

Draft



REDESIGNING MANAGEMENT TO KEEP PACE WITH GROWTH:

**An Institutional Evaluation of Development
Workshop, Angola**



**Farokh Afshar
Development Workshop-Canada**

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Acronyms

AGM	Annual General Meeting
Board	DWC/A Board of Directors
CFB	Railway Company, Benguela
CM	Community Mobilization
CONGA	Association of International NGO's in Angola
CP	Community Participation
DW	Development Workshop
DWA	DW Angola
DWC	DW Canada
DWF	DW France
DWI	DW International
ENE	Huambo Electricity Authority
EPASH	Huambo Water Authority
EU	European Union
FONGA	Association of Angolan NGOs
GOA	Government of Angola
ICRC	International Committee of the Red Cross
IDP	Internally Displaced Persons
INGO	International Non-Government Organization
NGO	Non-Government Organization
NIZA	Netherlands Institute for Southern Africa
OCHA	United Nations Office for Humanitarian Assistance
OWA	One World Action
PAR	EU funded spring, wells rehabilitation project in small towns
SHA	Swiss Humanitarian Aid
ToR	Terms of Reference
UNITA	Angolan opposition and rebel group
USAid	United States Aid Agency
WP	Water points
WS	Water and sanitation

Executive Summary

BACKGROUND

Development Workshop International (DWI) and Development Workshop Angola (DWA) in particular, has been growing and diversifying in scale, sectoral spread and geographic reach. From an informal grouping of three persons it now consists of four affiliated organizations with offices in four countries (Canada, France, Mali, Angola). It employs approximately 180 persons with annual revenue of between US\$3– 4 million with work in some 30 countries. With a main focus on human settlements, DW's range of activities now include sustainable services (e.g. water, sanitation and waste), shelter (e.g. schools, health centres, housing), and livelihoods (e.g. small enterprise training and credit). Its main emphasis is working for and with low-income communities and their representatives in civil society and government to help strengthen local capacity to sustainably meet the needs in these sectors. DW has gained international recognition as an innovative, efficient and effective organization. It has won several international awards.

DWA is the largest and fastest growing of DW's units. In Angola and internationally it is highly respected for its much needed and quality work done under very difficult conditions of war and poverty. Much of this is to the credit of its founder and executive director, its deputy director, and its committed staff. As with DW in general, DWA continues to upgrade its organizational structure, decision-making and management systems and procedures to keep pace with its growth and diversification. Much improvement has been made in this regard. The need for continuing improvements remains. The current evaluation is part of this on-going improvement process.

WHAT I DID

At the request of DWA I spent 30 working days, including 20 days in Angola, on an institutional evaluation and assessment of DWA. This consisted of two related tasks. The first was a evaluation and assessment of DWA's organization, decision-making and management systems and procedures, largely as they were established in Luanda. The second was a similar evaluation and assessment of DWA's Huambo programme. In the Huambo case, in addition to the institutional issues, I paid attention to programme and project issues, since this was a relatively new programme needing some feedback here. I ✓ evaluationed documents, conducted interviews and focus group discussions, observed the working process in DW offices and visited projects in the field.

In addition an important part of the evaluation was workshops conducted through which DWA staff could collaboratively do a self-assessment of their organization. The first workshop was on DWA's decision-making process. This was conducted over two days in Luanda – at the beginning and towards the end of the assignment. The second workshop was on DW Huambo's programme, which used an 'objectives-methods-results' framework. This was conducted in Huambo, also over two days, at the beginning and towards the end of my time in that province.

In considering the findings and recommendations listed below, DWA and DWH should consider whether some listed only under DWA or DWH might be applicable to both. For example, is the need to move from a project-driven orientation to a programme-development one (found in and recommended for DWH) also relevant for DWA in general?

DW ANGOLA EVALUATION

Findings

- The DW Canada/ Angola (DWC/A) membership and Board need to be more actively engaged in fulfilling their roles and better supported by the secretariat in DWC Canada. (DWA as an international body is legally incorporated under DWC).
- The Executive Director and Deputy Director appear to have excessive workloads that may threaten quality, focussed attention. The Executive Director's responsibilities in representation and lobbying can at times be at the expense of other broad management tasks and specific project responsibilities.
- A recently constituted *Conselho Direcao* ('Council of Direction') may, in part, duplicate the responsibilities of the Board. (During this evaluation this body's terms of reference began to be reconsidered with a new title of *Conselho Coordenacao* ('Co-ordination Council').
- There is inadequate appreciation of, valuing and reporting on important 'meta-project' activities (e.g. Executive Director's meetings with senior officials, participation in NGO committees and international conferences). These help raise DW profile, attract funds, and guide policy and strategy.
- The current thrust to systematise support services and particularly finance appears to be going well.
- Staff feels transparency, participation and information sharing needs to be improved, especially from senior management down to lower levels.
- There is ambiguity in some senior management functions (e.g. executive director in his capacity as programme manager reports to deputy director, programmes).

Recommendations

- Refine, agree upon, and institute the organizational structure management bodies and procedures emerging from the workshops and this evaluation.
- Develop, agree upon and institute clear and complementary terms of reference for the management bodies and job descriptions for staff.
- More actively engage the membership and the Board (supported by the DWC office as secretariat) in performing their functions.
- To free more time for broader policy, strategy and management tasks, the Executive Director and, to a lesser extent, the Deputy Director, should consider divesting themselves of some project responsibilities through mentoring project co-ordinators to assume greater responsibilities.
- The current manager Support Services should remain adequately engaged and for long enough to ensure the systems he is putting in place are complete, work well and have fully trained staff to operate them.

- Ensure the management bodies have regular, well-managed meetings with appropriate documentation and follow-up.
- Institute regular, information-sharing, report-back and 'learning' meetings (e.g. reporting on participation in conferences, invited speakers).
- Institute a DWA staff capacity-building programme integrated with performance evaluation
- Institute peer evaluations for senior management (in addition to existing evaluations of other staff).
- Annually plan and assess DWA organisationally and programmatically (beyond the project-level).
- Hire a well qualified manager for the water-sanitation sector
- The DWA 2000 Annual Report should include a report on this evaluation and its results including the status of implementing recommendations and future plans for these.
- Not least, collaboratively, carefully consider the recommendations and implement, in a timely fashion, those that are accepted as desirable and feasible.

DW HUAMBO EVALUATION

Findings

- Any assessment should consider the difficult conditions under which DWA, and DWH in particular, are working (e.g. war, poor logistics, few resources)
- Given above, DWA and DWH have demonstrated flexibility, a decentralised approach, and willingness to take risks to see commitments through once a decision has been taken.
- To achieve its objectives of sustainable services and policy development, DWH applies the triple methods of developing the technologies, strengthening local capacity to plan, finance, implement and maintain services, and demonstrating success to policy persons (e.g. donors, government of Angola – GOA).
- DWH's organizational structure is sector and project driven to some neglect of programme development
- From the national down to the Huambo level and between the national and Huambo components of some projects there is inadequate information sharing, mentoring, decision-making, and supervision
- There is some lack of clarity in responsibility and reporting lines between national and Huambo components of projects and sectoral and geographic jurisdictions
- DWH staff feel inadequately informed about, and involved in, issues, decisions, and activities taking place in DWA-Luanda, including those that affect DWH

- Overall, DWH appears to be an effective organization - highly responsive to local needs, supportive of local institutions, widely respected, and able to meet, sometimes surpass its (especially physical) targets.
- Community mobilization and support to communities to organize around making services sustainable and well operated should be strengthened in the Water and Shelter sectors, particularly the latter.
- There is inadequate information on the cost-effectiveness of DWH.

Recommendations

- Move from project to programme focus
- Institute a comprehensive planning and programming structure and process
- Make clear lines of responsibility and reporting
- Define terms of reference and job descriptions
- Cost all operations against their benefits
- Strengthen community capacity to operate and maintain water points
- Monitor and strengthen local organization and community capacity to construct, rehabilitate, appropriately use and maintain Shelter projects
- Consider a community mobilization and monitoring unit shared by all sectors
- Institute information-sharing and shared planning between DWA and DWH and within DWH
- Ensure adequately skilled management and workers obtained for the potentially risky Mubella wood-processing and furniture factory. Carefully monitor and be prepared to make adjustments at short notice.
- Collaboratively consider this evaluation and timely implement desirable and feasible recommendations

1 THE EVALUATION AND THE NEED FOR IT

1.1 Overview

This document reports on two tasks. First it is an assessment of the organizational structure, decision-making, and management systems and processes of Development Workshop – Angola (DWA), largely as present in Luanda. Second, it is a similar assessment of DWA's Huambo programme (DWH). In the Huambo case, in addition to the institutional issues, I paid attention to programme and project issues, since this was a relatively new programme needing some feedback here.

The report has three sections. Section one describes the evaluation and the need for it. Section two examines DWA, largely as it is constituted in Luanda. Section three examines DW Huambo. In each case findings are first discussed followed by recommendations.

In the findings and recommendations, I have at points indicated where a recommendation cited in one section may also apply to the other (e.g. In the DWH section I have indicated that the recommendations for holding well-managed meetings detailed in the section on Luanda also applies to DWH). However, there may be other recommendations cited in only one section that may apply to the other that for want of adequate evidence I have not indicated as such. On reading this report, DW should itself attempt to identify where this may be so. (E.g. is the need to move from a project-driven orientation to a programme-development one (found in and recommended for DWH) also applicable to DWA in general?

1.2 The Need for the Evaluation: Up-scaling DWA

This evaluation of DW Angola (DWA) is part of the on-going process to upgrade the organization's management systems to keep pace with the growth of the organization. DWI and DWA in particular, have been growing and diversifying in scale, sectoral spread and geographic reach. From an informal grouping of three persons it now consists of four affiliated organisations with offices in four countries (Canada, France, Mali, Angola). It employs approximately 180 persons with annual revenue of between US\$3– 4 million with work in some 30 countries. With a main focus on human settlements, DW's range of activities now include sustainable services (e.g. water, sanitation and waste), shelter (e.g. schools, health centres, housing), and livelihoods (e.g. small enterprise training and credit). Its main emphasis is working for and with low-income communities and their representatives in civil society and government to help strengthen local capacity to sustainably meet the needs in these sectors. DW has gained international recognition as an innovative, efficient and effective organisation. It has won several international awards.

DWA is the largest and fastest growing of these organizations currently employing 160 persons with annual revenue of approximately \$3 million. DW France (DWF) while much smaller in revenues and staff, has projects on-going in several countries, and also supports the semi-autonomous, non-profit, DW Mali. DW Canada (DWC) is a small office of 2-3 persons largely involved in representation and other support work for the other two offices while conducting some consultancies.

To date, DWI has gone through three phases of development. In the first phase (approximately 1973 – 1983) it functioned as an informal group of four professionals working as a team in such countries as Egypt, Oman, Iran, and for an initial couple of years, in Angola. Following this, while one member remained in Angola, another set up in France and a third supported a Canadian presence. (The fourth set up an independent architectural

practice in London U.K.). Until the late 1980's activities out of all three countries remained relatively modest and connections between the three offices while persisting also remained modest. Since then all three offices have got better organized and increased their independent and collaborative activities notably in Angola, the Sahel, South Asia and Vietnam.

To keep pace with this growth DW has consistently upgraded its organizational structure and management procedures. It was incorporated as a legal, non-profit entity in Canada in 1981 under which the France and Angola offices legally operated. In 1998 DWF obtained independent legal status as a French non-profit association. DWA while having a recognised legal status in Angola as an international NGO, continues to work within the DWC corporate umbrella. This gives DWA its international status amongst the international aid community while its long residence in Angola (20 years), and the increasing presence of Angolan staff and partners also enhances its national character and commitment. Both DWC/A and DWF are member organizations with international Boards of Directors (Board) elected by the members and accountable to them. In turn, the management of DWC, DWA and DWF are accountable to their Boards. These bodies have functioned through Annual General Meetings (AGMs). Members and Board meetings are called annually and as needed. Between DWC/A and DWF members and Board, there is some overlap in terms of persons being in both groups. This along with other factors such as DWC providing support to both DWF and DWA, and projects that involve two or more of DW units, serves to promote, in practice, a collaborative, if decentralised, DW International (DWI).

In the last few years, DWI has held two major meeting-seminars bringing together all DW members and a selection of other partners (e.g. donors), co-workers, professionals and academics working in similar fields (1993, 1998). The objective has been to evaluate and help guide DW's work, organization and future direction within the anticipated international direction of its field of endeavour. These events were hosted by DWF. DWA has also held two strategic planning exercises (1994, 1998) involving both senior and middle management with representation from DWC in one of these exercises. All this is in addition to the usual, periodic internal evaluations and evaluations of specific projects.

Today, as mentioned, DW is well respected as an innovative, effective, international award-winning organization doing much needed work in, for and with low-income, developing communities, their organizations and governments.

Similarly, DWA is highly respected and likely the single most innovative and effective organization in Angola. This is despite the extremely difficult conditions in the country resulting from its long and bloody civil war, its chronic instability, and the minimal resources it has available to work with. All this is much to the credit of the dedicated DWA staff under the leadership of its executive director and deputy director and to the resourcefulness of the Angolan people.

An indicator of the success of DWA is its continuing expansion and diversification while maintaining high quality outputs. Most recently, since 1996, DWA has expanded the geographic coverage of its work from Luanda, the capital city and its peri-urban areas, to several other provinces, notably the Huambo province's city and surrounding areas. DWA also diversified from an initial emphasis on housing to today when it is involved in sustainable services (e.g. water, sanitation, waste management), shelter (e.g. construction and rehabilitation of community buildings – schools, health units), sustainable livelihoods (e.g. women's enterprise training and credit), information technology (e.g. Angonet setting up email systems for Angola), and peace building (e.g. organization and events to promote peace in Angola). All this growth, expansion and diversification make this evaluation necessary.

1.3 What Was Done in the Evaluation

✓ The objective of this assignment was to evaluation^e DWA's management systems in Luanda and Huambo as well as Huambo's programmes. It was initially thought that the two could be combined through using the case of Huambo to also address issues concerning DWA's management systems in general. To this end, a Terms of Reference (ToR) was developed (Annex 2). In implementing this, however, it soon became apparent that the broader issues of DWA's management systems could not be adequately addressed by simply focussing on Huambo. Consequently both Huambo and Luanda were examined.

DWA has already made significant improvements in systematising its support services (finance, administration, logistics and procurement). The need for these was identified in the DWI meetings and in the strategic planning exercises mentioned earlier. Already through the imperative to design, get funds for, implement, and report on projects, some streamlining of these processes had taken place. More recently persons were hired and a more deliberate process is underway to examine and improve the support services, particularly DWA's financial systems. The present evaluation, therefore, while addressing some issues related to these aspects, does not focus on the financial and support services nor on the project level. The purpose of this evaluation is to examine, discuss, and suggest improvements for DWA's overall organizational structure, decision-making and management systems and procedures. Within this, the issue identified of specific importance has been that of timely, effective, transparent, and accountable decision-making, implementation, and follow-up at the senior and mid-management level.

I spent three days in Canada, prior to arriving in Angola, evaluationg documents and preparing initial ToRs based on a draft sent to me. I spent the first nine working days in Angola in Luanda. During this period I evaluationed more documents (Bibliography), ✓ conducted interviews and visited projects (Annex 5). I also designed and conducted the first part of a workshop on 'How Decisions are taken in DWA'. This was with the assistance of Andrew Kirkwood (DW member then doing a separate consultancy for DWA), and other DW staff. The workshop was a vehicle for involving DW staff in collectively assessing their own organisational structure and management systems and procedures (Annex 3). While most of the work done in Luanda was in support of the present evaluation, some of it also contributed to the Huambo evaluation. The next seven working days were spent in Huambo, ✓ largely on evaluationg the work there. This included conducting an 'objectives-methods-results' workshop through which Huambo staff had an opportunity to assess their own ✓ organization and programmes (Annex 4). The final five working days back in Luanda were spent conducting the second part of the Decisions' Workshop, conducting a few more interviews, giving a talk to DWA staff, writing the draft reports on DWA and on Huambo, and making two presentations for feedback to DW staff on my findings and recommendations. All this was in addition to some general DW meetings. On return to Canada, I spent final five ✓ *seven* working days finalising and writing the two reports, including incorporating some further feedback from the first drafts.

2 DW ANGOLA – LUANDA

2.1 Findings

The findings, discussed below should be viewed within the perspective (outlined earlier) of the substantial efforts and progress already achieved, and on going, in improving DWA. Thus, while many improvements continue to be necessary, this evaluation itself stands as evidence of DWA's openness to constructive criticism and change so that it can continuously re-position itself in the forefront of efficient and effective organizations.

The following are the key findings emerging from the evaluation (Please refer to Figure One – DWA Organigram in reading the discussion below).

2.1.1 Roles and Accountability at Senior Management

The Board and membership: The Board and the membership have not adequately fulfilled their roles. The Board's role is to offer broad direction, policy and strategy guidance, to help DWA fulfil its mission and mandate professionally, efficiently and effectively, and to hold senior management accountable to this task. In turn, the membership has not adequately held the Board accountable to this task. In 1999, no AGM of the members and no formal Board meetings were held. These might have served as recent opportunities to raise some of the issues discussed here. Primary responsibility for this oversight must lie with the Board executive, particularly its President who is responsible for calling these meetings. DWC, with one of its roles being to serve as the secretariat of the Board and DW membership, is also responsible for arrangements in preparation for, implementation and follow-up of these meetings. Staffing problems contributed to the secretariat being unable to adequately fulfil these tasks last year. It is understood that an AGM and a Board meeting is planned for within the next two months, followed by another towards the end of this year. DWC is also preparing a management plan for its office to address staffing and other issues such that in future, it can fulfil all its expected roles.

Executive Director: The Executive Director is working very hard on his several responsibilities. Currently he has four sets of responsibilities within DWA:

- Overall responsibility for DWA's general direction, policy and strategy and working with the Board and membership on these.
- Lobbying, representation, and fund-raising in support of DW and DWA in general and programmes and projects in particular.
- Managing and holding accountable senior management, including organizing meetings, decision-making and action at this level.
- Serving as one of three programme managers with a portfolio of four projects for which he is directly responsible.

In addition, on a voluntary basis, the Executive Director serves as the honorary consul for Canada in Angola

The Executive Director's style of giving maximum autonomy to others, to being accessible when approached, and his preference for getting involved in broader issues of policy, strategy and representation has resulted in him performing the first two roles better than the others. Consequently, what has been relatively less well done has been some timely management decisions and implementation, supervision of and feedback to senior management, ensuring regular management meetings that have been well-planned, conducted and followed-up, and detailed supervision of projects and mentoring of project staff, especially project co-ordinators. Also less well done, has been the sharing of information on the Executive Director's activities and their underlying rationale and implications for DWA. The last has resulted in other DWA staff not fully appreciating and valuing the critical and valuable role the Executive Director plays in the first two areas of strategic direction and representation.

Conselho de Direcao ('Council of Direction'): (renamed *Conselho de Coordenacao* – 'Co-ordination Council' during this evaluation process, in part in response to concerns raised

below). This management body was recently established to help improve decision-making and action at the policy and strategy level and to offer representation at this level to mid-management. It consists of all senior management (Executive Director as chair, Deputy Director, three Programme Managers) and of three Project Co-ordinators selected by all Project Co-ordinators. It was established in response to a number of factors. The previous smaller senior policy and strategy group was found to be too involved in operational and administrative issues to be able to give due attention to policy and strategy. Mid-management wanted to be more informed and involved in the policy and strategy direction of DWA. The Council was also suggested last year on the assumption by some that the DWC/A Board had been abandoned (see Moroney memo dated 13.3.2000, Management and Operational Issues, items 1, 4). Not surprisingly, the draft ToRs of this body suggests responsibilities that duplicate those of the Board. Some staff have also expressed concern that the Council may be too large for effective decision-making, particularly when sensitive issues are involved which may put some members in positions of conflict of interest (e.g. salary scales). Others are concerned that, like the previous, smaller management group, this one will be poorly managed (e.g. not meet regularly, meetings not well conducted, decisions and their implementation not adequately followed-up).

2.1.2 Reporting on and Valuing Meta-project Activities

A significant proportion of the activities of the senior management are not directly linked to the management of specific projects. They are however critical to the overall maintenance and development of DWA and thus are critical to creating the enabling environment within which projects can be mounted and implemented. Such activities include meetings with senior officials in government, non-government, and donor communities, helping arrange conferences and presenting papers in them (e.g. Angola Peacebuilding, Maputo), and helping organize and serving on key committees (e.g. co-ordinating committees of international and Angolan NGO's – CONGA, FONGA). Such activities raise the profile of DWA, help attract funds, make senior management sensitive to new policy and strategy directions the organization should be adopting, and help generally in lobbying and representation. These activities and resulting benefits are particularly attributable to the Executive Director, and to a lesser extent, the Deputy Director.

There appears to be inadequate collaborative planning of, reporting on, and therefore knowledge, understanding and appreciation of the value of these activities. This is particularly so among the staff in general, and particularly among mid and lower management. Consequently some staff assess senior management largely on their activities in specific projects. This undervalues the benefits senior management is contributing to DWA.

2.1.3 Systematising and Staffing the Support Services

These areas for some time now have been recognised as needing further strengthening and improvement within DWA. They were a major issue highlighted in DWI meetings and in strategic plans. Consequently, for some time now, measures are being put in place to systematise and strengthen these areas. An auditor-accountant, based in Ireland, has been working with DWA with periodic visits on setting up and auditing the overall financial system. Another person, serving currently as Manager Support Services (Finance, Administration logistics and procurement) has been working on systematising this large component of the organization and training staff in operating it. As part of this task he is particularly focussing on the financial system. It is as yet unclear whether this person will stay on full-time or part-time as Manager Support Services after December 2000. There is also currently no finance person although there are plans to hire one in country on a full time basis within the next two months. The current thinking is that once the systems are in place and the training done, the Manager Support Services could perform his duties part-time so long as a well-qualified, full-time finance person is hired.

2.1.4 Transparency, Participation and Information-sharing Downwards

Staff feel a lack of transparency about how new initiatives are embarked on, and how key decisions are made, acted upon and their results. Related to this is the feeling that there is inadequate representation of mid-management (e.g. at the Project Co-ordinators' level) in this process (hence, in part, the formation of the Council of Direction now Co-ordination Council, and their representation in it). Overall, there is a feeling that there is inadequate information sharing, especially from senior management down to the lower levels. These views are shared among both senior and mid-management.

2.1.5 Ambiguity in Senior Management Functions

These are two sets of ambiguities to consider.

Potentially confusing dual roles: First, two Programme Managers hold dual roles that may be confusing and hinder effective management. As indicated earlier, the Executive Director is also a Programme Manager for four projects and the Deputy Director is also Director Programmes as well as a Programme Manager in her own right, of another four projects. In addition to the potentially excessive workload implications here, there is also ambiguity arising from the same persons wearing two hats each giving them different, potentially conflicting, lines of responsibility. In her role as Deputy Director and Manager Programmes this person reports to the Executive Director. However, the Executive Director in his role as one of the Programme Managers, in turn, reports to the Deputy Director as Manager Programmes. Both have noted that this arrangement has made it difficult for the Executive Director to play the subordinate role as Programme Manager to the Deputy Director. The Executive Director adds that, in the absence of a clearly articulated organizational structure, he had not fully appreciated the line of authority. With such a structure now being clearly articulated, in part through this evaluation process, he is confident he will now be better able to respond appropriately (Figure 1). The workload issue remains.

Sectoral versus geographic lines of reporting: (Figure 3). The Programme Manager, Huambo is responsible for all projects within the city and the province. All staff based in and working on projects within this geographic area report to him. However, there are also 'national' projects that also have components within Huambo. These have a national programme manager with overall responsibility and a project co-ordinator with specific responsibilities, both operating out of Luanda. In sectoral terms, all staff working on such projects, even within Huambo, report to the national manager and co-ordinator. Consequently, the Huambo component and staff of national projects have dual, potentially conflicting lines of reporting. That is the same staff person in Huambo may be responsible for the same project to two different 'bosses'- the Huambo programme manager under whose geographic jurisdiction the project is being implemented and under whom s/he works on a day-to-day basis, and the Luanda-based Programme Manager under whose sectoral, line jurisdiction s/ he works. To date, problems with lines of authority have been small in part because some national programme/project managers or co-ordinators have either not been in place or not exercised their full responsibilities (e.g. Support Services Programme Manager, Shelter Project Manager, Project Co-ordinator). Responsibility for much of the Huambo level decisions and activities even with projects (Shelter) or activities (Support Services) with national profile has therefore remained with the Huambo Programme Manager and Huambo staff. This is now changing as national managers of both the Support Services and the Shelter sector become more active, and dual and confusing lines of authority may be felt between them and the Huambo Programme Manager.

Another issue is that of inadequate information being shared from the national/ Luanda level down to Huambo. For example, with regard to the Shelter project, budgetary information has

remained with the national Shelter manager and not percolated down to the Huambo Programme Manager and Shelter staff. In addition, the national Shelter manager, because of other pressing responsibilities and because of his delegatory style (e.g. as Executive Director, see above item) has left much of the Shelter activities at the Huambo level to Huambo level staff. These two factors have resulted in Huambo staff having to assume responsibility for much of the planning, management and implementation of the programme while having little knowledge of the budget they have to conduct these tasks. This has caused some discomfort among the Huambo Manager and Shelter staff.

2.2 Recommendations

These recommendations arise from my interviews and observations as well as from the work of the DW staff as participants in the two workshops on 'Improving DWA's Decision-making Structures and Processes'. The workshops were conducted as part of the current evaluation (see Annex 3).

2.2.1 Organisational Structure and Management Bodies.

Refine, agree upon, and institute DWA's organizational structure and management bodies: Prior to the evaluation an organigram was developed to reflect the current DWA organizational structure (Figure 1 is a modified version of this organigram). The 'Decisions' workshops conducted through this evaluation, developed a parallel organigram on the decision-making and management bodies to support this organizational structure and DWA's operations in general (Figure 2). Between these two organigrams, a clearer definition emerges of the organizational and management structure and processes of DWA. This is as follows.

The component concerning the members and the Board remain as before. The DWA structure from Executive Director downward has modifications. These were proposed during this evaluation, in part in response to concerns raised through the evaluation process including the workshops that were held as part of the evaluation. Such modifications include changing the *Conselho de Direccao*, which appeared to overlap with the Board of Directors, to *Conselho de Coordenacao* and instituting an Executive Committee). The workshop also suggested an organizational structure and its supporting management bodies (Annex 2). I understand the first meeting to implement this process has already been held. Below I will outline the structure (Figure 1).

In brief, DWA (as legally represented by DWC) is a non-profit members' organization with a Board of Directors. These two bodies – members and a Board elected by the members – have overall responsibility for the organization and for its broad policy and strategy direction. (The organisation includes offices and operations in Angola and Canada). The members (through an AGM) and the Board normally meet annually (physically and/or electronically) to discuss issues and if necessary, vote on decisions. More frequent meetings can be called if necessary. Usually, the Board Secretariat (run from the DWC office) and the Board Executive (President, Secretary, Treasurer) with DW senior management, address interim issues between annual meetings consulting other DW members and staff, as necessary.

At the DWA and its management level, a Co-ordination Council is proposed chaired by the Executive Director. The Council will be involved in policy and strategy at the DWA level and will be responsible for evaluating major decisions and actions as necessary and proposing courses of action. The Council will consist of the Executive Director, the Deputy Director (Programmes), Huambo Representative, Programme Managers, and three representative Project Co-ordinators. Membership now would be seven persons but could increase to nine (currently the Executive Director and the Deputy, Huambo Representative also serve as Programme Managers).

The Executive Director as Chair of the Council has overall responsibility for liaising between the DW membership, the Board, and the Co-ordination Council. This is, for example, to ensure policies and strategies agreed on at the Co-ordination Council are consistent with DW's and DWA's overall mission, that membership, Board and Council have opportunity to dialogue for this and other purposes, and to ensure that such Council decisions are efficiently and effectively executed. The Executive Director is also responsible for ensuring day-to-day decision-making and execution of actions. The Chair as Executive Director will continue to also be responsible for the tasks mentioned earlier (2.2.1.). Supporting him with monthly meetings, will be an executive committee also chaired by the Executive Director. This will consist of the senior management – the Deputy Director (Programmes), and the other senior managers – for Huambo, Support Services, and the two other manager posts currently filled by the Executive Director and the Deputy. Membership will thus currently be four persons but could increase to six.

The additional management bodies are the Projects Committee and the Support Services Committee respectively responsible for project execution and co-ordination, and for the support services. The Projects' Committee consists of all Project Co-ordinators and technical advisers and is chaired by the Deputy Director, Programmes. The Support Services Committee consists of the heads of the Administration, Finance and Services Sections (including procurement and logistics) and is chaired by the Manager, Support Services. These committees meet twice a month.

The overall recommendation here is to reaffirm the above-agreed organizational structure and to test its value over a trial period. In agreeing on ToR's for these management bodies and through the trial period consider at least three issues (raised by some in interviews):

- How is management responsibility best shared between the Co-ordination Council and the Executive? (E.g. which, if any decisions does the Council make, which are left to the Executive, and which of the latter decisions need – post-implementation? - ratification by the Council?).
- How is policy and strategy responsibility shared between the Council and the Board? (E.g. does the council set out policy and strategy with the Board advising on its appropriateness, ratifying these in terms of consistency with overall DW mission, and proposing policy and strategy of its own?).
- How does the Council address complex, sensitive issues (some raising 'conflict of interest' situations – e.g. salary scales) given the size of the Council – currently seven to nine persons and likely to increase with further scaling-up of DWA?
- What are the Council's links with the Board and Membership? (E.g. through the Executive Director? Directly with Board, with Membership? Typically through Director, exceptionally direct to Board and Membership?).

2.2.2 Terms of Reference and Job Descriptions

Agree to complementary terms of reference of management bodies and job

descriptions of staff: Currently most of the management bodies and many individual posts have no ToRs or job descriptions or they may have first drafts of these needing improvement and refinement. For example, as mentioned, the draft ToRs of the *Conselho Direcao's* (now Co-ordination Council) appears, in certain respects, to duplicate the responsibilities of the Board. The job descriptions of the Executive Director and the Deputy remain in their recent first draft form. All ToRs and job descriptions need to be prepared carefully considering not only how they relate to the individual roles and responsibilities of the positions described but

also considering how the different jobs relate to each other. For example, the role of the Board vis a vis senior management, the Council, and their accountability should be made clear and effective. Similarly, job descriptions should be distinct, avoiding duplication of roles, and make clear reporting lines. Through this and other deliberations, the issue of potential confusion in executive directors and deputy directors also being programme managers should be addressed. In sum, the ToRs and job descriptions, should together result in a well-integrated and comprehensive organization with each of its bodies and individuals working in complementary ways.

2.2.3 Board and the Membership

Engage the board and the membership with secretariat support: Primarily, this is the responsibility of the Board working with DWA senior management and DWC serving as secretariat. As a first task to evaluation this process and renew this commitment, the Board with DW members and DWA management should evaluation the ToRs of the Board, suggest modifications, if any and have it reaffirmed.

Key to the above is the effective support of the DWC office in its role as the Secretariat of the Board. At a June 2000 meeting held in Luanda, in which most DWC/A members participated, DWC presented a draft outline of the issues and options on how it might continue to perform its various roles, including that of Board Secretariat. That meeting, in principle, agreed to continue the requisite support to the Canada office. It was agreed that the DWC office will be preparing a more detailed, updated plan of its roles and responsibilities, schedule of activities, staffing and other resource needs. This will be submitted for more detailed consideration. On approval of this plan, resources will be earmarked for the office.

It was also agreed that an AGM and a Board meeting will be held within the next two months, followed by another towards the end of this year to address any remaining issues and to compensate for missing last year's AGM.

2.2.4 Executive Director and Deputy Director

Assist the Executive Director and Deputy Director: Both these persons are working long hours on many tasks. This may be at the expense of quality, focussed attention on the task at hand at any one point in time. Tensions may also be, in part attributed to this workload. The following measures should be considered.

The Executive Director should consider being responsible for fewer projects and consider delegating, or at least sharing, more project responsibilities with his project co-ordinators. Where current project co-ordinators appear unable to assume required management responsibilities, these co-ordinators should be replaced with those that can assume these responsibilities. The responsibilities include preparing project proposals and budgets, handling budgets, managing project implementation, monitoring project progress and budget expenditures, basic liaison with donors and reporting on progress and results. With the Support Services, such as finance now being systematised, such responsibilities should be easier to fulfil. However, devolving more responsibility also requires that supervisors devote enough time up-front and in a concerted way to mentor and train project co-ordinators to gradually perform these tasks. It is not recommended that the Executive Director divest himself of all project responsibilities because he has an expressed interest and strong expertise to contribute through continuing to perform a technical role. Furthermore, DWA currently cannot financially afford the additional staff resources this divesting would require.

Similarly, the Deputy Director should consider divesting herself of some of the projects for which she is currently directly responsible. For example, DWA should consider hiring a sector manager for water-sanitation projects or grooming a current project co-ordinator for

that task. In addition, programme managers (Projects and Huambo) should ensure that they produce quality work on time to reduce the burden of follow-up and work-improvements having to be done by the Deputy Director in her capacity as Deputy Director Programmes.

2.2.5 Support Services

Complete systematising of, and training in support services: The current manager, support services, leading the initiative to systematise this component, appears to be doing a good job. To ensure that his efforts have enduring, positive results, it is important that he remain adequately engaged at this task for the time that is necessary. He should be requested to remain fully engaged until the new system is completed. That is he should remain on the job until Support Services are adequately staffed, staff are adequately trained in operating the new system, and the system is tested in use for a sufficient period of time. An urgent need is to fill the position of the finance co-ordinator. The manager has suggested that with that post filled and all staff well trained; manager support services could be a part-time position with possibly him continuing to fulfil this role.

2.2.6 Regular, Well-managed Meetings

Ensure that management bodies have regular, well-managed meetings with follow-up: The organizational structure can only work if the corresponding management bodies function well (Figures 1 and 2). In turn, these bodies will not function well if, among other things, they do not hold timely, efficient and effective meetings that achieve their purpose. Typically, the purpose of any of these meetings will include information sharing, learning from each other, preparing for decision-making, making and implementing decisions, and monitoring and assessing their implementation and results from which lessons are drawn.

For well-managed meetings and follow-up, at least the following needs to be done:

- Agree a regular time-slot for the meeting with all participants. This will make it easier for participants to ensure they plan their schedules such that no other responsibility clashes with the meeting. For example, 2 to 3 p.m. first Thursday of every month.
- Give adequate notice of the meeting and circulate well in advance any documents, information etc. required to prepare for the meeting. For example, the regular, fixed time set aside in individual's' calendars; a reminder circulated a few days in advance; an agreed upon agenda, and preparatory information and documents –e.g. minutes of last meeting - circulated and evaluated adequately in advance.
- Manage the meeting well. For example, all participants arrive on time, minutes of last meet evaluated, modified if necessary and approved, participants stay focused on the meeting with minimum external distractions, the chair/chair-designate guides the discussion so that each agenda item is given adequate time within the set time limit of the meeting, each participant has an opportunity to express views, minutes taken that include: decisions made, persons responsible and time-lines.
- Follow-up. For example, actions agreed upon should be implemented satisfactorily and on time, and those responsible should be ready to report and be held accountable for the action by the next meeting in which reporting is to take place. Their supervisor or persons/ body to which they are accountable, monitors progress and takes necessary action. Each management body should have a file where approved minutes are filed and accessible.

- Designate for each management body, a chair and vice-chair with minutes-taker to organize and manage the meetings and their follow-up (minutes-taker could be the chair or vice-chair – whoever is not chairing the meeting).

Consider having a workshop on ‘managing meetings’ involving all staff, and most importantly, the chairs and vice-chairs with minutes-takers of each of the management bodies.

2.2.7 Information-sharing, ‘Report-back’ and Learning Meetings

Institute regular information sharing, ‘report-back’ and learning meetings: A major issue raised was that of inadequate information sharing. Some of this could be addressed through regular, well-managed meetings as outlined above. However, a part of the information that needed to be shared had to do with more substantive report-backs with discussion on implications for DW and feedback from staff. This was, for example, when a staff-person participated in a meeting or seminar elsewhere, either in Angola or internationally (e.g. the recent Maputo Peace-Building conference, in which the Executive Director and the co-ordinator for this project participated and the international seminar on the water sector that the co-ordinator of this sector participated in). This would also help staff appreciate the value of activities that are not directly and obviously related to the management of specific projects.

DWA also aspires to be a ‘learning organization’. DWA staff present papers in seminars and conferences. These could also be presented for discussion to DWA staff. Finally such meeting-seminars could also feature invited guests or speakers and have persons attending from outside DWA (e.g. staff of Angolan and international NGO’s, donors, and government representatives). As with the management-body meetings, if a regular time-slot were established in advance, planning for the meeting and for participation in it would be easier. With light refreshments provided, such meetings could also serve to promote team building, a happy work atmosphere, and networking with other organisations (when these are invited to participate).

2.2.8 Staff Capacity Building and Performance Evaluation

Institute well planned and monitored staff capacity building measures and performance evaluations: Several DWA staff in both Luanda and Huambo mentioned the need for DW to invest more in building up the capacity of its own staff. This was said while acknowledging that working with DW was already a very beneficial learning experience. Formal methods for capacity building are already being implemented. These include facilitating and, where possible financing, staff to participate in external meetings, seminars, conferences, training sessions and courses. This could be extended as opportunity and resources permit. Much learning is however done on-the-job and through mentoring by supervisors. This relatively effective and lower-cost way could be made more systematic. Consider instituting the following:

- Design a capacity-strengthening plan: On the basis of each staff person’s job descriptions, the job descriptions of the posts they would like to move up to, and their recent performance evaluations, that staff person with his/ her supervisor should outline what capacities they need to strengthen. They should then identify what activities the staff person would be involved in, with what support from supervisors and/or peers to help them strengthen their capacities, and what indicators they would use to identify progress in strengthening those capacities, over the period of time to the next performance evaluation.
- Implement and monitor implementation of this plan.

- Assess its results and act accordingly.
- Ensure full documentation of all of the above.

Overall, since capacity building is expensive in time and resources invested, it should be well planned, targeted to those capacities that the staff person absolutely needs to contribute better to the organization, and implemented in a way that will ensure those capacities are indeed developed and later used to good effect. Staff should be obliged to meet acceptable standards (e.g. of class attendance, of marks obtained). They should also be obliged to meet standards of subsequent use and performance of the capacity developed on future work on the job (e.g. if English language capacity was developed, then the staff person should be required after capacity-building has been conducted, to write project reports in acceptable English). Depending on the extent of training given and DW resources invested in it, staff could also be required to contract to work for DW for a minimum number of years beyond the training to ensure DW obtains adequate benefits for the costs it has incurred. All this suggests that DW develop its organizational capacity to build staff capacity and to monitor and document such activities.

2.2.9 Senior Management Peer Evaluations

Institute senior management peer evaluations: It appears that a performance evaluation process has been instituted for middle management at the project co-ordinator levels and below. This evaluation process could be part of the staff capacity building process discussed above. Also as part of this capacity-building process, consider having an annual senior management peer evaluation process. This could involve the following for each senior management person:

- Setting out annual goals for him/herself
- Identifying how the manager plans to achieve these goals and the indicators to be used to help assess the extent to which the goals are being achieved over time and at the end of the year.
- Presenting a report for discussion at year's end to peers on his/her performance.

All this, could be done in consultation with the manager's peers, would consider the manager's job description and his/her previous year's experience. For example, a goal could be to 'strengthen my capacity to move from needing substantial help (e.g. from the Director, Programmes) to write adequate and timely reports to donors, to needing minimal help to do so'. Indicators of achieving this goal could include 'eighty percent of reports prepared by the manager were submitted on time and needed only editorial modifications'. The reports on Peer Evaluations could be shared with the Board.

2.2.10 Water-Sanitation Manager

Obtain a full-time water-sanitation manager: The Water-sanitation sector has become DW's largest and fastest growing sector. It has several large projects within it, with more likely to be added, on which DW has built much credibility, and for which Angola is much in need. Currently the national programme manager for this sector is also the Manager for all programmes and the Deputy Director. DWA should consider giving someone else the full-time responsibility of being the programme manager for this important sector. This will also release the current manager to better perform her roles as Deputy Director and Manager Programmes and reduce the ambiguity caused by the same person functioning in several roles at different management levels.

The new 'Watsan' programme manager could be obtained from the ranks of existing staff (assuming one can be trained to do this job in a relatively short time-period). The current watsan manager in Huambo could be moved to this post in Luanda, assuming he is qualified and prepared to take this position. Alternatively, a new, experienced and technically qualified person with the right interpersonal and management skills could be hired. Using an existing staff person may appear more economic. However, there would be the costs of dislocation, because in this option two new posts will have to be adjusted to, that of the watsan programme manager and that vacated by the person taking this post. Likely also a new person may need to be hired to fulfil the post vacated. It may therefore be best to hire a new person for the watsan manager post.

2.2.11 Organization and Programme Plans and Assessments

Annually plan and assess DWA's organization and programmes: Consider having an annual, if simple, internal planning and assessment process for DWA at the overall organizational level as well as at its overall programme level. This assessment could be conducted along the lines of the workshops held as part of this evaluation, namely the 'Decisions' Workshops' (held in Luanda) and the 'Objectives-Methods-Results' workshops (held in Huambo). This will require holding an 'Objectives – Methods – Results' workshop at the beginning of each year to set these out for that year and a similar one at the end of the year to revisit what was anticipated, what actually happened, why, and the lessons for the next year. The workshop would involve agreeing explicit and assessable goals and objectives, the methods used to attempt to achieve them, the results by year's end and the extent to which these meet the objectives. The methods considered would include the different projects and how they came together (or did not) as a programme, as well as DWA's overall organisational and management structures and procedures. Such a planning and assessment process could be held over two days as part of the last meeting of the Co-ordination Council in each year. Participants could be expanded beyond the Council's usual members to include more project co-ordinators, Support Services staff and Huambo staff. In addition to improving the annual assessment and planning skills of DWA staff, and improving the process and product of annual planning, it would also serve to further reinforce team spirit in the organisation (Annex 4).

The results of this process could be fed into the DWA Annual Report. Currently, DWA reports are largely restricted to those required by specific donors for specific projects. Similarly, the DWA Annual Report presented to the membership and to the Board, is largely a basic, brief profile of each project. The report that could emerge from the above planning and assessment process could be more substantive, management-oriented, and programmatic. This would also help DWA obtain more useful feedback from DW membership and from the Board towards making it an even more efficient and effective organisation.

2.3 Conclusions – DW Angola

Recommendations, such as those above may be desirable, but they are useless if they are not feasible and not acted upon in a timely way. If any value is to emerge from this report and from the activities that preceded it in Angola, a final action is necessary. This is set out as a final recommendation below.

2.3.1 Implement Desirable and Feasible Recommendations

Collaboratively consider this evaluation and in a timely way, implement its desirable and feasible recommendations: Set out a procedure, with resources, time-lines, and responsibilities identified, for considering all the above recommendations, for deciding how to implement the ones agreed upon (with necessary modifications), for monitoring their

implementation, and for extracting lessons. An excellent start along these lines was made by listing actions at the end of the 'Decisions' workshop (Annex 3) and by holding a first meeting to begin the process a few days after my departure. This momentum should be kept up. The DWA 2000 Annual Report should include a report on this evaluation and its results including the status of implementing recommendations and future plans for these.

3 DW ANGOLA - HUAMBO:

3.1 Expanding to Huambo

As earlier discussed, by 1996 DW had established itself as a leading NGO in Angola with a strong track record in working closely with local partners and in being innovative and competent in its chosen fields. It was well respected by Angolan organizations – government and non-government - as well as by the international NGO donors it had worked with.

In late 1996, the International Committee of the Red Cross (ICRC) decided to withdraw from its operations in Huambo. This important central province and city had seen some of the worst fighting between the Government of Angola (GOA) and the rebel group UNITA, since the breakdown of the post-election accord between the two. Control of the area and the city had swung between the two groups. The area was marked by badly damaged, basic infrastructure (physical and social) and large refugee populations (internally displaced people – IDP's) fleeing the war and desolated countryside to Huambo city. (Population estimates are unreliable and vary for the city from between 50,000 to a 100,000 with a provincial population estimate of 700,000). Between May 1995 and December 1996 ICRC had built or rehabilitated 160 water points (springs, wells) for clean drinking water on an emergency basis largely in the city but also across the province where security conditions permitted. This was in addition to other water-related projects. ICRC, along with its donor, Swiss Humanitarian Aid (SHA) which had funded DW's work in Luanda, now offered to hand over ICRC operations, staff, materials, and equipment to DW to carry on the work. SHA also offered to continue its funding of Huambo operations, this time through DW.

When first approached with this possibility, in late 1996, DWA was hesitant. It had expanded rapidly in Luanda. The current thinking, reinforced by the finding of its strategic planning exercises, was that it should consolidate – improve its management systems to catch up with growth - before expanding further. Huambo also appeared a particularly risky endeavour given the fluid security situation, its distance from Luanda and that even if the city were to remain in GOA hands, safe access could only be by air. Air access too, was not assured. The International Humanitarian Assistance (IHA) sponsored flights were dependent on donor-community funding with donors threatening to pull out given the fighting. The expectation was that the two DWA senior staff visiting Huambo to assess the ICRC offer would likely return with a negative recommendation. Instead they returned urging DWA accept the challenge and positively explore the possibility of taking over from ICRC. Their reasoning was that Huambo was an important province in dire need in the sectors that DW had much expertise in (E.g. water) which made it the most appropriate organization to accept the challenge. In addition, DW would be inheriting from SHA the substantial capital already invested in the programme and some experienced staff along with SHA's promise of on-going funding. In parallel SHA hired an independent consultant to advise on how it should proceed with the withdrawal of ICRC. The consultant recommended that DWA be invited to make a proposal on the basis of which SHA should decide. DWA did so, the proposal was accepted, and DW Huambo (DWH) began operations.

To meet the challenge of setting up a new operation under such difficult conditions, DWA was fortunate in several other respects. An engineer-planner, well experienced in DW

Luanda, would support the early period of the programme. The Huambo team had an appropriate person to lead the operation – a motivated Huambo engineer with senior experience gained while working with the leading Angolan NGO, ADRA, and a teacher in Huambo's Agricultural College. This person was technically competent, intimately knowledgeable about Huambo, widely connected with the people there, and committed to the development of his city and province. DW had also inherited through ICRC and SHA, some other technically competent staff, some useful equipment, and a willing financier.

But DWA also had much to do. ICRC water points had been constructed in a conventional emergency mode, with little community involvement and ownership of the infrastructure and no effective plans for maintenance. Much of it was already in a state of disrepair, which the benefiting communities were unprepared to maintain. DWH moved on both fronts – technical and social. That is, it assessed the technology and hardware in place and made adjustments and repairs as required (e.g. a more robust hand-pump to the one used by ICRC, was adopted). In parallel, through a community mobilizing team, it worked with the benefiting communities to set up water committees and systems for operation, funding and maintenance of the repaired infrastructure. Along with this DWH began work with the city's local government authorities, specifically its local water authority (EPASH), through the pragmatic first step of rehabilitating its offices in return for initial accommodation in them. Today DWH and EPASH are partnering on a USAid urban piped water project – Table 1.

In short, with inevitable modifications to take into account different local conditions, DWH grafted the approach developed through its Luanda experience. That is, from the outset, it began to pragmatically combine its technical work with its social objectives of capacity building, working with local partners at both the community and local government levels. This approach, with some difficulties notwithstanding, continues to mark the work being done in DWH.

The work continues to face difficult challenges. In December 1998 UNITA shelling and proximity to Huambo resulted in all international NGO (INGO) operations being terminated and international staff and dependants being evacuated. Sometime before that and following this period DWH activities had to be severely cut back because of the security situation. DWH, however, remained operational throughout the period, albeit with a smaller staff and reduced activities. Till today the security situation while much improved from that time, continues to be difficult. Secure areas for DW work remain fluid, large numbers of IDP's continue to be on the move, the city remains largely cut off except for UN flights, and the economic situation for the average person, if anything, is worse than when DWH began operations.

3.2 Findings

3.2.1 The Expansion Period

From evaluating the expansion period the following findings can be summarised.

- Any discussion on management issues must keep well in mind the difficult conditions under which DWA and especially DWH, is working.
- As necessary in such an environment, DWA has demonstrated a flexible and decentralised approach. For example, senior management was open to reversing their initial position not to expand into Huambo, when a field visit suggested DWA should do so.

- As also necessary for work in war-torn regions, DWA has demonstrated a willingness to take risks and to see commitments through (within reason) once a decision has been taken.

3.2.2 DW Huambo Today – Objectives and Methods

Today, a little over three years after beginning operations, DWH has developed a series of projects, accounting for about a third of DWA's approximately \$3 million annual revenues. It has been DWA's fastest growing set of activities. Despite difficult conditions, it has met most physical targets and exceeded some. In this time, in the view of many interviewed, it is considered the most effective international NGO in the province.

DWH's objectives, methods for achieving them and results are summarised in Table 1. (This has been developed from a workshop with core staff, document analysis and interviews with the DWH manager. Annex 4). These lie within the overall goal of DWH to improve basic living conditions, to develop sustainable systems to do so, and to strengthen the capacity of local stakeholders in the design, implementation, operations, maintenance, and assessment of these systems.

Objectives: In brief the objectives of DWH are three fold: First, to increase the quantity and quality of basic services (e.g. water, sanitation, shelter). Second, to strengthen local capacity (technical and organizational) to design, implement, operate and maintain these services. Third, to contribute to GOA and donor policy to support the above approach. This is particularly so in a complex emergency environment in which assistance in urgent basic services are combined with the developmental goals of strengthening local capacity to provide, operate and maintain these over the longer term.

Methods: The method to achieve the above has at one level, been conventional – design, get funded, and implement projects in basic services. In addition (consistent with DWA's overall approach, drawing on the DW Luanda – DWL - experience), and innovating to suit Huambo's particular conditions, DWH has approached these projects in a specific way. That is, most projects have the dual, linked components of 1) technical, physical and social infrastructure placement and 2) institutional strengthening of local capacity to do so and maintain such infrastructure. Thus, for example, DWH constructs or rehabilitates water points - wells, springs - to provide clean drinking water and, in parallel mobilizes the community to establish water committees to contribute to this and to take responsibility for operations and maintenance (see Table 1 for more details on objectives, methods and results).

3.2.3 Organizational Structure: Sector - Project Orientation

Given the management focus of this report, the organizational structure through which the method is implemented is of particular interest (Figure 3). The Huambo Programme Manager oversees the whole programme. A Support Services section consisting of finance, administration, logistics and procurement supports him and the projects. The rest of the management structure reflects its sectoral and project orientation.

Water and Sanitation: The largest of these is the water and sanitation sector currently with three projects each with different donor funding. The first of these is a continuation of the ICRC project, rehabilitating and constructing anew, wells with hand pumps and spring protection points, as well as some latrines in specific locations such as health posts, schools and IDP camps. The second is a wells' and springs' project focussed on the small towns (a 1998 small towns' project had to be abandoned because of renewed fighting). A third is for piped water rehabilitation in the central part of Huambo City. This whole 'watsan' sector has approximately \$4 million spent and committed between Huambo start-up - 3/1997 and 3/01.

A proposal is underway for a further \$1.4 million for the current year up to 3/01. The sector manager is an expatriate Canadian who currently doubles as the sector's project co-ordinator while the assistant co-ordinator is being trained for the job. In addition there is a construction team and a community mobilization team.

All together, the water sector has a team of 36 – 10 technical, 13 community mobilisers, and 16 production workers (e.g. producing well rings, concrete blocks). The construction team constructs wells and springs in places where the community mobilisers have identified communities who need clean water and are willing to organize and contribute towards providing the service. In contrast the urban piped water project, in partnership with EPASH the provincial water authority, envisages addressing the issue of user-fees for cost recovery and maintenance, after rehabilitating the system and demonstrating to the users a reliable source of water. The output of this sector is estimated at 232 water points up to 3/01 and 250 water points up to 6/01 (Table 1).

Shelter: The second largest sector is that of shelter. This involves constructing or rehabilitating social infrastructure – largely schools but also, in the first project, some health posts, feeding centres etc. Unlike the above water projects, which are entirely focussed on Huambo province, the Shelter projects are national. They cover six provinces including Huambo. The Shelter sector consists to date of two projects. The first is completed - \$1.2m between 9/96 and 9/99 funding 30 buildings in Huambo and 34 in five other provinces. The second is partially funded with committed funds of \$30,000 and another \$340,000 expected to take it to 3/01. The Shelter sector national Programme Manager, an expatriate Canadian, also doubles as the sector's national Project Co-ordinator while the field engineer, an Angolan, is being trained for this post. For training and for budgetary reasons, he is seconded temporarily to the Luanda Community Initiatives Programme where he is learning on-the-job and through being mentored. (The Shelter Programme Manager is also the DWA Executive Director, who also oversees three other projects). The Huambo-based personnel consist of an Angolan building technician (Huambo Shelter project co-ordinator, a woman) assisted by an expatriate architect–training co-ordinator, another Angolan building technician, two other assistants, and a production team of eight persons (producing pressed blocks- adobe and soil-cement).

The Shelter project objectives are to work with local organizations (e.g. church groups, NGO's) to rehabilitate or construct social infrastructure, largely school buildings. Towards this end training courses are held for builders and construction supervisors who will work for the local organizations. In addition, when necessary, the architect prepares basic plans for the buildings, and the Huambo project co-ordinator assisted by the architect and supporting building technician, liases with the organizations and the communities in which buildings are located, and supervises construction. It has been assumed that the local organizations working with other groups (e.g. school administration, teachers, and parents' associations) will responsibly plan and implement on-going operations and maintenance. In parallel, some work is being done to improve local materials, technologies and building design (e.g. improved adobe and soil-cement blocks, roof trusses, thatching, and school design). Such materials are used in the project to reduce costs and make local organizations and communities more self-reliant in this sector. Since 9/96 to date DWH has worked with 15 such organizations to construct or rehabilitate 39 buildings. Forty persons have taken part in training courses, and 100 classrooms are planned for the calendar year 2000.

Others: In addition to the water, sanitation and shelter sectors, there is also a Huambo component of a national GIS project, a 'small projects' initiative, and a 'community publishing' project. The objective of the 'small projects' initiative is to strengthen local capacity in preparing, getting funded, and implementing small projects. It is financed through the Canada Fund, usually administered by a country's Canadian Embassy, but in Angola given to DW to administer. This is because DWA's executive director serves also as

Canada's honorary counsel. In the absence of a formal Canadian embassy in Angola, funding proposals are approved in Harare. The 'community publishing' project aims at strengthening community self-awareness of their history, conditions and needs. The first stage of the project involves helping communities' collect, document and publish their oral histories.

DWH also plans to soon take responsibility for a wood processing and furniture manufacturing factory once a competent business manager is hired. This factory was handed over to DW by SHA, after it ran the factory for several years. SHA has committed initial funding and committed to buy a certain amount of the school furniture to be produced over the next few years. The feasibility study estimated that this, along with expected sales to other NGO's and supplemented further by local demand, will result in the factory breaking even in two years.

3.2.4 Decision-making and Implementation Process.

Policy and Strategy: At the broad policy and strategy level affecting Huambo, decisions are made by the manager Huambo in consultation with his fellow programme managers and his superiors (the deputy director and the executive director - Figure 3). The Deputy Director and Executive Director in consultation with the Huambo manager may also make such decisions. The manager watsan sector, the second most senior person in Huambo, may or may not be part of this level of decision-making.

Programme and Project: In the programme and project cycle, the key decisions around what type of projects and programmes to have, preparation of proposals and their funding are made by the programme and project managers in varying degrees of consultation with project co-ordinators and some staff. These decisions can also typically involve the DWA Executive Director and, more so, the Deputy Director who as Manager of Programmes also oversees the Huambo programme (Figure 3). Given DWH's current organizational structure within the overall DWA structure (compare Table 2, 3), this means that apart from the Manager Huambo, and the manager of the Huambo Watsan sector, the key decision makers on projects in Huambo are located outside the province.

National versus Huambo Projects: This is especially so with national projects. The programme manager's and project co-ordinators of such projects are, typically, based in Luanda. For example, the national Shelter Project Manager based in Luanda is also the DWA Executive Director. He has had difficulty carving out adequate time to work in Huambo with Huambo Shelter staff on the project. Consequently Huambo staff have not been as fully informed and consulted as they might have been about such issues as proposals, budgets, etc. and have been less willing to take ownership and initiative in the project beyond implementing it.

Sectoral versus Geographic Reporting Lines: In addition, there is some ambiguity in responsibility and reporting lines vis a vis national, sectoral projects and their Huambo components. For example, it is unclear to what extent the Huambo Shelter staff should report along sectoral lines to the Shelter national project co-ordinator and project manager based in Luanda or, along geographic, area lines to the Manager Huambo. Similarly, it is also unclear to what extent the national staff goes through or bypasses the Manager Huambo in dealing with their line 'subordinates'. To date this ambiguity appears not to have resulted in any overt conflicts. This may be because, as mentioned, the Shelter project manager, who also serves as project co-ordinator, has not been highly active in Huambo. By default, therefore, much of the project implementation has been left to the Huambo staff and the Huambo Programme manager. In the new phase, however, with the national shelter sector project co-ordinator reinstated and the manager programmes possibly more active,

the ambiguity may make itself felt with some possible conflict unless it is explicitly addressed. (For further discussion also see the sections 'Findings' and 'Recommendations', addressing this issue in the DWA part of this report).

Local Policy and Implementation Decisions: Some Huambo level policy decisions and implementation decisions appear to be made through a monthly 'project co-ordination' meeting of key Huambo staff. These meetings, chaired by the Manager Huambo, involve the manager Watsan, the project co-ordinator of this sector, the co-ordinator and trainer of the Shelter sector, the head of the community mobilisers and the head of the support services. In these meetings each sector discusses its progress and its future plans against targets and any issues that arise from this. The main aim is, therefore, to share information and co-ordinate at the implementation level. It is the closest that Huambo has to DWA's 'Co-ordination Council'. Policy issues from implementation can arise however in such meetings and be addressed at this level. For example, the policy to require water committees to collect community contributions for water point maintenance had to be reconsidered when it appeared that with deterioration in economic conditions, fewer communities could afford such payment. The issue raised in the monthly meet was further pursued through a 'brainstorming' session between the watsan technical and community mobilisers' staff led by the manager watsan. This resulted in a possible alternative scheme to fund water-point maintenance (to be discussed below).

Information Sharing: There was a general feeling among DWH staff that they were inadequately informed about issues, decisions, and activities in general that took place in DW Angola, largely in Luanda. Sometimes this was so even when these directly concerned Huambo. For example, at least one senior person in Huambo told me that that person was not informed of my mission till a day or so before I arrived. Furthermore, even up to meeting me, that person was unclear about the purpose of my mission.

3.2.5 Community Mobilization for Construction, Operations, Maintenance & Repair

In both sectors discussed below the key finding was that, to varying degrees, while construction was proceeding well, a system for effective operations, use, repair and maintenance was less well organized and implemented. One senior staff person told me that basic, often-simple maintenance of public/ community buildings by the community appeared to be a 'foreign-concept'. The system in practice seemed to be one of letting the building run down till major repairs were required and then attempting to get government or some other body to repair or replace the building.

Water and Sanitation: In the water sector, the community mobilisers appear to have done very well in helping the community organize to establish water committees and labour for construction. It is less clear however that they have done enough to help the community to organize for the sustainable operations and especially maintenance of the water points. From an admittedly limited sample of discussions, it appeared that the traditional leaders, *soba* controlled issues affecting the water points, not the water committee. In one on-site discussion, for example, the committee spokesperson remained silent while the *soba* responded to all questions (this may have been out of deference for the *soba* but it may also have been because the water-committee person was less-informed and engaged in the issue).

In these discussions it also appeared that the spokespersons, whether *soba* or water committee member, did not have a clear idea about how they would mobilize for operations and maintenance. For example, as mentioned, most water committees no longer collect user-fees to fund maintenance, claiming deteriorating economic conditions. Instead some *sobas* propose that DWH help set up a vegetable plot whose sales would fund water point

maintenance. This appears an unnecessarily complex solution and prone to abuse (for example, how are those working on the plot compensated? Who tracks profits from expenditures and income and where these go?). According to one informed source, no more than kz 0.5 per beneficiary per month would be needed to maintain a typical water point, an amount this source is sure most should be able to pay through the much simpler, more transparent and direct, user-fee collection system. The additional argument offered that through the vegetable plot option, income would be periodic and therefore, inflation-adjusted, unlike cash collected more often and left unused over a long period of time, still does not adequately tip the scales in favour of the plot option.

I was also informed, and it appeared from at least one of the two water-points visited, that the water points were being well maintained (the other water point had yet to be improved). This may be because the community does have a system for mobilizing local resources to do so as and when necessary or because there have been, as yet, no major repairs needed, or that some maintenance has been done by DWH.

Shelter: Unlike the water sector, this sector partners with existing local organizations (e.g. church groups) who are responsible for mobilizing the community to construct or rehabilitate the buildings with DWH technical assistance. Also unlike the water sector, many of the buildings (e.g. schools) are formally handed over to the government and have an existing organizational structure that is responsible for operations, use, maintenance and repair (e.g. the school administration, teachers, and pupils' parents' association). Consequently, this sector was not designed with a community mobilization component nor one to assist in and monitor operations, use, maintenance and repair. In the new Shelter project, the training component does include a module on maintenance and repair. This module focuses on capacity building for school parent/teacher committees and school directors and deals with issues of who pays as well as technical aspects. This training has not been implemented yet since it is planned for the beginning of the rainy season i.e. the last months of the year when construction activity slows down.

The introduction of this module is in part a response to the finding that the partner organizations responsible were often too weak to perform adequately such tasks as community mobilization, fund raising, operations, use, maintenance and repair. This was also a finding of the Shelter evaluation conducted in 1998 (Robson). The Shelter technical staff informed me that they had to do mobilization work and increasingly called on the water sector mobilization team for assistance. A partner organization head and the head of a school administration told me that they had no particular plans to finance and implement maintenance and repair. In terms of adequate use of school buildings, I visited two schools in which children sat in relative darkness, with window shutters closed. I was later informed that the shutters were added to these windows by partner organisations and are not in DW's classroom model design. The same source felt that DW should be a stronger advocate for the design principals that they introduce and do more education of partners in this regard. Perhaps DW should also examine whether there are good reasons for the organizations to add the shutters and to close them while students are in class at the expense of adequate lighting for their work. (It was the comfortably cool winter season so neither shutting out heat nor cold could have been a factor, but there could have been some other good reason that might help inform and improve school design).

3.2.6 Mubella Furniture Factory

DWH is taking over another SHA project – a wood processing and furniture-making factory. This factory is expected to produce furniture and fittings for social infrastructure, largely schools. I was informed that SHA could not make the factory profitable and was giving DW all assets of the factory. A feasibility study recommended DW accept the project. The project is expected to break-even and begins to make a profit in two years of operations. SHA has

committed to support the project in these years with \$380,000 per year? With DW contributing \$10,000. SHA has also committed to purchase \$175,000 worth of school furniture in the first year and perhaps beyond. DW expects to make additional sales to other INGO's and perhaps government for schools the organizations are supporting. DW is currently looking to hire a business manager.

3.2.7 Results

DWH is an effective organization: While the above findings suggest areas for improvement, overall it appeared that DWH has proved itself an effective organization despite often very difficult conditions. This was consistently expressed by a wide range of stakeholders and interested parties ranging from DWH staff to partners (CBO's, INGO's and Angolan NGO's, government and local authorities) to beneficiaries at the neighbourhood, city and village level. This message came across despite active encouragement by me for respondents to be critical. The effectiveness of the programme is documented through its output achievements surpassing targets, despite the difficult working conditions mentioned. The projects I saw were of an acceptable quality. The Huambo Programme Manager appears well connected, well liked and well respected – among his staff and among other stakeholders in the city and the province. Staff, from the manager down appears to be highly motivated, competent and innovative. This appeared from focus group discussions, workshops and individual interviews held at the co-ordinator and community mobiliser level.

DWH partners set DWH apart from their peer group. For example, a partner INGO director said that DWH could be counted on to respond quickly and effectively to a request. A request made by the INGO had someone in DWH following it up with them the next day, whereas in some other organizations the INGO would have had to further follow up the request only to find no one knew anything about it. A government organization was highly appreciative of how DWH, unlike some other INGO's, dealt with them on the level of mutual respect, was genuinely interested in partnering with them, keeping them informed and helping them build their capacity to perform better. There was however, at least one partner, who, while overall complimentary, did say that DWA and DWH, at least in some instances, responded slowly or not at all in a situation in which conditions warranted a quick response.

DWH efficiency/ Cost-effectiveness is less clear: Less clear is DWH's efficiency or cost-effectiveness. This does not mean it is not cost-effective. It simply means that there was no information readily available to make such an assessment. For example there was no readily available information on cost per unit of effect for any of the programmes. What was it costing per water point or per litre of clean water, per building rehabilitated or constructed or per square foot of such buildings or per beneficiary in water points or school buildings? Was DWH more cost-effective relative to other organizations doing similar projects or getting more cost-effective relative to its own performance at the outset? At least one senior person, not from DW also wondered about how cost-effective DW was being. That person added that such costs should include the time spent by relatively highly paid professionals spending much time on on-site mobilization and supervision.

The effort currently underway to systematise the financial system once completed should facilitate DWH to do such cost analysis. I understand that already there are plans to have someone who was responsible for a similar analysis in DW Luanda to do the same in DW Huambo.

3.3 Recommendations

From the above findings several areas for improvement emerge which lead to the following recommendations (These do not include, in detail, the area of financial and administrative

management that is already in process of being improved in DWA and DWH and beyond the scope of this report).

3.3.1 Project to Programme Focus

Move from project to programme focus: Currently DWH (and DWA) is largely project oriented and not programme developed. That is DWH activities result largely from a collection of projects driven by project needs, procedures, mechanisms, and donor requirements. Some of this is inevitable to the extent that donors are often project-oriented. But one of the signs of a maturing organization is that it begins to move from a project to a programme orientation. And donors can respond accordingly. DWH (and DWA in general) should, therefore, consider making this move. It could attempt to identify programme goals and objectives based on its and DW's overall mission, strategic approach and sectoral strengths. With these clear, DWH can then design a range of complementary projects that together add up to an integrated programme coherently promoting the identified objectives. This programme proposal could then be submitted for funding.

A programmatic approach might, for example, suggest that the need for community mobilization cuts across all sectors, thus there should be a free-standing mobilization team serving all sectors and projects as needed rather than be dedicated to only one sector or project. As a first step, DWH could attempt to move to a programmatic approach within each sector before designing programmes with linked projects from different sectors. For example, DWH could attempt to, albeit retroactively, integrate its three water projects into one water programme. In part this would involve identifying shared objectives for the water sector and addressing how principles and methods need to be similar or different given these and given the varying conditions of each project. For example, as currently envisaged while in the rural water projects, rural communities are expected to contribute to the construction, operation, repair and maintenance of their water points, in the urban piped water project, water apparently will be supplied to the urban communities without requiring any contributions from these groups. (The plan is to charge for water once some time in the future meters are also placed in each household). Is this discrepancy in treatment of urban and rural communities appropriate and will it undermine willingness to pay among rural communities as well? Or should a common principle of requiring beneficiary responsibility, participation and contribution for sustainable services apply to both communities from project outset, albeit implemented in different ways?

3.3.2 Planning and Programming

Institute a comprehensive planning and programming structure and process: To move to a programme approach DWH needs to institute a programme process.

Keep Project Co-ordination Group: Currently DW Huambo has a project co-ordinating group and process involving representatives from the Watsan, Shelter, Community Mobilization and Support Services sections (Figure 3). The group chaired by the Huambo manager, meets monthly to discuss project implementation and co-ordination issues. This should continue.

Institute Planning and Programming Group and process: In addition, to the co-ordination group and process, the same group of persons constituting this group, or a sub-group of persons delegated from it, could form the planning and programming body. This body could meet quarterly to more comprehensively and systematically address broader planning and programming issues. This could be a meeting separate from the monthly co-ordination meet or it could be the same meeting that takes place every quarter extended to primarily consider planning and programming issues. It could thus be the means through which DW Huambo

could move from its project focus to a more comprehensive one. The objective of this group would be three-fold:

- Annually assess the programme's overall objectives, methods and results for the recent past and planned future
- Bi-annually meet to evaluate whether projects were coming together consistently and coherently as a programme promoting the development of Huambo on an area basis rather than operating simply as a collection of disparate projects
- Address issues linking DWH and DWA (e.g. information sharing, consistency of Huambo's programme with that of DW Angola in general).

The DWH team could consider using the 'objectives-methods-results' framework and workshop in conducting this exercise when appropriate (e.g. at the annual assessments, Table 1). Key Luanda-based staff should participate regularly in these meetings. National project and support services personnel from Luanda should participate at least quarterly in such meetings (e.g. Shelter project co-ordinator/ manager, Support Services Manager/ Finance Assistant). Executive Director and/ or Deputy Director should participate at least bi-annually in these meetings.

The above-suggested meetings and all other important meetings should be well managed. Guidelines for managing such meetings are set out as one of the recommendations in the first part of this report that deals with DWA. These guidelines should also be used in managing meetings in DWH.

Prepare, Implement Regular Programme Plans (annual? every two-three years?): From the above process DWH could also prepare and implement such plans. Together this would give DWH both a programming and a medium-term planning and assessment horizon to develop and systematically work towards.

3.3.3 Responsibility and Reporting

Make clear lines and levels of responsibility and reporting: There are two issues here. The first is one of having a clear set of levels and lines of responsibility and reporting. The second is one of clearing ambiguities between sectoral versus geographic lines of responsibility and reporting.

In the first case, it would be clearer if one common set of levels and lines of reporting were adopted for all projects. What appears to be emerging here is the set of line management positions from Programme Manager (responsible for several projects), to National Project Co-ordinator, to field staff. An Assistant Project Co-ordinator may be designated where there is a project with a significant level of activity in an area remote from where the Programme Manager and the National Project Co-ordinator is based (an example might be the Huambo component of the Shelter project).

In the second case, the example would again be the Huambo component of the Shelter project. Here there can be ambiguity in line of reporting sectorally up to the Luanda based National Programme Manager responsible for this project and geographically up to the Huambo Programme Manager who is responsible for all projects in his geographic area. In such cases, of which there may be more in the future, a clear, standard protocol should be established and adopted across all such projects. Such a protocol would include the National Programme Manager and the Huambo Programme Manager working closely together. The former would join the Huambo annual or bi-annual planning and programming meetings. The latter would join the National projects' design and development meetings. On visiting

Huambo, National Programme Managers or Project Co-ordinators would fully brief the Huambo Programme Manager on the purpose and then the result of their visit (Figure 3).

3.3.4 Terms of Reference and Job Descriptions

Define terms of reference for management bodies and job descriptions for individual staff: For DWH this would involve Terms of Reference for the Project Co-ordination Group and the Planning and Programming Group. In addition all staff should have job descriptions. For consistency apply the same principles decided upon at the DWA level for what goes into the TORs and job descriptions. Also adopt the planning of the process to develop these that is being developed for DWA including corresponding time-lines for completion (these are expected to emerge from the process that will take forward the DWA 'Decisions' Workshop' recommendations – see annex 3). ToRs and job descriptions should be actively used to guide and assess performance. They should also be periodically modified as conditions warrant.

3.3.5 Costs against Benefits

Cost all operations against resulting benefits: One finding was that while DWH appeared effective in so far as it was achieving its objectives and outputs, it was less clear whether DWH was doing this in an efficient, or, more specifically, cost-effective way. There was no systematic financial analysis to clarify this. The current effort to design and implement an effective financial system to budget, allocate and track financial transactions is a prerequisite to being able to address this issue. It should make reliable financial information more readily available on the basis of which a system of assessing the cost-effectiveness of the different projects can be mounted. Below I will elaborate on what might be involved in doing such cost-effectiveness analysis. This is because it is critical for DWH to know how well it is performing in terms of financial efficiency and to improve on its performance in these terms. Financial efficiency (in broader terms, resource-use efficiency) is at the heart of financially sustainable service provision – a key objective of DW.

The information provided by an effective financial system will need to be used in specific ways to address the efficiency question. The measure of efficiency here will be cost-effectiveness or cost per unit of resulting social benefit (e.g. cost per unit of clean water or per unit of beneficiary given access to clean water; cost per metre square of shelter space or per unit of student provided with adequate school shelter). The measure of efficiency will not be profit or net income. This is because the objectives of the projects, excepting the livelihoods ones and the furniture factory, and the benefits expected, are not primarily economic (e.g. not income and job creation, profit generation) but social (e.g. adequate litres of clean water per person). A major objective of the programme is therefore to be cost-effective. That is, DWH attempts to provide benefits at low unit costs. This is, for example, the rationale that underlies its use of local, assumed less expensive, resources – human (e.g. local builders), materials and technologies.

It is therefore important to design a system to be able to do basic cost-effective analysis for the projects of DWH. Such a system would track resource use and their monetary equivalents against the number of benefits resulting from the use of these resources. This system should track all resources used, separating those obtained (purchased or donated) by the partner organizations and local communities from those purchased and provided by DWH (e.g. paid-for and voluntary labour, purchased and donated materials). It should assign the appropriate monetary values to both purchased and donated or voluntary inputs (e.g. voluntary unskilled labour assigned the value of that labour if purchased 'on the market'). Similarly tracked should be the number of hours spent by all DWH staff on specific projects (say, in supervising a particular school construction) and the monetary value that can be assigned to this given the salary of that staff person. The total costs of the project can then be set against the number of benefits (e.g. litres of clean water and/or number of

beneficiaries now given access to clean water). This would give DWH a measure of cost per unit of effect/ benefit. In other words, it would measure how cost-effective DWH is being in using that particular way of delivering the benefit.

In addition to giving a simple assessment of the cost-effectiveness of a project, such information has several other valuable uses. It can help assess more accurately whether a particular method is more cost-effective than another for delivering a similar benefit. For example, it can help compare well and hand-pumps versus spring point repair versus piped water supply. Similarly it could help compare a school using local, improved-traditional materials with lower initial construction costs but potentially higher maintenance and repair versus one using imported, more durable materials with initial higher construction costs but potentially less maintenance and repair costs. It can also help assess capacity development over time. For example are particular partner organizations improving their capacity to plan and manage projects more cost-effectively over time – when we compare the first project done with them relative to later ones? The same could be done for the DWH team itself – is the watsan sector improving its ability to be more cost-effective over time? It can also help assess capacity development between different units. For example, do particular partner organizations consistently help implement more cost-effective projects than others? What is it that makes them be more cost-effective and can we help less cost-effective partner organizations learn from this and adopt similar practices?

3.3.6 Capacity to Operate and Maintain Water Points

Strengthen community capacity to operate and maintain water points: As earlier discussed, while DWH appears successful in mobilizing the community to contribute to water-point construction, it is less clear that the water-committees are organized enough for adequate operations, repair and maintenance. I was informed that water-points were being maintained and of the two I saw, one was in good condition (the other had yet to be improved). On the other hand recently few committees were keeping up the system of user-fees to fund maintenance and the committees I spoke to appeared not to have a clear idea about how they would organize and finance maintenance work (the vegetable plot idea appeared unnecessarily complex).

DWH, particularly the community mobilization team should work more closely with the community and the water-committees to clarify help set in place, and monitor the system for operations, repair and maintenance. The suggestion that villagers cannot afford the user-fees to finance such a system does not appear persuasive if, as was suggested, typically only kz 0.5 per beneficiary per month would be needed. The costing recommendation if implemented, should include some calculation of typical operations, repair and maintenance costs for water-points which will give DWH and the community a more definite idea of how much money they would have to collect and whether this is affordable. However, there should be a consistent policy regarding community responsibilities towards their obtaining clean, drinking water. Rural communities may object having to contribute if they note urban communities are getting water without having to make any contributions.

3.3.7 Mobilization and Monitoring in Shelter Sector

Strengthen community mobilization and monitoring in Shelter sector: The finding here was that overall the local partner organizations were less able to assume the tasks of community mobilization for construction and rehabilitation, and of monitoring and guiding operations, maintenance and repair than had been expected. Shelter technical staff had to spend more time in these activities than anticipated and also had begun to call on the water sector's mobilization team for assistance. The Shelter sector evaluation also called for more capacity-building of the partner organizations.

To respond to this situation, it may be necessary for the Shelter sector to engage more in community mobilization and local-organization capacity building. It would also be necessary for this sector to have a monitoring component and the capacity to guide operations, use, maintenance and repair.

More specifically, what is perhaps needed is for community mobilisers to involve local organizations in developing and implementing a simple system to fund and perform these functions. In parallel, could be developed a system of monitoring how buildings are used, how they perform in terms of materials durability, and maintained (or not) by the partner organizations and users. Of course this implies that a number of other measures will be taken. The planned training modules on building maintenance and repair will be very useful in this regard. This training, in turn, will need to draw on information about what type of maintenance and repair a community can be expected to face over the buildings life cycle (or say, over a typical five year period). In parallel the typical costs involved in annual and, say five yearly maintenance will need to be estimated and the local organizations assisted in designing and implementing systems for raising and banking adequate funds for such purposes (e.g. through user-fees). The Shelter project manager informed me that the plan for the Shelter project is to draw upon the Huambo social mobilisation team rather than recruit its own social mobilisers. This was discussed and agreed at the time of designing the project and was the preference of DW's Huambo manager. For this reason the shelter project did not recruit its own mobilisers. My observations and interviews with others suggests that the scale of activity required in mobilization, maintenance, repair and appropriate building use in the Shelter projects is such that it is inadequate to simply piggy-back all this on the water sector's community mobilisers. DW should consider either installing in the Shelter sector an independent community mobilization and monitoring capacity or implementing the following recommendation.

3.3.8 A Shared Mobilization and Monitoring Unit

Consider developing a community mobilization and monitoring unit shared by all sectors: DWH's general approach across all sectors involves helping mobilize communities to get involved in their own development, strengthening local capacities and learning from practical experience. Given this, consider having an organizational unit and system for community mobilization and monitoring of community and other activities that are shared across all sectors. This might be more efficient and effective than having such a unit for some sectors large enough to support it, and not for other smaller sectors or, having the unit from one sector informally being called upon to aid another (given that that unit may not have been designed, prepared, or resourced adequately to work beyond its own sector). Other NGO's (e.g. Aga Khan Rural support Programme, Pakistan, Bangladesh Rural Advancement Committee) have such units. They manage to fund such freestanding units by moving from a sector-based proposal for funding to an area or integrated programme based one (as recommended for DW and DWH earlier). Since this shift may take some time, in the interim, sector-projects that can carry community mobilisers and monitoring capacity might be designed to anticipate sharing some of this expertise with other sectors needing a similar service.

3.3.9 Shared Information and Planning

Strengthen sharing of information, planning and decision-making between DWA and DWH: As an organization grows special effort is required to ensure it continues to consider itself as one unit working together. One finding was that Huambo staff felt they were inadequately informed about the larger planning, decision-making and implementation activities of DW and DW Angola even when this directly concerned Huambo. Consider the following measures to address this:

- Major planning meetings and workshops should involve key staff from both DWA and DWH. DWH senior staff, in addition to the manager, should be involved in DWA-wide planning meetings held in Luanda. DWA staff based in Luanda who have responsibilities involving Huambo should regularly visit Huambo, be involved in the major Huambo planning meetings and discuss their ideas and activities as they relate to Huambo.
- National project managers whose projects have a significant Huambo component should design these projects through directly and closely involving senior Huambo staff who will be managing and implementing these projects.
- The Huambo programme manager needs to make a special effort to report back to senior Huambo staff on return from a visit to Luanda. This report would be on information he was given, issues discussed and events that took place relevant to DWH. It could be a verbal report, perhaps taking place at the monthly co-ordination group's meeting.

3.3.10 Mubella Furniture Factory

Carefully monitor Mubella furniture factory: NGO's internationally do not have a good track record in running profitable businesses, especially manufacturing ones. They are better equipped traditionally in functions such as service provision and capacity strengthening. Angola and Huambo, even more so, is likely a particularly difficult environment in which to run a business, especially a manufacturing one. Input procurement, trained workers, management, maintenance of operations, markets and market distribution of the manufactured goods can all be very difficult given the unstable security, logistics and economic conditions. A very strong financial and business management system and monitoring with requisite skilled staff and workers will be required. DW should ensure it has these systems and resources in place. It should carefully monitor this project and be prepared to make adjustments at short notice.

3.4 Conclusions – DW Huambo

Here it would be most useful simply to reiterate and remind those responsible for DW Huambo what was said in conclusion for DW Angola. In conclusion this point is critical for both organizations and places.

Recommendations, such as those above may be desirable, but they are useless if they are not feasible and not acted upon in a timely way. If any value is to emerge from this report and from the activities that preceded it in Angola, a final action is necessary. This is set out as a final recommendation below.

3.4.1 Implement Desirable and Feasible Recommendations

Collaboratively consider this evaluation and in a timely way, implement its desirable and feasible recommendations: Set out a procedure, with resources, time-lines, and responsibilities identified, for considering all the above recommendations, for deciding how to implement the ones agreed upon (with necessary modifications), for monitoring their implementation, and for extracting lessons. An excellent start along these lines was made by listing actions at the end of the 'Decisions' workshop and by holding a first meeting to begin the process a few days after my departure. This momentum should be kept up. The DWA 2000 Annual Report should include a report on this evaluation and its results including the status of implementing recommendations and future plans for these.

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_____ 1998? Chapter in book on "water" (on hand over of Huambo water project from ICRC to DW Huambo) pp. 68-71

Figures and Tables

Figure 1: DW Angola – Organizational Structure

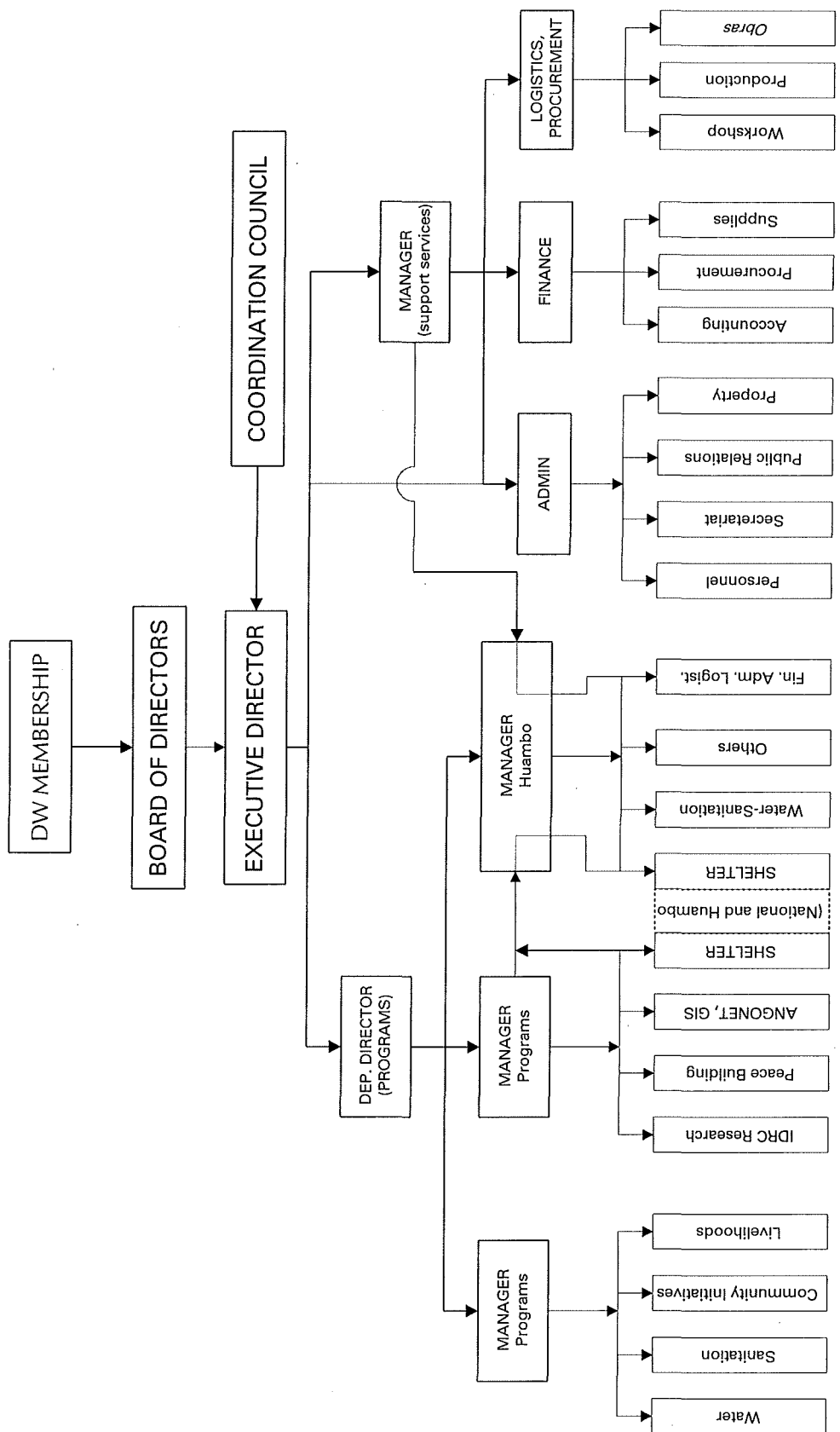


Figure 1: DW Angola ~ Organizational Structure

Figure 2: DW Angola – Management Bodies

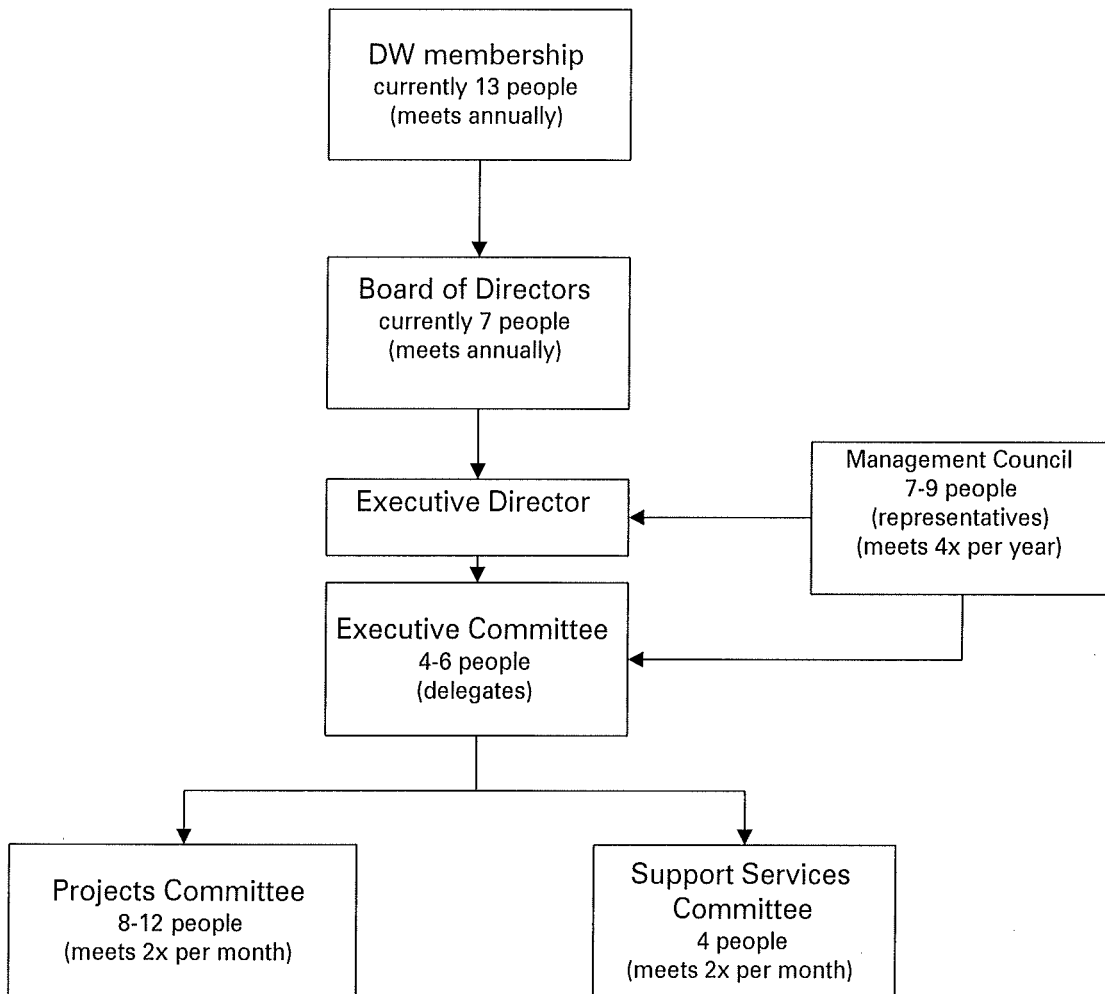


Figure 2: DW Angola ~ Management Bodies

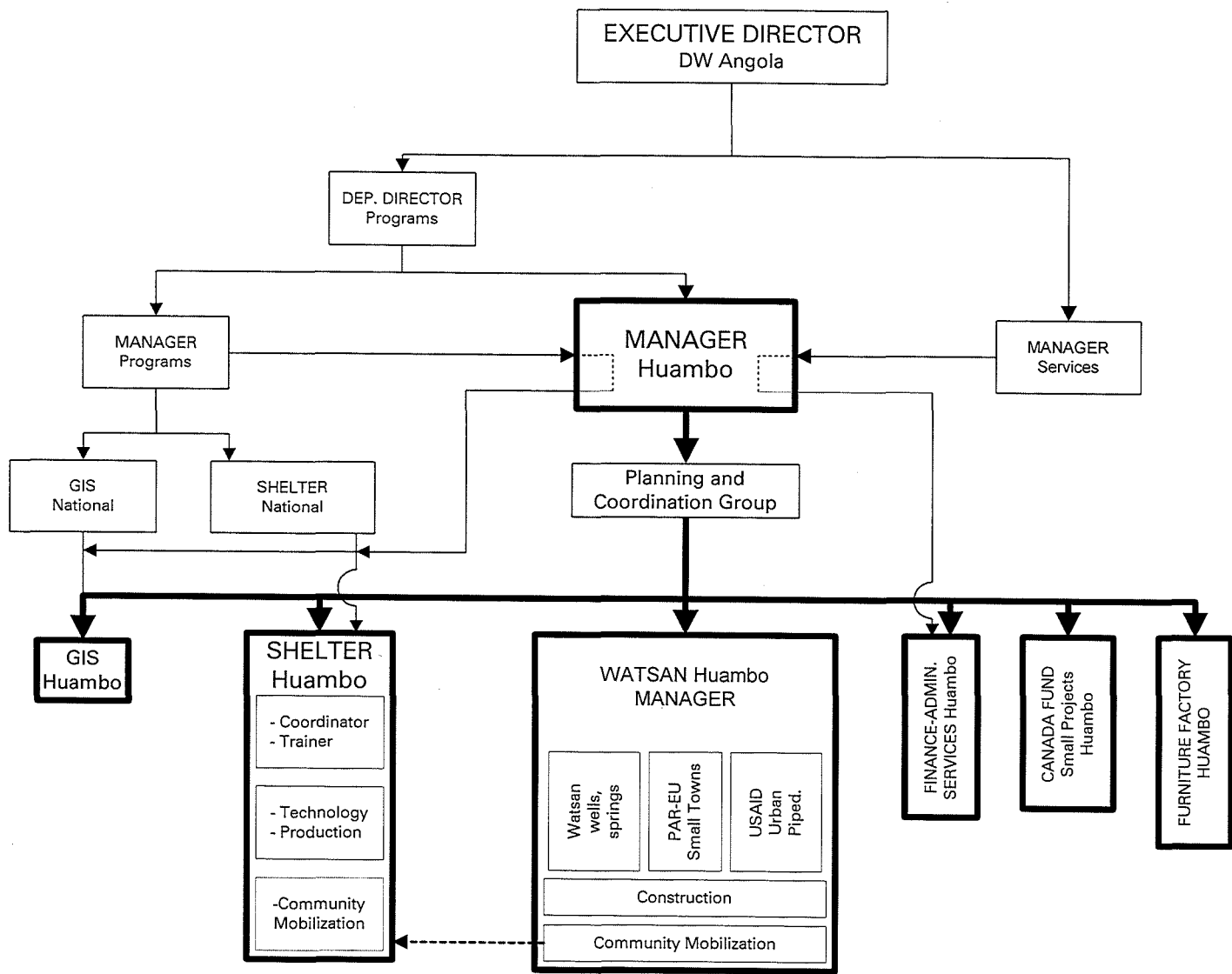


Figure 3: DW Huambo ~ Organizational Structure

Figure 3: DW Huambo – Organizational Structure

Table 1: DW Huambo Framework Summarizing Programme – Conditions, Objectives, Methods, Results

CONDITIONS AT PROGRAMME INITIATION		
DWA respected in Water- Sanitation (WS) &Community Participation (CP). Management improving for upscaling. Need for clean water. 1997 SHA/ICRC hand over water point (WP) project to DWH. ICRC WP construction with no CP. Relative peace while access to area restricted.		
GOAL,OBJECTIVE	METHODS: Strategy, Policy, Programme. Project. Resources. Inputs.	RESULTS: Outputs, Outcomes, Impacts
<p>I. Goal: 1. Improve basic living conditions.</p> <p>2. Develop sustainable (social, organizational, economic, ecological) systems for above & train SH in their design, operation, maintenance</p> <p>II. Objective: 1. Increase # & quality of sustainable basic services (e.g. clean water, school, health post buildings).</p> <p>2. Promote local technical (e.g. water technicians, builders), & organizational (CBO, NGO, government) capacity to plan, implement, operate, maintain SBS.</p> <p>3. Influence government & donor policy to support above?</p>	<p>I. Strategy, Policy: Link construction with innovation, education, training, policy development optimising local resource use.</p> <p>II. Programme. Evolving, still tenuous, implicit linkages between projects around shared philosophy, conditions, goals, objectives (e.g. WS-related CM assisting Shelter Project).</p> <p>III. Projects:</p> <p>A. WS: Staff: Technical-10; Mobilization-13; Production-16. 1. Wells/hand pumps, Springs. a. W: ('97. Ang490 \$600k all SHA, '98. A491 \$600k (SHA60%, IHA 40%), 99 A495 \$800k (SHA 60%, IHA40%), A496 OCHA\$170k. 4/97-3/2000. \$2m.SHA (\$1.4m?), IHA (\$k?), UNcoord/OCHA (15%?). b. W+L: (Improvement, new in IDP) (Ang 499). Proposal submitted, \$1.45m (SHA \$500k, agreed, available \$300k. IHA\$420, Dutch \$400k, OCHA \$130k) incl. Drilling, geographic expansion. \$ last yr. left now being used. 4/2000-3/2001. <i>Mode:</i> CM in own geographic areas identify WPs. Committees give labour or \$. 2. PAR. Spring, Wells Rehab. 4.00-3.01. EU. (\$180k). staff: from above. Small towns. Water committees, local authorities. (training). Masons, pump repair, health ed., cost recovery?).</p> <p>3. USAID piped city water improvement. Power to pump. Hydroelectric. 3-11.00. \$400k. DW-EPASH. Staff: DW-CF management, Experts 3mths. EPASH, ENE, CFB (Railway Co. Benguela) staff.</p> <p>B. Shelter. 1. (Ang401). Huambo: Technical-1. 9.96-9.99: EU-1WA, Irish government). National. \$1.2m. Huambo \$? <i>Mode:</i> Organizations, communities propose schools, health posts rehabilitation, construction. Done on approval (Bernadette, Figas, Cain, Jonathan, Tino, Maryam). DW tech advice, tools, cement, sheets, doors, windows. Training: Builders. Supervisors. Jonathan from Luanda.</p> <p>2. Ang 402. Trng. & prep. Comp. 1.00-4.00. SHA, Intermon (Spanish Oxfam) \$30k 50% each. 3. Ang.402. Emergency Schools Rehab. (new constr+repair). Huambo. 4.00-3.01. SHA \$140k, IHA \$200k?. <i>Mode:</i> as 401 with trained persons. Trng. Thatched, maint., trainers. Staff. B, J, R, 2 assists. Production 8. Output:100 classrooms?</p> <p>C. Local Initiatives: 98-2000. Canada Fund. Encourage, support local initiatives for dev't. Grants made to local organization on proposal approval. 6 projects, \$64k.</p> <p>D. Comty. Publishing. Ang494. 4.00-3.01. NIZA. \$43k. Proposal \$70k. of which Brit.FO approved \$53k. Rest NIZA. Developing capacity of comtys. In research, writing, publishing on own concerns. 1. Life stories.</p> <p>E. Mubella Factory: Wood Processing, School Furniture, Fittings Production. 8.00-on-going. O&M \$603k./yr1 of which SHA \$380k. DW \$10k. Profits expected \$253.5k. Furniture sales to SHA (\$175k, 1st yr.) & EU-funded NGOs.</p> <p>F. GIS. (Ang 493). \$7k. NIZA. Systematise geographic-related info' on project.</p> <p>IV. Support Services: Admin., Finance. Services. Overheads & project billing. Staff?</p>	<p>A.1. Output: '97: Rehab 30 of 80 WP of ICRC, 45 wells, 5 springs within security zones. '98 Ang 491. 50 WPs (90%wells). 99 Ang 495: 50 WP (IDP's 10 wells/ pumps, & 169? L. Comtys. 40 wells/ pumps). Monitor WPs. Water committees.</p> <p>2. PAR: Output: 13? WP</p> <p>3. USAID Output: Not less than 20 Litres/person/day for ? persons.</p> <p>B. Shelter Output: '96-00: 1. Drawings for prototype schools. 2. 39 bldngs. Built? Rehab? (25 schools, 2 vocational schools, 2 pre-school feeding centres, 10 health posts). '00-01: 40 trained. 15 partner orgs. 100 classrooms construction planned.</p> <p>C. Output: 6 organizations (e.g. ADRA, Central Hospital) supported, 6 projects (e.g. reorganization of 3 coops, nutrition)</p> <p>D. Output: 4 comty. groups involved in research, arts, music, literacy, library (box w/ bks), publishing. 1 book life stories.</p> <p>E. Output. E.g. target 7k desk-benches in 2 years.</p> <p>F. Output: Mapped data. Trained staff.</p>

List of Annexes

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Annex 5: Persons Interviewed and Projects Visited

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TERMS OF REFERENCE (Draft Three)

REVIEW OF PLANNING AND MANAGEMENT PROCESS OF DWA: CASE OF HUAMBO PROGRAM

Preamble

This draft TORs builds on two previous ones (one prepared by DWA and one by DWC), various email exchanges between DWA and DWC, and particularly the meeting between FA, AC, MD, and AK on FA's arrival in Luanda.

INTRODUCTION

DWA's mission is to help sustainably improve the social and economic conditions of poor communities in Angola, to strengthen local capacity to do the same, and to help in policy development and advocacy along these lines. To do so DWA believes it must be a learning organization at the leading edge of its field – learning and innovating from its experiences. This involves being reflective, researching, critical thinking, and open in sharing and learning from others and each other. In furthering its mission, DWA has been involved in projects such as water and sanitation, shelter (e.g. school rehabilitation), and women's livelihoods. It works closely with and helps develop civil society, supports and trains CBO's, NGO's, local government and local authorities, does research and engages in policy dialogue with government and donor agencies. It is against this basic mission, approach and types of activities that DWA assesses its progress. Core to this progress is how effectively DWA plans and manages its operations.

Approximately three years ago, at the invitation of the SHA, DWA took over ICRC's water program in Huambo. Since then DWH has developed as a multi-project activity in its own right supported by and working closely with DWA and its Luanda operations. This experience is an opportunity to review the planning and management processes of DWA with specific reference to DWH and how the program there has been shaped with what results. Such an assessment is especially timely given DWA's expansion in Luanda, Huambo and possibly in other areas, and the need to ensure that its planning and management systems develop accordingly. The review process and findings could be useful to DWA and its Luanda program as well.

PURPOSE OF THE REVIEW

In terms of questions the purpose of the review is to addresses the following:

How was the establishment and expansion of DWH planned and managed with what result?
What lessons are there for the planning and management systems of DWH and DWA?

Specifically, the review addresses the following questions:

- 1 How was the decision made and managed to expand into Huambo?
- 2 What is the planning, decision-making and management system in DWH?
- 3 What is the planning, decision-making and management system in DWL with respect to support and guidance for DWH?
- 4 How have the above shaped the results – positive and negative – of DWH's work given the overall mission, approach and activities of DWA and the goals and objectives of DWH in particular?
- 5 What future lessons are there for DWA's planning, decision-making and management system?

By the 'planning and management system' we mean the whole process pivoting around the making and management of decisions: from diagnosis to planning to decision-making, implementation, supervision, monitoring, review/ assessment/ evaluation, accountability, feedback and follow up. We are especially concerned with this process at the DW institutional level above specific programs and projects.

METHODOLOGY

Overall Methodology: The above questions will be addressed, as appropriate, through document analysis, interviews, focus groups & workshops. Where appropriate, the questions will be focussed by examining them around some key decisions and events that well illustrate the planning and management system and that have had significant affects on DWH/A. These decisions and events will be identified through discussions with DWH and DWA staff. Both implicit and explicit planning and management systems will be considered. While emphasising DW organization, staff, and its overall programming, the roles of other significant stakeholders will also be considered – gov't, CBO's, NGO's, community, individuals, donors. We will combine third party (reviewer) and participatory (stakeholder) review. The reviewer will involve the main stakeholders in discussions (primarily DW staff, but also as appropriate, government, local authorities, NGO's, beneficiaries, observers) This will be to help them articulate their own review of the program. This will be worked on and assessed further by the reviewer through extension, analysis and interpretation of information to produce a review that combines insider insight with outsider objectivity. **The Review Framework** with main questions is presented in Table 1.

Review Timing: The review duration will be approximately four weeks, with one week in Canada (preparation, wrap-up) and three weeks in Angola (field review and write-up). The reviewer will arrive in Angola on Tuesday June 6 and leave Angola on Thursday June 29. We anticipate that approximately the first three to five days and the last week will be spent in Luanda, with the middle one to two weeks in Huambo. During the initial Luanda time, the reviewer will review documents, talk with Luanda staff and other relevant persons, familiarize with the Luanda program, and hold at least one (Review Launch) workshop. During the last week in Luanda the reviewer will have a final (Review Synthesis) workshop (detailed below).

Information collection: This will be done through document and photograph content analysis, observations, focus group discussions, workshops and interviews. The reviewer will need to have discussions with key stakeholders (outlined above). DWA/L/H will do its best to provide timely and appropriate access to all sources of information. DWA/L/H should attempt to prepare the information needed for the review (e.g. goals, objectives...results) from existing documentation or staff knowledge and have available documents in time for the reviewer to review on his arrival. Where possible key information in Portuguese documents should be translated or summarized in English. DWA/L/H should also attempt to arrange meetings and workshops in advance. Discussions with some individuals and groups would be best conducted without the presence of other persons who might inhibit free expression (e.g. beneficiary assessment without DW or government staff). This may require the assistance of an independent translator/ interpreter.

Workshops: There should be at least two, possibly three, workshops. These workshops should involve key stakeholders and at least key DWL/H staff. The objective of the Review Launch Workshop, held within the first week, will be to discuss the review in general and to articulate, as a first cut, some of the issues outlined and questions posed in the review (from the perspective of the stakeholders' present). The objective of the Review Synthesis Workshop will be to discuss and synthesize the findings and obtain first feedback to help write the draft final report. This should be held during the last week and prior to the last, approximately three, days needed to write the report. The workshops should preferably be held in Huambo but can be held in Luanda if it is only possible to gather there the key stakeholders, especially senior DW staff. For continuity, the same core group of key persons should participate in both workshops, even if there are additional persons who are not in both.

Table 1. Review Framework

MAIN QUESTIONS	SUB QUESTIONS	VERIFICATION MEANS
<p>1 How was the decision made and managed to expand into Huambo?</p>	<p>1 What was the context & conditions that prompted consideration of expanding into H?</p> <p>2 What was the process of , & who was involved & how, in the decision to expand into H?</p> <p>3 What were the influences within DWA , what was the rationale & the goals and objectives for doing so?</p> <p>4 How was the process of set-up planned, decided on and managed and with what results over time?</p>	<p>1 Documents (E.g. policy documents, project proposals, DWA's mission statements, minutes of meetings)</p> <p>2 Interviews (e.g. DW staff, gov't, other agencies/ NGO's, Huambo people,)</p> <p>3 Focus group, workshops (e.g. DW staff, stakeholders)</p>
<p>2 What is the planning, decision-making and management system in DWH , and how does it work?</p>	<p>1 What is the planning, decision-making and management system – structure & process, actors & roles - in DWH. As a whole & in each of its project sectors?</p> <p>What was the role of the above in the following:</p> <p>2 How were the specific projects in H decided upon & established, & how appropriate were these given the context conditions & needs of H, & the mission, goals & objectives of DWA/H?</p> <p>3 How were these projects planned and managed with decisions taken and followed-up to action and assessment?</p> <p>4 How, if at all, were these projects coordinated as a program & what, if any, was the relationship among them – conceptually & operationally?</p>	<p>1 Documents (e.g. program project proposals, reports – in-house, consultants)</p> <p>2 Interviews (DW staff, program staff, other stakeholders)</p> <p>3 Focus group workshops (DW staff, stakeholders)</p>
<p>3 What is the planning, decision-making and management system in DWL with respect to support and guidance for DWH & how does it work?</p>	<p>1 What is the planning, decision-making and management system – structure & process, actors & roles - in DWH.?</p> <p>What was the role of the above in the following:</p> <p>2 The decisions to establish H, its set-up, on-going planning, management, operations, & assessment</p> <p>3 What were some of the key interactions between DWH & DWL that had significant policy, program, project implications – positive and negative?</p>	<p>As above</p>

4	<p>How have the above shaped the results – positive and negative – of DWH’s work given the overall mission, approach and activities of DWA and the goals and objectives of DWH in particular?</p>	<ol style="list-style-type: none"> 1 What have been some of the key results of DWH & how do these compare to DWH’s goals & objectives & DWA’s mission and approach in general? 2 What significant results were heavily influenced – positively & negatively - by the DWH &/or DWA planning & management system & how? 3 Other?
5	<p>What future lessons are there for DWA’s planning, decision-making and management system?</p>	<ol style="list-style-type: none"> 1 What mechanisms & processes are there & how were they used in researching conditions & needs in H relevant to the decision to establish there & how to do it? 2 What was the supervision, monitoring, reporting, assessment/review, follow-up & feedback system in DWH & DWA in relation to DWH & what were some of the particular circumstances in which these (or their lack of) had a significant positive or negative effect? 3 What, if any, are some of the formal or informal methods for DWH & DWA to reflect on and share lessons from experience & learning obtained from elsewhere (e.g. seminars attended), & how are these incorporated into DWH/Ls practice? 4 What key lessons are there for improving the planning, decision-making, & management system of DWH and DWA in general? 5 What has to be done, how, & how feasible is it, to incorporate these lessons into DW practice?

Table 2. Framework Summarizing Program – Conditions, Objectives, Inputs, Outputs:

CONDITIONS AT PROGRAM INITIATION		
GOAL, OBJECTIVES	Methods, Resources: INPUTS	Results: OUTPUTS, Outcomes, Impacts
I. Goal:		
II. Objectives:	I. Strategy, Components: II. Financial: III. Human: IV. Training.	

Table 3. Applied Example of Framework Summarizing Program – Conditions, Objectives, Inputs, Outputs: Palestine Evaluat.

OBJECTIVES	Methods, Resources: INPUTS	Results: OUTPUTS, Outcomes, Impacts
<p>I. Development: Improve living condit, address poverty</p>	<p>Infrastructure & services. Local economic development. Jobs. Participatory planning, implementation. Strengthen Local Government Devolution of resources, responsibility</p>	<p>Significant (measurable?) Improvements in conditions, poverty</p>
<p>II. Immediate:</p> <ol style="list-style-type: none"> 1. Infrastructure, Services 2. Economic Development, Jobs: (deliberate increased emphasis from LRDP 1) 3. Community Participation in planning, implementation of local projects 4. Strengthening Local Authorities [incl. Supporting govt agencies – MLG, MoF] 	<p>V. Strategy, Components:</p> <ol style="list-style-type: none"> 1. Capital Assistance. 2. Capacity Building. 3. (Participatory) Local Planning Process. 4. As left (Objectives as Components). 5. 'Modular', continuous learning. 6. Policy pilot, dialogue, simulate 7. Links w/ APLA,, MIDB etc. <p>VI. Financial: \$4.6 - \$24m (Staff, consultants - 27%. Construction – 69%).</p> <p>VII. Human: UNDP: Professionals Full time - 7 (incl. CTA, M&E, community development/ gender, development economist). At least 2 women. Consultants for base survey, M&E (incl. policy development), Planning. Information Systems, Economic Development. MLG : 1 Full time National LRDP Manager, 2 Part-time LRDF managers (MLG, MoF).</p> <p>VIII. Training. Formal, On-job, \$25,000 plus each donor adds a training budget</p>	<p>1. 50 - 200 I & S projects, \$80,000 each, 4-12 micro regions, for 70-280,000 people over 4 years for \$4-16 million</p> <p>2. Economic development. Training. Economically productive Infrastructure & Services (markets, storage, land reclamation., roads, power). Feasibility studies. Rehab workshops, equipment leased to producers. Tech. assistance to farm, small business. 250,000 person days construction Maintenance & Operation jobs</p> <p>3.1. People, institutions (Village Councils Village Development Committees/Project Committees), trained in, & practising participatory planning, decision making, execution, operations & maintenance of local development (incl. women)</p> <p>3.2. Incl. PRA, proposals, resource mobilization</p> <p>3.3. Procurement, supervision</p> <p>4. Set up & training of all below (not 1)</p> <ol style="list-style-type: none"> 1. Inter- ministerial Steering Committee 2. LRDF leading to LGDF thru MoF, MLG LRDF Management Unit. 3. CBU in MLG . 4. 12 MRPCs w/ staff, 121 VC's 5. Comprehensive Operations Manual 6. Comprehensive M&E Plan, in-progress evaluation, policy lessons report
<p>III. Rationale: Decentralization, Policy Development, LG (PD96 p.14, 52-7)</p>	<p>VIII. Training. Formal, On-job, \$25,000 plus each donor adds a training budget</p>	<p>III.1. LRDP demonstrates LA's capacity to help finance, plan, and manage local development. 2. Through policy assessment, dialogue gets government institutionalizing decentralization. Eg. MLG-CBU, MRPC&VC's, IGFT's thru MoF, MLG.</p>

Annex 3: DW-Angola Decision-making Workshop

WORKSHOP ON: HOW DECISIONS ARE TAKEN IN DWA.

GOALS & OBJECTIVES

- **Goal:** To examine and help improve the decision-making system in DWA
- **Objective 1:** To be an opportunity for DWA staff to share views on, and help collectively shape the DM system
- **Objective 2:** To provide information useful to the current 'Review of the Planning and Management Process of DWAL/H' (TORs distributed to participants).

METHODOLOGY

We will consider the following two sets of questions:

- 1 What is the **existing** DM system? (formal/ explicit and informal/ implicit). Specifically, the system (organizational culture, structure, process) of:
 - a. **Preparing for and planning** leading up to making the decision
 - b. The **decision**-making itself
 - c. The **implementation** of the decision
 - d. **Assessing** the experience
- 2 What the DM system **should be**? Specifically:
 - a. What should the **objectives** of such a system be?
 - b. What **should the DM system be** if it is to achieve the objectives?
 - c. What **indicators** help us know that the system is in place?
 - d. What is needed to feasibly move the system from **what it is to what it should be**?

To aid analysis you may consider doing the following:

- Discuss the organizational culture, structure, and process in general before examining the DM system and its components in more detail.
- Agree on an organigram that typifies the structure, functions, and processes of the organization (suggested organigram distributed).
- Consider specific examples, or cases of decisions taken. Consider at least two types of decisions:
 - Major, occasional decisions such as those made in preparation for or response to a major crises or opportunity;
 - More frequent decisions such as how to make specific adjustments to a program/ project or to make changes to the organization.

WORKSHOP IMPLEMENTATION

Stage One:

- 1 **Preparation:** Facilitators explain workshop, help clarify and make adjustments with participants. Participants divide into two groups. (15-30? minutes).
- 2 **Question 1:** Each group addresses this question: 'What is the existing DM system? The group then prepares to present and discuss its findings (60 minutes).
- 3 **Presentation, Discussion, Synthesis(?):** Both groups present, discuss, and attempt to agree between them on what the existing system is (30 minutes).
- 4 **Break** (15 minutes)

Stage Two:

- 5 **Question 2:** Each group addresses this question: 'What should the decision-making system be? The group then prepares to present and discuss its findings (60-75 minutes).
- 6 **Presentation, Discussion, Synthesis(?):** Both groups present, discuss, and attempt to agree between them on what the DM system should be (30-45 minutes).

Stage Three:

- 7 **What is to what should be?** If time permits we may discuss how to move feasibly from what is to what should be. Otherwise this question may be discussed in a later workshop.

RESULTS

- Participants develop a more concrete and shared understanding of the DM system as is and as it should be (if different).
- Participants contribute to the development of an appropriate DM system for DWA.
- Helps develop an on-going process for collective contributions to DWA's DM system

SUPPORTING MATERIALS

'Review of the Planning and Management Process of DWA: Huambo Case' (TORs)

DW Strategic Planning Process. May 1998. Summary pps. 2-3.

DW Organigram

Table 1. Framework for designing and assessing the decision-making system

Table 1. Framework for designing and assessing the decision-making system

Workshop:

Stage 1.

Stage 2.

Stage 3

	EXISTING SYSTEM	OBJECTIVES	WHAT SYSTEM SHOULD BE	INDICATORS	WHAT IS TO WHAT SHOULD BE
P L A N N I N G					
D E C I S I O N					
I M P L E M E N T A T I O N					
A S S E S S M E N T					

'DECISIONS' WORKSHOP DAY 1: REPORT

HOW DECISIONS ARE TAKEN IN DEVELOPMENT WORKSHOP ANGOLA

Date of Workshop:	15 June 2000
Date of Report:	28 June 2000
Facilitators:	Farokh Afshar, Andrew Kirkwood
Participants:	Santinho, Candida, Mary, Figas, Paul, Eunice, Margaret, Allan, Tony, Ana Maria, Hernani, Mulula, Marinella

This report summarises the discussion and outputs of the meeting held on the 15th July 2000 at the UTCA meeting room in Luanda. The workshop started at 8:30am and finished at 1:00pm.

The workshop goals and objectives were as follows:

Goal: To examine and help improve the decision-making system in DWA

Objective 1: To be an opportunity for DWA staff to share views on, and help collectively shape the decision-making system

Objective 2: To provide information useful to the current 'Review of the Planning and Management Process of DWA/L/H' (TORs distributed to participants).

To achieve the objectives the workshop participants were guided through three activities:

1. **Identification of the kinds of decisions that are taken within DWA.** This was done together with all of the workshop participants in one large group.
2. **Discussion of what is the existing decision-making system within DWA.** This was done in two smaller groups, focussing on specific decisions identified during the first activity.
3. **Discussion of what the decision-making process within DWA should be.** This was also done in two smaller groups.

OUTPUTS OF ACTIVITY 1 – Identification of decisions

The participants identified the following decisions:

- Should we hire project co-ordinator?
- What structure should be used for the social mobilisation work of DWA?
- How should we facilitate DW staff to learn English (improve English skills)?
- How to restructure the staff salary scale?
- How to encourage greater involvement of project co-ordinators in the overall decision-making process?
- What/when disciplinary action should be taken against a staff member?

- Whether to go ahead with a research project – sign a contract?
- How to improve staff skills?
- How to best restructure DWA management system and/or organigram?
- How to improve community participation?
- How to select/determine priorities for new projects?
- How to decide with whom DWA should establish partnerships?
- How much risk to take in deciding on whether or not to work in a new area?
- What should be disciplinary process leading to staff dismissal?
- How to restructure DWA administration?
- How to systematise salary scales?
- How to restructure the way we share information within DWA?
- How to review salaries?
- How to review short-term contracts?
- How to evaluate salaries?
- How/when to change categories for staff?
- How to do review of salaries?
- How/when to do salary increases?
- How to revise the internal regulations of DWA?
- How to do review of salaries?

An attempt was made to group these decisions into two categories: a) one-off decisions that arise out of specific problems or opportunities, and b) regular management-type decisions that can be facilitated by policies and procedures. However, it became clear quite quickly that many decisions could fit into both categories. This is to say that most one-off decisions become far easier to take if they can be guided by clear policies. In the end, the decisions were not categorised.

OUTPUTS OF ACTIVITY 2 - Existing decision making system

The participants were divided into two groups.

Group 1 - Santinho, Candida, Mary (presenter), Paul, Eunice, Andrew (facilitator),
Hernani, Figas

Introduction

- The group decided to examine the decision of how the salary scale of DWA was reviewed.

Preparing for the decision

- Most of the work was done by 3 or 4 people who had particular interests in the outcome. This started out as an issue for DFID-funded projects.
- An initial proposal was prepared by DFID project co-ordinators.
- The proposal was discussed in a group and revised.

Making the decision

- There was blurred distinction between preparation, discussion and decision-making.
- Vacuum in decision-making allowed decision to be taken by de facto implementation. This happened by giving the salary scale to Tony for implementation.

Implementation of decision

- Vacuum in decision-making allowed decision to be taken by de facto implementation. This happened by giving the salary scale to Tony for implementation.

Assessing the decision

- There is no formal structure within which the decision is likely to be reviewed.
- Will probably wait for another crisis to evaluate.

Lessons learned

- The decision was provoked by a crisis, but should have been addressed quite a long time before the crisis.
- Better circulation of information is needed at each stage of the decision-making process (although this has to be realistic in terms of time and resources available).
- Often it is not clear at what stage DWA is, in fact, at in terms of making a decision. Sometimes the line between taking a decision and implementing it is blurred. It might be helpful to be clearer when decisions are actually taken. This could include be done by circulating memos for example.
- The decisions that are taken need to be communicated in official memos from either the Director or the Management Committee in order for these decisions to be seen as important and official by everyone within the organisation. This might improve the consistency with which people within DWA comply with these decisions.
- The decision-making process needs to be more pro-active to enable DWA to anticipate the need for key decisions before crises arise.
- Individually we take decisions with institutional implications without consulting/informing the "institution".

Group 2 - Margaret, Ana Maria (presenter), Allan, Marinella , Farokh (facilitator), Tony, Mulula

Introduction

- Organisational Culture: Influenced by small organisation growing larger faster than systems could fully adjust (AC)
- Decided case to examine would be the decision to move from old to new management committee.

Why decision came about?

- Since system for running admin, finance, services not fully working, MC often too busy in routine admin etc and could not address policy and management issues and decisions adequately, creating frustration.
- Project co-ordinators given more responsibility but felt excluded from decisions. Also wanted link between planning and implementation.
- Fresh minds, new people joining DW from other organisations saw need as compared with organisations they had worked in.
- Angolan staff wanted more involvement in decisions. Some felt that they over all were likely to stay with DW longer than some expats & therefore would provide more continuity in higher DM structure.

How the preparation was done

- Nature of preparation towards deciding the TORs for the new MC was ad-hoc. Informal discussion among some lead to an 'open' meeting/ PC's? meeting in which expressed need for expanded and different MC.

Implementation of Decision

- TORs drafted by Carlos and Mary. Organigram of whole organisation sketched out but MC left out in printed version
- MC met once

Lessons

- Regular meetings is one prerequisite for decision making
- Meetings must be taken seriously by participants. E.g. arrive on time, arrive prepared.
- Meeting must be well organised and followed up. E.g. Agenda, decisions taken with implementer and time frame identified, implementation checked. Accountability.
- Need preparation time prior to making decision, meeting.
- Mary later points out: must identify what types of decisions best made by committee and what kind through other means. E.g. individual director, larger group. What MC can do is set out guidelines, criteria for decisions, which the decider must use.

OUTPUTS OF ACTIVITY 3 - What the decision-making system should be

Group 1 - Santinho, Candida, Mary (presenter), Paul, Eunice, Andrew (facilitator), Hernani, Figas

Objectives of having a decision-making system

- a. To define appropriate policies for the organisation.

- b. To permit prompt and responsive decision-making.
- c. To promote and maintain an institutional memory.
- d. To establish mechanisms for accountability.
- e. To promote maximum consultation of people affected by the decision.

Characteristics of a good decision-making system

- a. Committee should not necessarily take decisions.

[TO BE COMPLETED FROM FLIP CHARTS]

[Flip-charts were misplaced and above could not be done]

Indicators of good decision-making system

[TO BE COMPLETED FROM FLIP CHARTS]

[Flip charts were misplaced and above could not be done]

Group 2 - Margaret, Ana Maria (presenter), Allan, Marinella , Farokh (facilitator), Tony, Mulula

Introduction

- Such a system should be SMART – Simple, Measurable, Attainable, Realistic, Time-bound.

Objectives of having a DM system

- a. To promote philosophy, mission, vision, aims, objectives of organisation. To express these in the way the DM is structured and implemented. To facilitate participation of all those relevant to the decision
- b. To develop appropriate policies. To define who makes what decision. To help anticipate change, growth and to respond, and be proactive
- c. To ensure planned objectives are achieved. Promote efficiency effectiveness of organisation.

What should system be like to achieve above objectives?

- a. To express, be consistent with objective of promoting DW mission etc. (1a): DM system that is a `partnership`, promotes consensus decision-making.
- b. To help develop appropriate policies, anticipate change etc (1.b) system should consult with [draw on knowledge of] local people (e.g. local staff) knowledgeable about local conditions.
- c. To promote efficiency, effectiveness of org (1.c), system should have consistency [across sectors and geographic areas]of org.; Should be prudent in resource use

(carefully assess cost-benefits, cost-effectiveness), and get feedback; Share information in a timely way; accountability.

Indicators of good decision-making system

- a. Job satisfaction among employees
- b. Financially healthy org. (others note, this could be a result of good fundraising alone)
- c. Information documented, reported in a timely way.
- d. Staff doing right things at right time.

NEXT STEPS

Farokh and Andrew agreed to prepare a report for the workshop and ensure that it is distributed to all participants before June 20th.

It was agreed that a follow-up workshop will be held on Wednesday, June 28th from 8:30am to 1:00pm at the UTCA meeting room. The objectives of this workshop will be:

- a. Continue with the process of examining the decision-making systems within DWA by considering the question - What is needed to feasibly move the system from ***what it is to what it should be?***
- b. Provide an opportunity for Farokh to present and discuss the initial findings of his mission (see complete terms of reference for his mission).

[transcribed by AK and FA]
Luanda
28/06/00

'DECISIONS' WORKSHOP DAY 2: REPORT

HOW DECISIONS ARE TAKEN IN DEVELOPMENT WORKSHOP ANGOLA

Date of Workshop:	28 June 2000
Date of Report:	28 June 2000
Facilitator:	Farokh Afshar
Participants:	Mary, Figas, Paul, Eunice, Margaret, Allan, Hernani, Marinella (first half), Andrew, Mark, Olivia, Candida (second half)

This report summarises the discussion and outputs of the meeting held on the 28th June 2000 at the DW guesthouse in Luanda. The workshop started at 9:00am and finished at 1:30pm.

The workshop was part of the overall evaluation of the decision-making systems in DWA, which had the following goals and objectives:

Goal: To examine and help improve the decision-making system in DWA

Objective 1: To be an opportunity for DWA staff to share views on, and help collectively shape the decision-making system

Objective 2: To provide information useful to the current 'Review of the Planning and Management Process of DWA/L/H' (TORs distributed to participants).

To achieve the objectives the workshop participants were guided through three **activities**:

4. Review of the last workshop (held on June 15, 2000).
5. Identification/definition of what the decision-making system within DWA should be.
6. Elaboration of realistic recommendations of how to move towards the desired decision-making system.

OUTPUTS OF ACTIVITY 1 – Review of last workshop

The participants identified characteristics that the DW decision-making system should have. The system should:

- be based on clear policies
- promote appropriate participation within the organisation
- increase responsibility and accountability of people within the organisation
- be intelligent (in its ability to communicate within the organisation, perceive and adapt to changes in the external environment, make "trade-offs" between competing objectives)

- permit quick but adequate responses
- maintain an institutional memory
- be measurable

OUTPUTS OF ACTIVITY 2 – What should the DW decision-making system look like

[to be completed from flip-charts]

[flip-charts were misplaced and above could not be done]

OUTPUTS OF ACTIVITY 3 – How do we get to the preferred system

The following steps need to be taken:

1. We need to define an organigram for DWA, including the above structure. This should include the following steps:
 - a. discuss a proposed organigram with all project staff – probably organised by project co-ordinators
 - b. adopt officially the modified organigram
 - c. present the official organigram to all staff
 - d. distribute the organigram to all staff
 - e. post the organigram at all offices
2. We need to develop a terms of reference for all staff and all committees, councils, etc. All terms of reference should include the following items:
 - a. authority (poder)
 - b. responsibility (responsabilidades e competencias)
 - c. salary category (only for staff positions)
3. We need to define and make explicit all management tools that are going to be used (meetings, reports, memos, etc.).
4. We need to develop a terms of reference for all of the above management tools (e.g. what are the objectives of each meeting, who participates, etc.).

NOTE: It is not clear if DW has sufficient human resources available to carry out the above tasks.

[transcribed by AK]
Luanda
28/06/00

Annex 4: DW Huambo Workshop – Objectives, Methods, Results

DESCRIPTION OF WORKSHOP

Objective: To have staff of DW Huambo collaboratively assess their program and identify lessons for improving program performance.

Methods: Facilitated discussion on the program using the framework 'Objectives – Methods – Results' (OMR - illustrated below).

Results: Eight senior, mid-management and technical staff through discussion, using the OMR framework assessed their program and proposed improvements. Participants were Carlos Figas (Program Manager, Huambo), Tinoman (coordinator, water sector), Judith Maryam (coordinator community mobilizers), Andres Domingosh, community mobiliser, ?, Bernadette (coordinator, Shelter sector), Johnathan (trainer, technical adviser, Shelter sector), Joachim Olivier (head, Administration), Mary Daley (DWA Deputy Director, Programs, also workshop facilitator), Farokh Afshar (Assessment consultant, workshop designer, facilitator).

The workshop was held over two days, the first part soon after Farokh Afshar's arrival in Huambo, the second part on the day before his departure. After the first part covering up to but not including 'Results to Objectives', staff had a separate brainstorming session and returned to the second workshop with suggestions on how program results met or did not, program objectives, and what actions were needed to improve performance.

NOTES

Below are the notes from the flip charts on the two-day workshop written out by Mary Daley.

Water - **Conditions in Huambo**

1. The technical equipment and conditions existed
2. ICRC were willing to hand-over to DW
3. A need for water and sanitation services existed in Huambo
4. A recognition that DW's approach to community participation contributes to sustainable management of resources
5. DW had a track record in sector of water and sanitation
6. DW had begun to address the issues of improvement of management within the organization

Water - **Objectives: General**

1. Contribute to improving basic living conditions for the population; (health, education, basic services)
2. Create sustainable systems for management of community resources and train stakeholders in the application of the systems

Specific Objectives

1. Increase the number of better quality social infrastructure (schools, h. posts)
2. Provide more and better quality basic services for water and sanitation

Water - **Methods/Strategies**

1. Promote community participation

2. Develop the capacity of community groups to organize themselves
3. Educate the community on health issues, hygiene and better construction
4. Support existing local structures through training, technical assistance, provision of information
5. Support local initiatives of communities and other local structures (government and NGO)

Wells, Springs, Latrines

How

1. Promoting community participation
2. Producing concrete products
3. Technical assistance for construction and maintenance
4. Health End user education
5. Support for government structures

Resources

1. Mobilization/monitoring team (13)
 2. Technical team (10)
 3. Production team (16)
 4. Support Services DW
 5. Community organization/labour
- + \$600K/yr * 3years

Projects/programmes considered

1. Training for Building of Community Social Infrastructure
2. Water and sanitation
3. Community Publishing
4. Grant funding local initiatives

Strengthening local community capacity to build buildings for social use

1. Promoting Community Participation (need more mobilisers)
2. Technical Assistance
3. Training for Construction (what about use of building and maintenance)
4. Support for existing local structures
5. Supply of imported building materials

[? Need or not for activities to promote the use of new construction methods]

Resources

- Technical team (3)
 - DW support services
 - Community and Partners
 - Team producing compressed blocks (8)
- + \$400K/yr nationally H= 50% work

For Consideration

- Mobilization/monitoring team
- Technical team sufficient?
- Monitoring of introduction of new block making technologies

Results

Capacity Building for Social Infrastructure (Building) 2 Years

1. 39 buildings built/rehabilitated

2. 79 people trained in building and building related skills
 - 25 schools
 360 students/school/year
 - 2 professional training schools
 - 2 PCS (pre-school feeding centers)
 - 10 Health Posts
3. Prototype drawing (technical) for schools

Indirect

- Transit shelter for displaced
- Recognition of DW's professional skills
- Acceptance of "new" technologies

Results Water/Sanitation

until end '99

1. 292 water points (constructed or rehabilitated)
2. 198 water committees
191 functional
plus 7 PAR committees/2000 (other 100 are institutional water points)
3. Committees are trained in maintenance/management 140
4. Estimated Beneficiaries 215 000
5. ? No. of slabs -produced
-distributed

Results to objectives

Improving Basic Living Conditions

- Impact on reduction of diarrhea
- No apparent queuing for water points anymore
- Increased number of children with access to schools.

Limiting factors

- Decisive external factors linking impact (conflict, limited access)
- Limited coverage because of limited geographic access

Results to objectives

Creation of capacities for sustainable management of community resources

1. Greater community confidence
 - more local initiatives
2. Host of structures are currently managed by the community
3. Increasing autonomy of the water committees

Poor areas

- weak system of contributions
- weak mobilization capacity of local NGO partners.

Table 1. DW Huambo: Framework Summarizing Program – Conditions, Objectives, Methods, Results

CONDITIONS AT PROGRAMME INITIATION		
DWA respected in Water- Sanitation (WS) & Community Participation (CP). Management improving for upscaling. Need for clean water. 1997 SHA/ICRC hand over water point (WP) project to DWH. ICRC WP construction with no CP. Relative peace while access to area restricted.		
GOAL,OBJECTIVE	METHODS: Strategy, Policy, Programme. Project. Resources. Inputs.	RESULTS: Outputs, Outcomes, Impacts
	<p>I. Strategy, Policy: Link construction with innovation, education, training, policy development optimizing local resource use.</p> <p>II. Programme. Evolving, still tenuous, implicit linkages between projects around shared philosophy, conditions, goals, objectives (e.g. WS-related CM assisting Shelter Project).</p> <p>III. Projects:</p> <p>A. WS: Staff: Technical-10; Mobilization-13; Production-16.1. Wells/hand pumps, Springs. a. W: ('97. Ang490 \$600k all SHA, '98. A491 \$600k (SHA60%, IHA 40%), 99 A495 \$800k (SHA 60%, IHA40%), A496 OCHA\$170k. 4/97-3/2000. \$2m.SHA (\$1.4m?), IHA (\$k?), UNcoord/OCHA (15%?). b. W+L: (Improvement, new in IDP) (Ang 499). Proposal submitted, \$1.45m (SHA \$500k, agreed, available \$300k. IHA\$420, Dutch \$400k, OCHA \$130k) incl. Drilling, geographic expansion. \$ last yr. left now being used. 4/2000-3/2001. <i>Mode:</i> CM in own geographic areas identify WPs. Committees give labour or \$. 2. PAR. Spring, Wells Rehab. 4.00-3.01. EU. (\$180k). staff: from above. Small towns. Water committees, local authorities. (training). Masons, pump repair, health ed., cost recovery?).</p> <p>3. USAID piped city water improvement. Power to pump. Hydroelectric. 3-11.00. \$400k. DW-EPASH. Staff: DW-CF management, Experts 3mths. EPASH, ENE, CFB (Railway Co. Benguela) staff.</p> <p>B. Shelter. 1. (Ang401). Huambo: Technical-1. 9.96-9.99: EU-1WA, Irish government). National. \$1.2m. Huambo \$? <i>Mode:</i> Organizations, communities propose schools, health posts rehabilitation, construction. Done on approval (Bernadette, Figas, Cain, Jonathan, Tino, Maryam). DW tech advice, tools, cement, sheets, doors, windows. Training: Builders. Supervisors. Jonathan from Luanda.</p> <p>2. Ang 402. Trng. & prep. Comp. 1.00-4.00. SHA, Intermon (Spanish Oxfam) \$30k 50% each. 3. Ang.402. Emergency Schools Rehab. (new constr+repair). Huambo. 4.00-3.01. SHA \$140k, IHA \$200k?. <i>Mode:</i> as 401 with trained persons. Trng. Thatched, maint., trainers. Staff. B, J, R, 2 assists. Production 8. Output:100 classrooms?</p> <p>C. Local Initiatives: 98-2000. Canada Fund. Encourage, support local initiatives for dev't. Grants made to local organization on proposal approval. 6 projects, \$64k.</p> <p>D. Comty. Publishing. Ang494. 4.00-3.01. NIZA. \$43k. Proposal \$70k. of which Brit.FO approved \$53k. Rest NIZA. Developing capacity of comtys. In research, writing, publishing on own concerns. 1. Life stories.</p> <p>E. Mubella Factory: Wood Processing, School Furniture, Fittings Production. 8.00-on-going. O&M \$603k./yr1 of which SHA \$380k. DW \$10k. Profits expected \$253.5k. Furniture sales to SHA (\$175k, 1st yr.) & EU-funded NGOs.</p> <p>F. GIS. (Ang 493). \$7k. NIZA. Systematise geographic-related info' on project.</p> <p>IV. Support Services: Admin., Finance. Services. Overheads & project billing. Staff?</p>	<p>A.1. Output: '97: Rehab 30 of 80 WP of ICRC, 45 wells, 5 springs within security zones. '98 Ang 491. 50 WPs (90%wells). 99 Ang 495: 50 WP (IDP's 10 wells/ pumps, & 169? L. Comtys. 40 wells/ pumps). Monitor WPs. Water committees.</p> <p>2. PAR: Output: 13? WP</p> <p>3. USAID Output: Not less than 20 Litres/person/day for ? persons.</p> <p>B. Shelter Output: '96-00: 1. Drawings for prototype schools. 2. 39 bldngs. Built? Rehab? (25 schools, 2 vocational schools, 2 pre-school feeding centres, 10 health posts). '00-01: 40 trained. 15 partner orgs. 100 classrooms construction planned.</p> <p>C. Output: 6 organizations (e.g. ADRA, Central Hospital) supported, 6 projects (e.g. reorganization of 3 coops, nutrition)</p> <p>D. Output: 4 comty. groups involved in research, arts, music, literacy, library (box w/ bks), publishing. 1 book life stories.</p> <p>E. Output. E.g. target 7k desk-benches in 2 years.</p> <p>F. Output: Mapped data. Trained staff.</p>

Annex 4: Persons Interviewed and Projects Visited

Luanda - Interviews

Allan Cain, Executive Director, Program Manager, DWA
Mary Daley, Deputy Director, Programs, DWA
Carlos Figueredo, Program Manger, Huambo
Tony Moloney, DWA Manager, Finance, Support Services
Santinho, Project Coordinator, Water
Mark Evans, Technical Adviser, Water
Hernani, Project Coordinator, Sanitation
Ana Maria Carvalho, Project Coordinator, Community Initiatives. Seconded to Robson research project.
Margaret Jiri, Technical Adviser, Project Manager, Women's Livelihoods
Paul Robson, Principal Research Investogator
Andrew Kirkwood, Previous head Water Sector, DW Member, currently consultant to DW
Adao, Ezekian. DWA Community Mobilisers
Sebastian, Luanda local government staff
Principal of School rehabilitated and latrines constructed by DWA

Luanda - Projects Visited

School and latrine construction project
Water stand post project
Community mobilizers' office and site

Huambo - Interviews

Carlos Figueredo, Program Manager, Huambo
Haile ?, Project Manager, Water
Tinoman, Assistant Project Coordinator, Water
Bernadette, Project Coordinator, Shelter
Johnathan ?, Trainer, Technical Adviser, Shelter
Judith Maryam, Head, Community Mobilizer
Andres Domingos, Community Mobilizer
[woman] ?, Community Mobilizer

Arnold Furrer, Head, Huambo, Swiss Humanitarian Aid- SHA
Danielle', Assistant, SHA
Deputy Head, ADRA – Angolan NGO, rural development, DW partner
Mr. Shetong, Secretary General, OFRACHRISTIAN. Angolan NGO, DW partner, Shelter
Paulo Antonio, Acting Head, Save the Children (UK). DW partner
Walter Viegas, formerly DWA Program Manager, continuing DW member and Board memmber. currently head Ekos, INGO.
Tom Knapik, former DW staff, currently Norwegian People's Aid.
Daniel Gamba, Head, Local Administration, Huambo
Head, Huambo Province Water Authority, (EPASH)
Deputy, Engineer, EPASH

Focus Group: Shelter – Bernadette, Johnathan, Roget (Shelter, technical staff), **Water** – Tinoman, **Community Mobilizers** – Andres, Judith

Huambo - Projects Visited

Kalenga area: Water project. Spring rehabilitation, clothes washing (to be implmented)
Kalenga area: Spring rehabilitation (implmented)

'Kilometre 25' IDP Camp. School and Well project (under constructon) with ADRA.
Cassque Camp (Internally Diplaced persons - IDPs). Incl. Schools, well and pump construction,
Canada Fund support to local NGO for mines awareness
Lassombe village School construction (beginning).
village, School construction, (completed)