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Draft country programme document for Angola (2009-2013)

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I. Introduction

1. The present country programme document was developed in consultation with the Government and other development partners, based on the conclusions of programme reviews. It is intended to contribute to the achievement of the objectives of the national medium-term development plan (2009-2013).

II. Situation analysis

2. Angola has experienced a remarkable recovery six years after the 27-year civil war that devastated the human and physical capital of the country as well as its social and institutional fabric. The restoration of peace, political and socio-economic stability is a reality in Angola and is showing some dividends. Since 2002, the country has achieved an unprecedented economic performance, fuelled by expanded oil production and increasing oil revenues. Two-digit annual growth rates, reaching a rate of 24.4 per cent in 2007, have been achieved, except in 2003. Inflation dropped from 106 per cent in 2002 to 12.4 per cent in 2007. The economic outlook remains favourable as a result of large strategic natural resources, namely, the estimated 5.4 billion barrels of oil reserves and large diamond mines. The growth rate is expected to slow down by 2009, owing to the Organization of Oil-Exporting Countries quota limitation of 1.9 million barrels per day, which Angola reached in December 2007.

3. Notwithstanding the above, remnants of the war are still present. Access to basic services and efforts to reconstruct and increase the availability of services are severely restricted by landmine contamination. There are high urban unemployment rates, particularly among women and youth, and insufficient education and marketable skills, as a result of which poverty is prevalent, especially among women, youth, small-scale farmers, petty traders and micro-entrepreneurs. The impact of the oil-driven economic boom on living conditions is marginal, as revealed by regular surveys undertaken on the standard of living of the population. The inability of the economic growth to translate to a tangible impact on poverty reduction stems from the 'shortage' of human capital, which is known to be strongly correlated with a high degree of inequality. As a result, Angola has a Human Development Index (HDI) rating of 0.446 in the 2007/2008 Human Development Report and is still classified among the low-ranking human development countries (162nd out of 177 countries). Its human development and social indicators are also low: primary school enrolment (50 per cent), life expectancy (41.7 years), maternal mortality (1,400 per 100,000) and infant mortality (154 per 1,000). Access to improved sanitation and water sources stands at 31 per cent and 53 per cent, respectively, and 35 per cent of the population is undernourished. Some of the Millennium Development Goals, especially those relating to extreme poverty, health and the environment, seem difficult to achieve without profound reforms.

4. Although poverty is perceived as an outcome of the long civil war, its persistence reflects the slowness in reforming Angolan institutions, particularly those of democratic governance. However, there are signs that democratic governance is improving as a result of decentralization and limited reforms in public administration and the justice system. Sixteen years after its first multi-party elections, Angola will hold its second legislative elections in September 2008 and the presidential election in 2009. Civil society organizations are vibrant and flourishing in the country, despite the fact that they are fragile and would require strong capacity-building.

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

6. The Government, in preparing its medium-term (2009-2013) and long-term (2025] development plans, addresses the main development challenges and articulates a forward-looking vision, including:

- (a) *Promoting sustainable human development*, with a target of increasing the HDI by at least 30 points, to reach the 'medium human development' level of 0.691; and of reducing poverty by

up to 75 per cent;

(b) *Improving socio-economic conditions*, reducing the mortality rate by 50 per cent, the under-5 mortality rate by up to 85 per cent, the infant mortality rate by up to 95 per cent, and the maternal mortality by up to 95 per cent; increasing life expectancy by at least 10-12 years; and reversing the spread of HIV/AIDS;

(c) *Promoting good governance and rule of law* through governance efficiency, substantial reduction of the corruption index, and guaranteed access to justice and human rights;

(d) *Creating economic stability for poverty reduction and sustainable long-term development* by supporting private-sector development, entrepreneurship and capacity development; reforming the planning and macro-economic management systems; and improving national statistics; and

(e) *Working towards the sustainable use of environmental resources*.

III. Past cooperation and lessons learned

7. Over the past programming cycle, UNDP focused on promoting pro-poor growth, good governance, human security, and sustainable environment. Four joint programmes were implemented, but further steps are required towards genuine joint programming. The key achievements include: (a) strengthening the decentralization process; (b) strengthening the justice system; (c) improving human security; (d) enhancing the framework for the protection of women's rights; (e) improving the national business environment; and (f) formulating and approving strategic national plans in HIV/AIDS, mine action and national biodiversity.

8. The review of the past programme pointed to the need for a strong results-oriented approach in formulating and implementing programmes; better analysis of business cases; specific, measurable, achievable, realistic and timely ('SMART') monitoring and evaluation indicators; and strategic alignment of programmatic activities and operations to improve synergies. The improved strategic coordination and the partnerships developed during the programme cycle positioned UNDP as a leader in key programmatic areas. Using its comparative advantages, UNDP built synergies, improved donor coordination, and reduced the transaction costs of programme implementation. Experience has shown that development assistance works better when it is aligned with national priorities, grounded in sound ownership and political commitment. The review indicated that more attention is required to further enhance political and technical coordination mechanisms with the Government Coordinating Authority. Furthermore, individual and organizational capacity constraints observed during the period from 2005-2008 limited the impact on improving the enabling environment for social development. These need to be addressed in a more rigorous and proactive manner, consistent with the United Nations capacity development approach, in future support.

9. The country office developed a more focused programme by phasing out small-scale projects with limited impact and developing sound strategic partnerships with key implementing partners. The donor organizations contributed to an effective government-led national aid coordination framework.

IV. Proposed programme

10. In line with the national long-term development plan (2025), the draft United Nations Development Framework (UNDAF) priorities, and the UNDP comparative advantage, the country office will support the implementation of selected areas of the medium-term (2009-2013) and the economic and social development plans, focusing on strengthening national capacity in the four programme areas: poverty reduction and achievement of the Millennium Development Goals; democratic governance; crisis prevention and recovery; and the environment. The programmes will focus on 'upstream' strategic issues and will seek to target the poorest populations: small-scale farmers, micro-entrepreneurs, women, youth, former internally displaced people and returnees. In order to ensure effective results, specific capacity development interventions will be undertaken in each of the four focus areas of the country programme.

A. Poverty reduction and achievement of the Millennium Development Goals

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

- (a) *Support to the implementation of national development plans from a poverty reduction perspective* through the introduction of a Millennium Development Goals-based planning methodology, the establishment of medium-term expenditure frameworks and the introduction of strategies for the optimal management of natural resources;
- (b) *Support to private sector development, employment and entrepreneurship for pro-poor growth* through the expansion of access to financial services for the poor and youth, employment opportunity and business linkages. Furthermore, the country office will support government efforts to promote entrepreneurship by the introduction of appropriate curricula in the educational system.
- (c) *Support to trade reforms and regional integration* through the implementation of the Integrated Framework initiative with the aim of mainstreaming trade in development plans and promoting initiatives that create opportunities for the poor in trading sectors;
- (d) *Mitigating the impact of HIV/AIDS, tuberculosis and malaria* by mainstreaming HIV/AIDS into the national and local planning processes and ensuring a broader participation in planning, implementing and evaluating HIV responses.

B. Deepening democratic governance

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

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

C. Crisis prevention and recovery

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

(a) *Supporting the development of disaster risk management capabilities.* UNDP will support the National Service for Civil Protection and other multi-stakeholders by enhancing the national disaster risk management systems. Support will entail disaster risk analysis, community preparedness, contingency planning and establishing mechanisms for early warning systems.

(b) *Supporting the restoration of human security and national peace and reconciliation.* UNDP will seek to support peace and national reconciliation, confidence-building, respect for human rights, promotion of gender equality, and the rule of law. UNDP will explore the possibility of supporting the disarmament process.

(c) *Mine action.* UNDP will continue its assistance to capacity development of the national mine action authorities to plan, monitor and prioritize mine action aimed at reducing the socio-economic impact of land mines.

E. The environment and sustainable development

14. UNDP will support the Government and other stakeholders in ensuring the proper use and management of natural resources, through adequate legal and institutional frameworks with strong civil society participation. Efforts will be made to ensure the effective implementation of the National Biodiversity Strategic Action Plan; adaptation to climate change; and other international environmental conventions ratified by Angola.

V. Programme management, monitoring and evaluation

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

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

17. UNDP will promote and support joint programming initiatives. To facilitate the development of a formal donor coordination framework in Angola, UNDP will streamline its own programme coordination mechanism by reinforcing the strategic outlook role of the programme review and ensuring a greater articulation between the programme reviews and the project boards. UNDP will seek to develop synergies in its cooperation with other donor organizations. UNDP will seek to ensure the alignment of its 'upstream' strategic interventions with 'downstream' interventions in UNDP areas of focus, to ensure coherence between the strategies formulated with UNDP support and the delivery of services. UNDP will continue to use the United Nations Volunteer programme, to promote national volunteerism and as an important cornerstone of capacity development in the country.

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

19. Risks such as adequate government policy; anxiety on the upcoming elections; inaccurate data

and information; lack of clarity over roles and responsibilities; unrealistic expectations versus insufficient funding; and limited national capacity might affect the impact of the proposed programme.

Annex. Results and resource framework for Angola (2009-2013)

National priority: Promotion of sustainable human development, with expansion of employment, inclusive growth, poverty and regional asymmetries reduction; promoting social cohesion and democracy; Ensuring the sustainable use of environment and natural resources; combat desertification. **Intended UNDAF outcome 1:** Strengthened pro-poor economic growth, accountable, macroeconomic management and integrated rural development, natural resources management to promote environmental protection and adaptation to climate change.

Programme component	Country programme outcomes, including outcome indicators, baselines and targets	Country programme outputs	Output indicators, baselines and targets	Role of partners	Resources (thousands of dollars)
Poverty reduction and achieving the MDGs Promoting inclusive growth, gender equality, and MDG achievement: reducing economic, gender, and social inequalities and securing pro-poor growth, through MDG-based development strategies	MDG-based national development planning that promotes inclusive growth and income generation Indicators: Published and implemented MDG-based national development strategies; Developed regulatory framework to expand household access to social services; Developed monitorable performance assessment framework for National Strategies Baseline: MDG not yet fully adapted to the national context, including needs assessment and costing	- Capacity assessment conducted and capacity development strategies programme put in place to strengthen capacity to integrate MDG into the national development agenda. - Capacity for designing upstream pro-poor policy and MDG-based planning - Effective aid coordination mechanism enhanced. National Statistic System strengthened	Indicators: Number of MDGs reports; implementation of capacity development programme on MDG-based planning and monitoring; effective aid coordination; integration of MDGs into national plans; Quality and quantity of statistics Baseline: MDG not fully integrated in plans; lack of aid coordination mechanism Target: Two MDG reports prepared; effective aid coordination system; MDG integrated into national plans; MDG indicators and socio-economic statistics.	United Nations: United Nations organizations; country team; World Bank; Government: Ministry of Planning and sectoral Ministries; INE ministries; CSO; universities and Academies and research centres, trade unions; private sector. UNDP work with National Statistic Institute to strengthen capacity to monitor MDGs, data collection, analysis and dissemination	Regular 2,200 Other 7,000
	Enabling business environment to promote pro-poor private sector development Indicators: Business legal and institutional framework Baseline Legal/institutional constraints to developed business Target Develop appropriate legal and institutional frameworks for business.	Private sector development and entrepreneurship promoted	Indicators Improved access to financial services and employment opportunities; Adapted curricula for new private sector demands. Baseline Few entrepreneur with access to business services and business skills Target Target group with access to financial services; % of employment and new businesses.	National Agency for Private Investment, Chevron, Angola Industrial Association	Regular 1,500 Other 5,200
	HIV/AIDS effectively mainstreamed and implemented at national and local development Indicators: National HIV/AIDS strategic plans developed in 18 provinces; country office qualified to receive funds for the 2 nd phase of Global Fund grant Baseline: Received funds for the 1 st phase of the Global Fund grant HIV/AIDS Target: HIV/AIDS issues fully integrated in planning tools.	Strengthened capacity for decentralized response to HIV/AIDS and other priority diseases responses through joint initiatives by United Nations organizations	Indicators: Capacity assessment for decentralized HIV/AIDS conducted; capacity development strategies implemented; HIV/AIDS decentralized capacity frameworks and coordination guidance in place. Baseline: Deficient/awareness local response to HIV; Weak mainstreaming capacities. Target Frameworks for the protection of the right of people living with HIV/AIDS established at all levels.	Government committed to fight HIV/AIDS. Ministry of Health and National AIDS Institute and other sectoral, private sector and civil society involved in mutli-sectoral work. Support provided by UNAIDS, the World Bank, USAID and other bilateral bodies	Regular 2,000 Other 74,700

Environment and sustainable development To strengthen national capacities to achieve sustainable development	Strengthened national capacities to mainstream environment into national development plans and programmes. <i>Indicators:</i> Biodiversity strategy and action plan implemented. <i>Baseline</i> National Biodiversity Action Plan approved <i>Target</i> Developed sustainable natural resource management strategies and programmes 10 Angolan nationals trained in mainstreaming climate change adaptation issues in national policies	- Capacity assessment for multilateral environmental agreements conducted and comprehensive capacity programme implemented - National bio-diversity action plan implemented and enhanced Capacity for water and land resources management - Initiatives launched for integration of environmental concerns, including climate change into national plans	<i>Indicators:</i> Report on capacity development strategy/programme implemented for multilateral environmental agreements Number of programmes and projects from the National Biodiversity Action Plan implemented <i>Baseline:</i> Limited capacity to implement action plan; water and land resource management pilot programmes initiated; limited capacity on climate change <i>Target:</i> Number of institutions capacitated; pilot resource management programmes: climate change adaptation plan	Ministry of Urban Affairs and Environment in close collaboration with Ministry of Agriculture, Ministry of Planning, and other key Ministries (Finance, Women's Affairs and Social Reintegration). - CSOs working with communities and key partners on environmental issues. - Support by United Nations funds, United Nations Environment Programme and Global Environment Facility and donors	Regular 3,000 Other 6,250
National priority: Development of institutional capacity to perform the large state reforms; in the sectors of public administration, decentralization and justice; promotion of social cohesion, national reconciliation and participative democracy. Intended UNDAF outcome 2: Institutional capacity developed for improved evidence-based planning, policymaking, and accountability by governance structures, legal environment, to address the needs of the poor and vulnerable while strengthening community engagement, civic participation towards social cohesion, national reconciliation and women empowerment					
Fostering democratic governance: Strengthening responsive governing institutions and inclusive participation	State organs institutional capacity strengthened at national and local levels <i>Indicators:</i> Adoption of strategic plans, policies and legislation for public administration reform. Approval of regulatory framework for the decentralization process and local development plans, accountability and participatory practices <i>Baseline:</i> Limited human resources and institutional capacity to reforms	- Capacity assessment conducted with capacity development strategies to strengthen governance institutions, civil society organization and media; local government and capacity of key ministries, municipalities and legislatures enhanced; capacity of the justice system improved	<i>Indicators:</i> Reports on capacity assessment; implementation of the capacity development programme, number of ministries and local bodies implementing capacity development <i>Baseline:</i> Limited institutional, individual and functional capacity <i>Target:</i> Development plans and financial systems; capacity development plans implemented for key institution	United Nations: United Nations organizations; World Bank; Government: Ministry of Planning and Ministry of Territorial Administration and other sectoral Ministries and public institutions such as National Administration School; Provincial and Municipal Administration; civil society organizations; private sector; Parliament United Nations organizations, UNICEF, Ministry of Justice, courts, prosecution, National Institute of Judicial Studies	Regular 3,000 Other 9,000
	National cohesion/democratization accelerated <i>Indicators:</i> Number of CSOs involved in civic education Number of capacity development initiatives to support electoral processes <i>Baseline:</i> 22 CSOs working on electoral and human rights civic education projects <i>Target:</i> Civic education undertaken in all areas of the country.	Improved capacity of civil society and media increased to foster civic engagement and influence all public life and public policy processes	<i>Indicator:</i> Number of initiatives to expand opportunities for civic engagement for women and vulnerable groups <i>Baseline:</i> Weak institutional capacity of CSOs; capacity of media outlets weak at local level <i>Target:</i> Increased number of CSOs engaged in civic engagement.	United Nations organizations, USAID, Ministry of Planning, Ministry of Territorial Administration, Provincial and Municipal Administration, National Commission for Elections, CSOs, voluntary associations print, television and radio media; women's groups	

Enhancing conflict and disaster risk management capacity	<p>Human security consolidated by strengthening national capacities to manage the impact of natural disasters and mine action</p> <p>Indicator: Mechanisms for the prevention and management of natural disasters established.</p> <p>Baseline Weak capacity to prevent and manage natural disaster and mine action.</p> <p>Target: Natural disaster strategy and action plan developed.</p>	<p>Capacity assessment conducted and capacity development strategy programme implemented for disaster risk management</p> <p>Stakeholders empowered to prevent, reduce, mitigate and copy with the impact of shocks from natural hazards and to engage in peace-building</p> <p>National Mine Action authorities and key mine action operator capacitated to coordinate mine action activities</p>	<p>Indicators Reports on capacity assessment and on the implementation of the capacity development programme for disaster risk management</p> <p>Fewer casualties and less economic loss; number of casualties and people injured in mine incidents</p> <p>Number of small arms collected</p> <p>Baseline Limited capacity to manage and cope with natural disasters, conflict and prioritize mine action</p> <p>Target Contingency plan drafted; risk map prepared</p>	<p>Ministry of Interior, Ministry of Education, Ministry of Defence, National Police, National Civil Protection Service,</p> <p>Non-governmental organizations, National Inter-Sectoral Commission for Demining and Humanitarian Assistance, National Institute for Demining, Executive Commission (Army Force)</p>	<p>Regular 2,026</p> <p>Other 9,000</p>
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