there was no timely risk mitigation strategy developed and some people interviewed considered that the NIM modality has overall negatively affected UNDP's efficiency and timely delivery of results. Work on the ground on most of the environment projects has not yet started and these efficiency challenges risk limiting the results, affecting partnerships and raise concerns about the sustainability of the projects.

2.4 Key additional factors affecting UNDP's performance and sustainability of results

Finding 14. Adequate theories of change are missing to better integrate the contributions of the different areas with proper systems thinking to ensure effective and sustainable advances to transformational change, national ownership and learning for improved effectiveness.

UNDP initiatives and strategies, for the most part, have lacked a theory mapped with an adequate systems thinking of a long-term approach. The programme outcomes are very ambitious, which are not realistic in terms of making sustainable contributions to development given UNDP's limited human and financial resources. Although UNDP aimed to ensure sustainability in its interventions by partnering with the Government and through capacity-building, sustainability remains an overall challenge. In many cases, exit strategies do not exist, and when they do, monitoring has been insufficient to mitigate the risks of such strategies not being adequate to the dynamic and complex context of the country. For example, since the oil crisis in 2014, government resources have decreased, affecting the sustainability of national-level projects which require government ownership and financial commitment. However, there is no evidence of clear risk management strategies developed nor exit strategies reviewed to address these changes in the context.

Most of the interventions have focused on one specific issue (e.g. women's empowerment, natural resources protection, elections support) and the integration efforts among office teams are still done ad hoc, without a clear strategy or programme theory behind. In the context of limited human and financial resources, integration could have helped to capitalize synergies and strategically catalyse limited resources.

What also deserves further integration is the strategic engagement with partners such as IFIs, the private sector, the universities, think tanks and

NGOs, which has been very limited in this cycle and without a clear strategy. Their involvement has been seen as very basic, in part due to some resistance from the Government and their perceived lack of capacity or interest. However, they are key potential partners that, with a proper partnership strategy in place, could be helping UNDP better deliver results.

UNDP could also have more strategically positioned itself to implement joint projects and work with strategic partners with a voice and resources in the country. The current private sector strategy is not clear, and attention has not been paid to identify and conduct proper due diligence of partners. Although there are common areas of work with other UN agencies, opportunities for joint projects have not been sufficiently explored or capitalized, like in the case of fisheries projects where UNDP did not explore opportunities with the African Development Bank which had a similar but bigger project in the same location. Currently, there are no joint projects with other UN agencies in place.

The choices of implementation modalities have been a contributing factor as well, at times challenging partnerships and the timely delivery of results and strategies. Projects under the national implementation modality have had significant delays in programme implementation with very few or no risk mitigation strategies put in place. The direct implementation modality (DIM) has its advantages as it often allows for the swift implementation of initiatives. Nevertheless, UNDP cannot always favour DIM and has to find ways to mitigate challenges linked to NIM so national implementation can serve its purpose that is the promotion of national ownership, capacity development and sustainability of results.

Finding 15. UNDP has provided insufficient attention to knowledge management and learning to improve results. It has not leveraged evaluations sufficiently and South-South and triangular cooperation approaches remained mostly limited.

Since the recruitment of an M&E staff in 2015, the country office has improved its reporting and communication, with a new website and press releases, and created a communication and Results-Based Management unit. Although monitoring mechanisms and procedures took place regularly and in line with the expected frequency, the country office focused on compliance to reporting with a communication angle. The promotion of knowledge management for learning from lessons to improve programming and results has been limited to: i) a few evaluations, some of which have been of questionable quality, ii) 'Thursday learning' meetings, and iii) CO staff being enrolled in the knowledge network of their respective functions to participate in discussions and in Yammer. Since 2015, the country office conducted five decentralized evaluations but there was limited evidence on the use of these evaluation results for programme improvement. Senior managers, when asked about some evaluations, did not even know the reports had been finalized.

In terms of South-South cooperation, UNDP explored best practices in disaster risk reduction in Mexico (Chiapas) with the National Civil Protection Commission and with the International Training Centre of ILO on disaster risk management and local development planning training; in justice and human rights in the SADC event of the African Human and People's Rights Commission and with the Ombudsman from Portugal and other countries; as well as gender in Cape Verde with the National Statistics Institute and National Gender Equality Institute. Nevertheless, there is limited evidence of continued engagement or implementation of lessons from these exchanges, which were mostly limited to study tours. The programme did not fully harness best practices in social protection, economic diversification and local governance as initially planned in the CPD.

Insufficient progress was made in implementing the recommendations of the past ICPE, previously called Assessment of Development Results (ADR).

BOX 1. Status of Recommendations' Management Response Implementation

- An incomplete theory of change was developed for the current CPD that does not explain any assumptions or map risks behind the way the initiatives are being implemented in a systemic and integrated manner nor is the logic of how results will be achieved well understood among staff.
 - Although the country office has good and regular communications with its partners, more proactivity by the country office for a closer dialogue is still needed to find new opportunities for collaboration and resources. The Government recognizes the relevance of UNDP but in some areas has grown distant and not always remembers to call upon UNDP's expertise, especially since it is no longer able to contribute with as much financial resources.
 - The country office is better in reporting and communicating the results obtained but still needs to improve knowledge management.
 - In terms of programme focus, further efforts are still needed to concentrate interventions in fewer and more strategic areas where UNDP can add more value.
 - Across the interventions, more efforts are still needed to promote the empowerment of beneficiaries and to ensure the sustainability of initiatives that may eventually be owned by the Government or national partners.
 - Operations and programme efficiency were improved but additional efforts are still needed to improve efficiency.
-

Finding 16. Although most of UNDP interventions target women, the achievement of gender equality and women's empowerment is not an explicit objective. It is not promoted in a significant and consistent way based on sound gender analysis. There is limited gender capacity in the country office and much reliance on one single focal point, despite the existence of a gender focal team and previous training provided to staff.

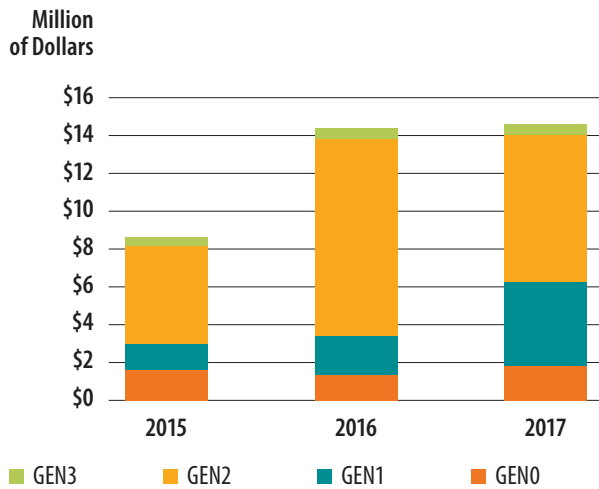
The gender marker, which allows tracking of expenditures made to advance or contribute to achieving gender equality and the empowerment of women, shows that 67 percent of the programme expenditure over the period contributes to gender equality outcomes (GEN2 and GEN3), 13 percent of the programme expenditure was not expected to contribute to gender equality (GEN0) and 20 percent contributed to gender equality in a limited way (GEN1). Programme expenditure by gender marker includes variations over time for GEN1 and GEN2, with GEN1 increasing while GEN2 has decreased.

The overall UNDP approach in Angola is assessed as 'gender targeted', meaning it ensures women's participation in the interventions but does not

focus on addressing men's and women's specific needs nor seek to bring substantial changes in the norms and the structures of power. More systematic gender analyses are missing, with differentiated needs by groups, particularly youth to ensure more significant results. But even in terms of voice and participation, beneficiaries' engagement in the projects has been very limited and further efforts are needed to ensure they are consulted.

The country office implemented a gender assessment in 2016 to measure the sensitivity and knowledge of CO staff on gender equality and women empowerment (GEWE) issues. The results showed that 68 percent of staff knew little about the gender policy and that 26 percent of the staff thought that gender has no implications for the work done by each member of UNDP. The assessment also highlighted that 10 percent of the staff were 'gender unfriendly' and 23 percent 'gender neutral'. The evaluation confirmed that most CO staff do not have enough capacities to mainstream gender.

FIGURE 10. Expenditure by Gender Marker

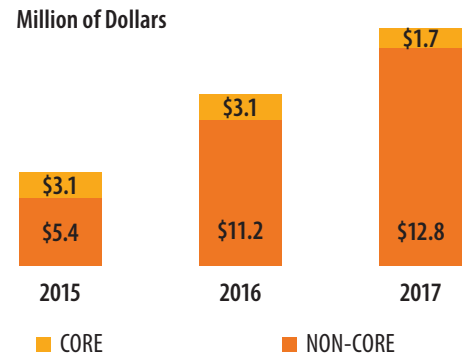


Since 2015, the country office has a full-time gender focal point in place and a multidisciplinary gender focal team headed by the Deputy Country Director for Operations. Nevertheless, most of the work depends on one focal point and not the focal team. A Gender Equality Seal Action Plan was developed in 2015 with specific actions regarding management systems for gender mainstreaming, CO staff capacities, the enabling environment, knowledge management, partnerships, gender integration in programmes/projects and results, but limited progress has been made to implement the Seal Action Plan.

Finding 17. The decline in core resources had an impact on the size of the CO team and UNDP’s negotiation power with the Government. Non-core resources have increased, mostly from vertical funds, but the lack of an effective resources mobilization strategy to diversify funding sources, attract private sector and government cost-sharing resources have constrained the country office’s capacity to better contribute results.

With the graduation process, the financial context in Angola has changed with the departure of key development donors, the reduction of net ODA from \$1.1 billion in 2004 to \$288 million in 2013, and an increase in loans for government and bilateral funds.

FIGURE 11. Programme Expenditure by Source, 2015-2017



UNDP core regular resources have also declined. UNDP ratio of core vs non-core resources has decreased from 52 percent in 2015 to 10 percent in 2017. On the other hand, the country office has been successful in mobilizing non-core resource from GEF and the Global Fund, with the total resources increasing over time from \$8.6 million in 2015 to \$14.6 million in 2017.

Nevertheless, resources that could be allocated to staffing the office with more high-level professionals have been limited. In 2014, an office restructuring significantly reduced the CO staff to the minimum as a response to core regular funding cuts and the country’s very high operational costs. This led to an improvement in the management efficiency ratio from 61 percent in 2014 to 16.5 percent in 2017.²¹ However, this change has overstretched the team and left the country office with insufficient technical professional staff across thematic areas to properly respond to the needs of a country graduating to middle-income status.

A human resource strategy and a long-term vision to mitigate these problems and risks are missing. Even though the country office has responded creatively to try to balance human resources needs with UNVs in programme and interns in operations, with good results, partners still complained the lack of adequate high-level capacity in the country office. UNVs contributed to the programme, particularly in the environment area, helping to develop

²¹ Country office data. Snapshot data shows a management efficiency ratio of 12 percent in 2015 and 2016 and 10 percent in 2017.

new projects and ensure implementation. However, challenges remain for the current implementation and future potential to adapt and expand the portfolio. It remains difficult for the country office to balance at the same time project implementation, M&E, upstream contributions and resource mobilization. In operations, the reduced team has struggled to respond to the UNDP programme needs and the requests of other UN entities, for which services UNDP is charging based on marginal costing, therefore with reduced staff, not fully recovering costs.

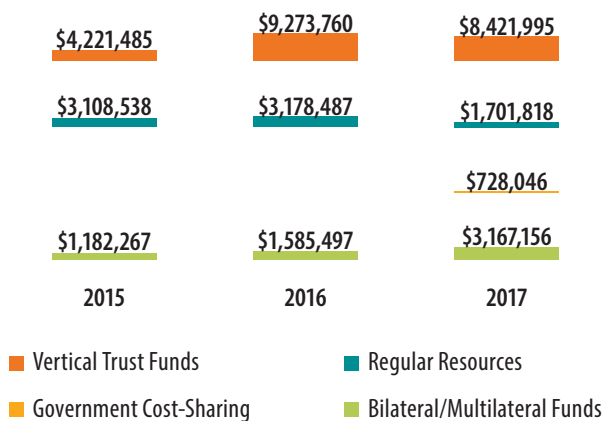
The support of UNDP required by the Resident Coordinator’s Office is also affecting the capacity of staff to focus on UNDP’s demands and mandate. The support required of the senior economist, for example, further limits the attention this staff could be giving to the priorities of the Angola UNDP country office, aside from the fact that this post is unfortunately already divided between serving UNDP Angola, UNDP Mozambique, RBA and headquarters.

Additionally, there are inadequate capacities to explore government cost-sharing and private sector resources. Part of the staff does not understand government cost-sharing modalities enough to effectively explain to current and potential partners that government cost-sharing can be an advantageous way to support the Government implement its own priorities efficiently and effectively, beyond procurement. Although the economic context is difficult, interviews with certain government counterparts indicated interest but lack of understanding of what government cost-sharing means and how it works.

A lot of the resource mobilization efforts are geared towards vertical funds. Despite the notable success in mobilizing additional resources, the programme is growing overly dependent on vertical funds limiting integration among areas and work upstream, and the country office lacks sufficient staff with the proper skills to effectively engage with GEF proposal writing and also the private sector and still strategically explore government cost-sharing.

Limited staffing also affects efficiency in the area of operations, which contribute to the relatively low execution rate of around 70 percent. Since the last

FIGURE 12. Total Expenditure by Fund Category and Year



ICPE, efforts have been made to monitor needs and conduct more strategic procurement of goods and services and to provide training to improve agility. As such, the country office reviewed business processes, created a local price list for elements that are outside the universal price list (UPL), started the travel module in the ATLAS enterprise resources planning platform, improved services to other UN agencies and harmonized per diem for partners. However, client orientation is still not satisfactory to many UN and UNDP programme staff and continues to impact on programme and partners’ results and relationships, delaying processes.

UNDP’s inability to adequately price and fully recover cost for the entire chain of operational services provided to other UN agencies is a corporate problem, but is of particular concern for Angola, given the fact that the country office has a reduced number of staff and that UNDP staff are serving other agencies based on marginal costing, assumed surplus/free/spare time of staff, which is how the UPL is calculated. The cost recovery based on marginal costing of staff is unrealistic. The operational team is at its limit and the charges do not fully recover the full cost of serving the other UN entities. The Business Operations Strategy, which has recently been approved, is expected to help to further strengthen operational efficiency and leverage the limited resources available, but the cost recovery issue also depends on changes to the UPL that can only be made from headquarters for significant improvements.



CHAPTER 3

CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE

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This chapter presents the evaluation team’s main conclusions on UNDP’s performance and contributions to development results in Angola, **their recommendations** based on the key findings presented, **and the management response**.

3.1 Conclusions

- **Conclusion 1. UNDP results have been limited compared to its ambitious targets but considering the national context and UNDP’s funding challenges, significant progress has been achieved, and UNDP was able to strategically position itself by timely advising the country’s graduation process from LDC status, promoting the SDGs and supporting the elections.** Considered a trusted partner by the Government and civil society to work in these areas, UNDP has promising opportunities for the future programme cycle in strengthening and expanding the programme in these areas. In addition, relevant contributions were made downstream in fighting HIV/AIDS, supporting human rights, and promoting biodiversity and disaster risk reduction.
- **Conclusion 2. UNDP has not always been able to leverage its comparative advantages, diminishing its visibility and relevance in areas it used to be recognized for its contribution, such as poverty reduction, inclusive sustainable growth and democratic governance.** Opportunities for South-South cooperation have been poorly explored, and the lack of sufficient human and financial resources, adequate theories of change and proper partnership strategies have led to UNDP losing space. The Government still recognizes UNDP as a strategic partner but has grown distant and not always remembers to call upon UNDP’s expertise, especially since it is no longer able to contribute with as much financial resources.
- **Conclusion 3. Limited integration and synergies among thematic areas and strategic partners have constrained the achievement and sustainability of results.** Most projects have been implemented in isolation, focusing on one

specific project or programme outcome. A key factor not being properly considered and integrated into all areas is youth capacity-building and employability. Despite the country’s youth bulge, this group has not been specifically targeted in the programmes and its specific needs have not been sufficiently considered together with other strategic partners able to leverage the limited resources available.

- **Conclusion 4. With Angola’s graduation to MIC status, core regular funding is expected to continue to decrease. Without adequate staffing and a clear resource mobilization strategy, UNDP faces challenges in diversifying sources of funding, which may impact its ability to remain a relevant partner in the country.** The programme is growing overly dependent on vertical funds limiting integration among areas and work upstream. The country office lacks sufficient staff with the proper skills to effectively engage with the private sector for co-financing and to strategically explore government cost-sharing with current and potential partners as an advantageous way to support government implementation of its own priorities efficiently and effectively.
- **Conclusion 5. Although UNDP has made important contributions to advance gender equality and women’s empowerment in Angola, a significant portion of the staff still have insufficient capacities and limited incentives to adequately mainstream gender and contribute to more transformative change.** UNDP has been crucial to developing and implementing gender policies at national and local levels and to improving capacities to collect, analyse and report on gender data. However, overall mainstreaming of gender in thematic areas has been limited. The country office has mainly focused on the inclusion of women as participants in initiatives, but

it has not systematically aimed to address the needs of different genders and particular groups, such as youth. The country office relies too much on a single focal point and staff lack capacities and incentives to adequately integrate gender

beyond activities with proper strategic thinking on how to bring about change in equality and women's empowerment with a focus on sustainability of results.

3.2 Recommendations and Management Response

Recommendation 1.



As the country progresses to middle-income status, UNDP should renew its visibility and relevance and better leverage its comparative advantage as a broker and an integrator of efforts in Angola to implement the 2030 Agenda for Sustainable Development.

UNDP has the challenge and the opportunity to better capitalize on its strategic position and make more significant and sustainable contributions to Angola's development challenges by promoting more of 'whole of government' and 'whole of society' approaches, increasing the provision of knowledge services and policy advice, especially through South-South and triangular cooperation, and actively diversifying its partnerships with other UN agencies and IFIs, and those who have a voice in the country through joint programmes.

Management Response: Partially agreed.



The eighteen findings of the Independent Country Office Evaluation provide a range of examples of UNDP Angola relevance and leveraging of its comparative advantage with very limited core resources in a middle-income country. The fact that the Government of Angola, non-state actors and funding partners have pointed at UNDP to manage significant resources of vertical funds, amounting to more than ten times the value of core resources, also speaks to the value addition seen on the side of the Government and partners.

To continuously increase visibility, relevance and leverage comparative advantage, UNDP will aim to increase the provision of knowledge services and policy advice through its partnerships with Angola academia, with the National Institute of Statistics as well as through South-South/triangular cooperation. UNDP will work in enhancing its network with IFIs as well as with other UN agencies to achieve the expected results.

Through the principles established in UNDP's Strategic Plan 2018-2021, the establishment of country platforms on the SDGs will address the need to have more 'whole-of-government' and 'whole-of-society' approaches. UNDP will continue assisting the Government with the implementation of the \$475 million Droughts Recovery Framework (DRF) 2018-2022, an innovative investment platform for resilience, through strategic partnering, as well as programming and implementation support.

Recommendation 1 (cont'd)

| Key Actions | Time-frame | Responsible | Tracking* | |
|---|------------------------|---|--|--|
| | | | Status | Comments |
| 1.1. Signing of MOU with Angolan National Universities and National Institute of Statistics to develop knowledge products that feed policy advice. | December 2018 | Economics Unit, Sustainable Development Unit, Senior Management | Ongoing. MOU with INE already signed. Two MOU with universities already signed. | Two MOU with universities pending. Expected by the end of December 2018. |
| 1.2. Enhance UNDP engagement in substantive policy dialogues with different partners (the Government, CSOs, academia, private sector, international cooperation). | 2018-forward | Economics Unit, Sustainable Development Unit, Senior Management | Ongoing actions to have substantive dialogue about inequality in Africa and key recommendations. Ongoing dialogues and work with INE and academia for preparing a series of presentations and dialogues around the SDGs in general and SDGs 1, 10, 13-15, 16 in particular. | |
| 1.3. In-depth review of possibilities of enhancing partnerships with Directorate of Economy of the Ministry of Economy, Ministry of Labour, among others, and UNDP partnership. | September 2018-forward | Economics Unit, Sustainable Development Unit, Senior Management | First internal dialogues have taken place. | |
| 1.4. Support mobilization of resources for full implementation of DRF. | 2018-2022 | Programme Management Team of the country office | 22 percent financed (18 percent grant, 2 percent loan, and 2 percent state budget). | |

* The implementation status is tracked in the UNDP Evaluation Resource Centre

Recommendation 2.



UNDP should develop a long-term vision and clear theories of change ensuring integration among thematic areas, to better build synergies, avoid piecemeal initiatives and ensure the achievement of more significant and sustainable results.

UNDP should be less ambitious and more realistic and focused in accordance with its limited resources, looking for synergies across thematic areas and partnerships with strategic partners that can add to UNDP's resources and ensure continuation of efforts and sustainability of results. It should particularly aim to systematically integrate youth, gender and green jobs creation in all areas of the programme. In the area of environmental sustainability, for example, UNDP should link improvement of protected areas management and on energy and climate change projects with green jobs creation and youth employability to promote economic diversification and decrease rural migration. The small-scale livelihood support initiatives should be avoided unless properly integrated with natural resources management and other areas, bringing adequate partners.

Management Response: Agreed.



For the next CPD cycle (2019-2023), UNDP will adopt a theory of change in line with the national challenges and priorities expressed in the National Development Plan (2018-2022) and in UNPAF (2019-2022) that will promote a nexus between the areas of inclusive growth, governance and environment and resilience. Drawing on its global reach, convening experience and partnerships with the Government, United Nations organizations, the private sector, civil society and local communities, UNDP will provide policy, technical and implementation support to address these interrelated dimensions in a coherent and sustainable manner.

Given that UNDP Angola is embarking on a new programme cycle, under development in 2018/2019, the country office will first observe key recommendation from UN assessment on country prioritization of agenda for Angola and development finance landscape in Angola to further understand how the United Nations' next cycle of engagement in Angola could best be financed and implemented. This analysis will help to better contextualize and situate the country office's resource mobilization, thematic focus and foster strategic partnerships in a broader implementation framework, considering diversified means of generating finance (Government and IFIs), adapt UNDP's business model to today's country's needs and by maximizing the efficiency of the UNDP core resources. For example, GEF funding will represent a catalytic investment to leverage national resources for the replication of transformative outcomes, with crucial linkages with private sector development on renewable energy technology project and with governance on illegal wild trade projects. The results of this nexus intervention will reinforce the strategic, lead-agency engagement of UNDP in the areas of governance, equitable economic growth and sustainable development.

Responding further to the recommendation for strengthening focus on, and integration of, youth, gender and green jobs, UNDP is initiating a study on supply-demand of skills aimed at supping youth employment, including green jobs, within the framework of the Resilience Plan for the 1.2 million people affected by the impact of El Nino.

Recommendation 2 (cont'd)

| Key Actions | Time-frame | Responsible | Tracking* | |
|--|--------------------|---|---|--|
| | | | Status | Comments |
| 2.1. Conduct theory of change training for all staff. | May 2018 | Country office | Completed | |
| 2.2. Develop a theory of change for programmatic areas interventions in the next CPD and UNDAF. | October 2018 | Programme Management Team of the country office | Ongoing | |
| 2.3. Implement capacity-building activities for newly recruited or assigned rangers and support them with equipment and infrastructure as a measure of green job creation. | December 2019 | Programme Management Team of the country office | a) Capacity-building activities for rangers are included in the GEF5 budget and work plan but have not been contracted by MINAMB/INBAC. | a) Capacity-building and equipment for rangers is an output of GEF5 expansion project. |
| 2.4. CO prioritization workshop with key stakeholders held. | December 2018 | Programme Management Team of the country office | Ongoing: The project design is in progress and will be finalized by the end of 2018/ early 2019. | |
| 2.5. Include capacity-building of technicians in renewable energy technology in GEF6 Renewable Energy project, and integrate GEF projects in broader UNDP interventions including private sector development, green jobs and livelihood development. | December 2018-2020 | Programme Management Team of the country office | Ongoing: The project design is in progress and will be finalized by the end of 2018/ early 2019. | b) Capacity-building for technicians in RE is already a component of the GEF6 RE project. |
| 2.6. UNDP partnership with ILO and national partners for study on labour demand and supply within the framework of the Resilience Plan, with key finding and specific recommendations. | July 2019 | Sustainable Development Unit, Economics Unit, Senior Management | Ongoing negotiations with ILO and Mandumen University. | UNDP highly interested in empowering Mandumen University as driver and coordinator of the study. |

* The implementation status is tracked in the UNDP Evaluation Resource Centre

Recommendation 3.



UNDP should develop staffing capacities to increasingly focus its efforts on upstream interventions where UNDP may have a clearer added value given its decreasing core regular resources. Downstream interventions should be more limited to innovative pilot projects with adequate risk mitigation and exit strategies aligned with committed national partnerships to ensure improved chances for sustainability.

Given its limited core regular resources, it will be important for UNDP to focus on policy advice and analysis strategically tailored to the national context. UNDP should support areas where it can make the most difference and withdraw from areas where other development partners or national institutions are better positioned with more significant human and financial resources, such as extractive industries and mining. Downstream efforts must be more selective and have clear and monitored sustainability strategies.

Management Response: Agreed.



The current programme of UNDP Angola is predominantly policy-oriented, and the country office programme staff and professional project staff are mainly engaged in upstream activities. 2017 and 2018 learning activities, including e.g. the bi-weekly Thursday@Three learning sessions, have focused on capacity for policy functions.

Reflecting the recommendation, the UNDP country office will further support Angola in dealing with the development challenges identified in the National Development Plan 2018-2022. The UNDP country strategy for managing human resources will be elaborated through a process of feedback from staff through consultations (including with the Staff Council), and network discussions that is truly owned by the staff, provide a better work-life balance, and responds to individual career development, CO talent management, re-assignment processes and provisions for staff training and retooling. Increased emphasis will be given to ensure fewer, more focused projects. Assistance from the UNDP regional bureau and other country offices will be key to helping the Angola country office learn from the experiences of other countries that have recently graduated from the LDC status.

This will require preparing the country office for even more upstream policy work and gradually scaling up government financing, private sector and other innovative co-financing (such as implementation of World Bank/African Development Bank and IFAD loans) for downstream work. With focus interdependence and integration of issues and projects UNDP country presence and capacities are more effective when tailored to the needs of the country Service lines about recognizing the diversity of the UNDP funding streams and management requirements.

Recommendation 3 (cont'd)

| Key Actions | Time-frame | Responsible | Tracking* | |
|---|------------------|---|---|----------|
| | | | Status | Comments |
| 3.1. Establish policy role a core element of learning plan for 2018 and 2019 with strategy based on feedback of needs of staff. | 2019 onward | HR, Management Team of the country office | In 2018 conduct staff survey on key skills and competence needed to perform their work. | |
| 3.2. Evaluation of the actual learning planning. | By December 2018 | HR, Management Team of the country office | | |
| 3.3. Establish clear country strategy for managing human resources that could capture and absorb well-qualified and promising talents from UNDP internship programme for young graduates. | 2019 onward | HR, Management Team of the country office | 2019 Talent Sourcing is about attracting and retaining talented people committed to the values of the organization from the internship programme. | |

* The implementation status is tracked in the UNDP Evaluation Resource Centre

Recommendation 4.



UNDP should develop a human resources strategy to better address the needs and challenges of the programme and agencies services and reassess the resource mobilization strategy of the office to diversify its sources of funds more effectively.

Given its decreasing core regular resources and dependence on vertical funds, UNDP needs to augment its staffing and improve its current capacities to better engage with the private sector, IFIs and government cost-sharing as source of co-financing.

Management Response:
Agreed.



UNDP Angola entered the first Government financing agreement in 2016 and has in the period 2016-2018 signed and implemented a number of agreements with IFIs. As part of the Collaborative Partnership and Resource Mobilization Strategy, an Action Plan for increasing Government Cost-Sharing/Direct Financing has been established, based on experience with the Ministry of Health. With regard to the IFIs, new opportunities are being sought that will scale-up UNDP's experience of support to agri-business and value chain development as well support to environmental protection which are of specific interest to the Government, IFIs and UNDP. Human resources are continuously being invested to make this transformation happen.

| Key Actions | Time-frame | Responsible | Tracking* | |
|--|-----------------------|---|--|----------|
| | | | Status | Comments |
| 4.1. CO IFI and partnership development strategy and Action Plan developed and approved. | December 2018 | Programme Management Team of the country office | Ongoing: The project design is in progress and will be finalized by the end of 2018. | |
| 4.2. Review with IFIs and other cooperation partners their prospect research pipeline to determine, according to the UNDP mandate in which UNDP could engage as substantive partner. | September 2018-onward | Economics Unit, Sustainable Development Unit, Senior Management | To start revision now in September 2018-onward. | |

Recommendation 4 (cont'd)

| | | | | |
|---|---------------|---|---------|--|
| 4.3. New agreement with the Ministry of Health to be signed for the 2018-2022 period. | November 2018 | Programme Management Team of the country office | Ongoing | |
| 4.4. Implementation and follow-up of RM Strategy. | 2018-2020 | Programme Management Team of the country office | | |

* The implementation status is tracked in the UNDP Evaluation Resource Centre

Recommendation 5.



UNDP should also address the lack of staff capacities and incentives to adequately integrate gender with proper strategic thinking on how to bring about change in equality and women's empowerment.

Capacities for better gender analyses are needed to more adequately identify and address the specific needs of different genders and particular groups such as youth, which should be integrated across all outcomes.

Management Response:
Agreed.



UNDP is committed to addressing the gender-related development challenges facing Angola by continuing the strong gender mainstreaming focus in UNDP's environment and livelihoods work, in the health sector in relation particularly to HIV and AIDS and other associated diseases, and on upstream policy interventions and advice to the Government, while at the same time continuing capacity development on women's equality and empowerment including the performance against gender markers. These engagements will be supported by improving gender awareness in programming of the internal UNDP staff, improving the specialized competences of the Gender Officer through involvement in UNDP institutional and other gender trainings and by strengthening the country office's analytical work on cross-cutting gender issues and policy.

| Key Actions | Time-frame | Responsible | Tracking* | |
|---|---------------|---|-----------|----------|
| | | | Status | Comments |
| 5.1. Improve gender mainstreaming in programming in the next CPD cycle. | December 2019 | Programme Management Team of the country office | | |

Recommendation 5 (cont'd)

| | | | | |
|--|----------------------|--|--|--|
| <p>5.2. Continue upstream policy support and advice, and downstream gender empowerment interventions.</p> | <p>December 2020</p> | <p>Programme Management Team of the country office</p> | | |
| <p>5.3. Accelerate support to sex disaggregated data and gender statistics to strengthen linkages between gender equality, women's empowerment and development policy and programmes.</p> | <p>December 2020</p> | <p>Programme Management Team of the country office</p> | | |
| <p>5.4. Ensure that office Gender Strategy and an Action Plan are in place and aligned with the next CPD cycle.</p> | <p>December 2019</p> | <p>Programme Management Team of the country office</p> | | |

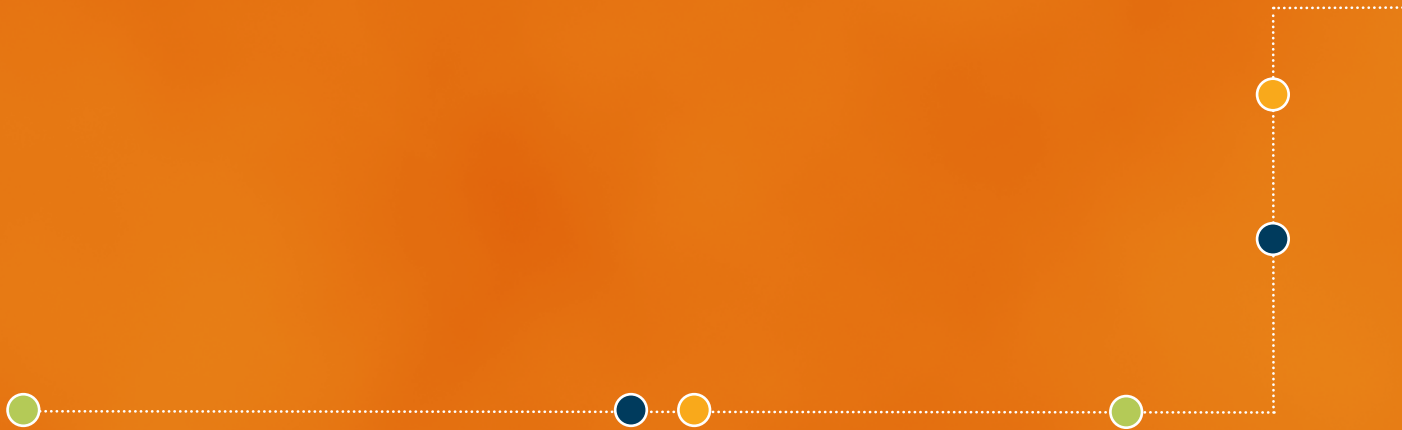
* The implementation status is tracked in the UNDP Evaluation Resource Centre

Annexes



Annexes to the report (listed below) are available on the website of the Independent Evaluation Office at: <https://erc.undp.org/evaluation/evaluations/detail/9390>

- Annex 1.** Terms of Reference
- Annex 2.** Country at a Glance
- Annex 3.** Country Office at a Glance
- Annex 4.** List of Projects for In-depth Review
- Annex 5.** People Consulted
- Annex 6.** Documents Consulted
- Annex 7.** Summary of CPD Indicators and Status as Reported by the Country Office



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