



# Turning on the taps...

Luanda, Angola:  
lessons in basic service delivery  
and local democracy

## One World Action

*One World Action is working for a world free from poverty and oppression in which strong democracies safeguard the rights of all people.*

*To this end, we provide money, expertise and practical help to organisations committed to strengthening the democratic process and improving people's lives in poor and developing countries. In all cases they initiate and work on the projects that we support, ensuring that local needs are genuinely understood and met.*

*As well as supporting our partners' work on the ground, One World Action represents their interests in Europe, putting forward their views in debates on policy towards poorer countries, and helping them to forge closer links with decision makers in Britain and the European Union.*

*These 'partners for change' include other voluntary organisations, community and co-operative movements, women's organisations and trade unions. Though diverse in kind, they have a common commitment to strengthening local institutions and giving people a say in the decisions that shape their lives.*

*Central to our work is the belief that defeating poverty goes hand in hand with promoting human rights and good democratic government. Only if we pursue these goals in a coherent way can we build a just and equal world.*

Luanda, Angola:  
lessons in basic service delivery  
and local democracy

REPORT BASED ON A ONE WORLD ACTION SEMINAR LONDON MAY 2001

# Turning on the taps...

## CONTENTS

1	Introduction	2
2	The context of Angola's urban communities	5
3	Meeting needs and delivering services	12
4	Basic needs, livelihoods and democracy	20
5	Strengthening local governance and democracy	25
6	Final reflections	32
	Appendix One: Seminar programme	34
	Appendix Two: List of participants	35
	References and further reading	36

# Introduction



BOB VAN DER WINDEN

The seminar hosted by One World Action in May 2001 brought together some 50 participants – practitioners from local and international non-governmental organisations (NGOs) working in Angola, and representatives from British and European government agencies, including the Department for International Development (DFID), research institutions and private companies.

The central purpose of the seminar was to discuss the challenge of ‘how to strengthen civil society and local democracy in situations of urban poverty where the poor lack access to basic services and the political influence to effect change?’

Experiences from Luanda, Angola, suggest that one way is to involve

local communities in the delivery of those basic services, in partnership with local government and local service providers. As well as resulting in better services, this process can start to strengthen civil society and democracy and to create the conditions for more sustainable development.

The experiences presented at the seminar were from Angola, and from the Luanda Urban Poverty Programme (LUPP) in particular (see panel on page 4). The aim of the seminar was to focus initially on those experiences and strategies, to identify approaches useful to policy makers, and from there to broaden out the debate and explore how the lessons from Angola might be applied elsewhere.

This report is intended to take the central ideas and experiences from Angola and the seminar discussions and present them to a wider audience.

## Some of the principal issues

### ***Mobilising local communities***

Existing organisations in Angola are very weak. In these circumstances, what are the options for mobilising local communities: through existing organisations, or by creating new ones?

### ***Building partnerships with local government***

Local government in Angola is also critically weak. It is appointed from above and chronically underfunded. Given that situation, what are the ways of building partnerships with local government?

### ***Strengthening civil society and local democracy***

The LUPP projects have given communities

organisational skills and practice in dealing with local government and service providers, both public and private. This has helped in strengthening civil society. What are the lessons and approaches we can learn from LUPP and apply elsewhere?

### ***Development within an emergency context***

The view of Angola as a chronic emergency case has limited the operations of most NGOs in Angola, and fostered the development of local organisations around emergency concepts that do not transfer easily to development. The LUPP programme shows how to begin to lay the groundwork for development even in situations where peace has not been achieved.

## Angola: the broad context

History and politics:

'...from being the colony of one of the most backward countries in Europe... went on to be "afro-Stalinist"... then from the beginning of the nineties to

"jungle-capitalist"... the only stable factor throughout has been the war...'

Reasons for international interest: '...humanitarian... commercial... strategic... Angola is an unstable factor in a region that is becoming increasingly volatile... the country is heavily militarised... stability in Angola

would contribute to stability in the region... we should be interested in peace in Angola, and interested that Angola takes its rightful place in the international community...'

The current context:

'...the war has caused disruption, economic collapse, and massive displacement of people and resettlements... urbanisation is at around 60 per cent... it is now generally thought that this urbanisation is largely irreversible, even if the war came to an end... more than a quarter of the population lives in the capital, Luanda... the vast majority live in abject poverty without access to basic services, health, education, water, sanitation...'

**Gunnar Aegisson, One World Action**

### Luanda Urban Poverty Programme (LUPP)

- Started in mid-1999, funded by the UK Department for International Development (DFID)
- Purpose: 'to develop replicable strategies for sustainable improvement in access to basic services and livelihood opportunities for the poor'
- Comprises four projects implemented by international non-governmental organisations (INGOs), as follows:
  - Luanda Urban Child Welfare Project (LUCWP), by Save the Children UK
  - Luanda Urban Rehabilitation and Micro-enterprise Project (LURE), by CARE International
  - Sustainable Livelihoods Project (SLP) and the Sustainable Community Services Project (SCSP), both implemented by Development Workshop Angola (DW), in partnership with One World Action.<sup>1</sup>

#### Some indicators of success

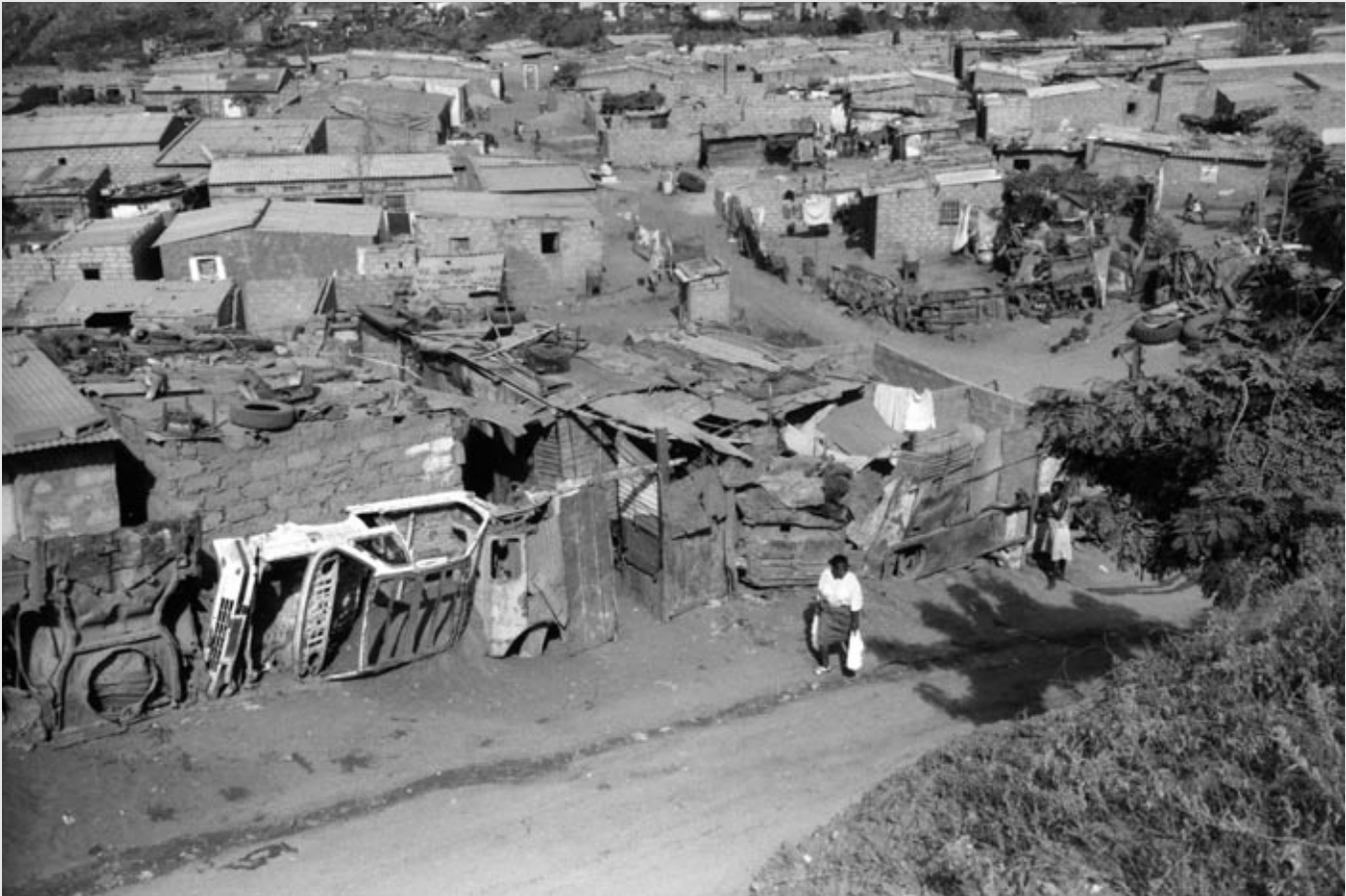
The LUPP projects have:

- influenced the way government works and how policy is made in Angola
- developed replicable, low-cost strategies that can be scaled up by government or international funders
- contributed to strengthening civil society and local democracy, a prerequisite for stability in Angola and the region.

<sup>1</sup> For further details of each project, see Section 3 (page 12).

# The context of Angola's urban communities

GUNNAR AEGISSON



No infrastructure, no basic services – the reality for most families living in Luanda

The presentations and discussions of the context of the LUPP experiences focused on three principal aspects – looking at the poor urban ‘communities’ in Angola within a context of migration and social change, the gender dimension, and the situation of children.

## Migration, social change and the urban community

‘All of us who have been involved in this work have assumed that there must be something called community in poor urban areas... Not necessarily... If we want to improve local democracy, we have to build mutual trust, accountability between people, relations based on reciprocity between different people and different organisations – which can only be built if people have experience of working together.’

*Paul Robson, DW Angola*

Historically, very little social research has been done in Angola. Over the last few years, DW Angola and a local NGO partner, Acção para Desenvolvimento Rural e Ambiente (ADRA),<sup>2</sup> have carried out research into the effects of migration and social change and the nature of community in different parts of Angola.

The purpose of the research was to understand the poor urban communities of Angola, with a view to strengthening civil society and building community capacities for both service delivery and for the development of stronger democracy and better governance.

The researchers expected to find evidence of mutual assistance and collective action within the communities in poor urban areas – their rationale was that, given little outside assistance, mutual aid is surely ‘the only way’ people managed to survive! They expected to find evidence of traditional institutions that had been transformed, as well as new organisations which people had developed. But, as Paul Robson revealed, that was not the case: ‘In fact... it was very difficult to find institutions or organisations through which people carried out forms of mutual assistance or collective action.’

<sup>2</sup> Action for rural and environmental development.

Nevertheless, the research does reveal how Angola’s history has generated considerable processes of social change – and why it is critical that development initiatives based on the community and community organisations take these processes into account.

## Key findings

### 1 Traditional institutions are weak

Traditional institutions have been noticeably weakened by historical events – loss of land, forced labour and Christian missions under colonialism, post-independence warfare and rural-urban migration. A parallel was drawn with Central America, where low intensity conflict also weakened trust between people and thereby reduced cohesion in communities.

### 2 The patterns of migration are complex

Migration from rural to urban areas has been extensive: about one quarter of the population of Angola now lives in the capital, and a further 35 per cent in other urban areas – provincial capitals and larger towns. Patterns of migration are very complex and need

further study, but some key features are:

- People migrate in times of conflict but also in times of peace – confidence in a lasting peace is low, and periods of stability are seen as a good opportunity to migrate.
- Not all migration or forced displacement happens in large groups. Groups tend to break up as migration takes place in stages and over long distances, from rural to provincial towns and capitals and onwards. Along the way, some people stay put while others migrate further.
- Young people in particular migrate further and on to Luanda, drawn by the attractions of the town as much as feeling the push from rural areas.
- The indications are that most migrants to the larger cities are here to stay. Migration requires resources; so does returning – and few people have the assets, incentive or faith in returning.

### 3 People do not know their neighbours

It is rare to find in poor urban areas, even in Lubango and Huambo, groups of people living together who have come from the same ethnic or geographic origin.

- Most cities are now densely populated and space in established areas is rare and expensive. So new migrants are often forced to find a home far away from extended family and friends.
- Even though many new migrants do receive some initial help from family or friends, helping newcomers is very difficult and can cause tension. These tensions can lead newcomers to set up home some distance away from their relatives or friends.
- People, especially women, work long and hard to make a living, so there is little time for sharing or mutual assistance between neighbours – an admission often clearly expressed with regret.

### 4 Churches represent the main social networks

The Christian missions left a legacy of very high rates of church membership, and such social networks and collective action as do exist are built around churches. There are church groups for men, women and young people, choirs, and other activities and events. These form a basis for re-establishing friendship in the cities.

Churches are also important in terms of mutual assistance and collective

action. They are one of the few places where people feel confident to pay money into a fund which they can draw on at a later date, usually for funerals, when assistance from others is vital.

Even so, each *bairro* (district) may have five or six different churches, so neighbours are rarely members of same church, and co-operation between churches is not common. If churches are to serve wider community needs, there may be a need to build links between churches.

## The situation of women and children

'Almost two years ago UNICEF came around with a short, sharp description: *Angola is the worst place in the world to be a child*. In the two years since that research not much has changed – for the situation of children, or indeed their parents and families... We are still looking at an extremely difficult situation for Angolans.'

Mark Wright, Save the Children UK

'Life has never been easy in Angola, and it has not become easier in the past ten years, but it is women who have suffered most.'

**Gunnar Aegisson, One World Action**

'In one of the small pockets in Hojya-Henda 42 per cent of the women were separated from their husbands, and this isn't separation in the sense of having a child support agency; this is separated as, "You're on your own, Sorry! I'm out of here!" The men tend to remarry extremely quickly, and set up a new family unit, with absolutely no commitments whatsoever to their previous unions.'

**Mark Wright, Save the Children UK**

## Statistical background and observations

### Demographics

- Life expectancy: 46 years
- 86 men per 100 women
- High maternal mortality
- Average number of children per woman: 6.9
- Under-five mortality: 292 per 1,000 (29.2%)
- 62,500 AIDS orphans (1999)

Probably due to loss of men in war and emigration. Local studies indicate that maternal mortality is among the highest in the world and greatly increased in last 10 years.

Limited knowledge and total lack of family planning.

Third highest in world after Niger and Sierra Leone.

### Work and the economy

- GNP per capita: US\$220
- The formal sector is dominated by men
- More than 50% of working people do so in the informal sector which is dominated by women and children

Formal sector has collapsed: jobs cut; salaries abysmal and often paid months in arrears. In 'public administration', 40 per cent are women but 76 per cent of these are low-paid cleaners.

Informal sector (petty trade, street and market stalls) has seen explosive growth. This sector is dominated by women. The earnings give them increased independence but also greatly increases their workload.

### Basic services and health

- Dramatic deterioration in the 1990s
- Prohibitive costs of medical care

Infrastructure in worse state than at independence: little or no access to water and sanitation.

Decline in hospitals and health centres (many closed, what remain are not functioning); staff are not paid or paid in arrears, so clinics charge illegally as staff try to earn a living. Poor people resort to local traditional health service and traditional healers.

## Statistical background and observations

### Families

- A third of households headed by women
- Extended family system dissolved
- Women overworked; men losing clear role; girls in particular take on a variety of work roles
- Rapid rise in divorce and separation

Figure for 1997, but since 1998 war this figure has greatly increased.

Family system broken down due to migration and dispersal.

Women work long hours in informal sector and at home. Male roles are increasingly unclear as they are no longer the main breadwinners. Girls have to take care of younger siblings as well as working.

Relationships break down under economic and social pressures; women often lose their home.

### Education

- Adult literacy: 43%
- Never attended school: 43% women; 17% men
- Beyond 4th Grade: 18% women; 37% men
- 62% children at school in Grades 1 and 2

Education is expensive, and entails high opportunity costs in loss of income as children could be working. It can be assumed that boys are given priority over girls for schooling.

### Participation in politics and civil society

- Participation of women is low: only 9 out of 70 government ministers are women

Women play a marginal and declining role in politics and civil society. The situation is similar in NGOs and churches, where many women are confined to work with women.

### Media

- Declining attention to or interest in women's issues

A patriarchal system persists alongside a Latin macho culture. Women are stereotyped as anonymous victims, housewives, or models – as presented in Brazilian *telenovelas* (soap operas).

'The norm is an extended family, with a complex system of rights and duties which people rely on – and this system is breaking down. Women are overworked – they very often work more than 12 hours a day in the markets, and in addition they are expected to take care of children and the home... Girls have to provide childcare or work at home, in trade or as domestic servants – very little is known about their conditions of work.'

'Men are still not taking on any additional tasks in the home, they don't collect water, firewood, shopping, they don't take care of children. Their role is becoming increasingly unclear... There is a rapid rise in divorce and separation, and the position of women is weak in marital break-up. More children are growing up without a father who contributes.'

Gunnar Aegisson, One World Action

## The Luanda Urban Child Welfare Project (LUCWA) survey

The survey results below came from a random sample of 275 households (research methods included three focus groups with 60-70 women, 50 children and a mixed-sex group of 20 young people, wealth ranking and transect walks).

### The economy

- Informal sector is important – particularly for women (82%)
- Food and water make up 86% of total expenditure
- 71% of respondents purchase food daily
- Preference for cheap, local health and education services

### Types of employment

- home-based
- petty trade in community markets
- ambulant selling on the streets (*zunga*)
- bigger business in larger markets
- public sector

### Wealth ranking

Population broadly divided into three groups (based on housing and asset ownership):

- Better-off 10-15%
- Poor 55-70%
- Very poor 15-30%

### Households

- Up to 42% separation rates
- Most households have four to eight children
- Households with less than eight children tend to be female-headed
- New migrants are not necessarily the most deprived
- Families use various coping strategies around food, income and housing

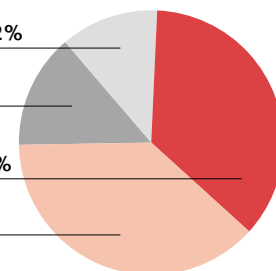
### Children's roles

recreation 12%

school 14%

domestic 36%

market 38%



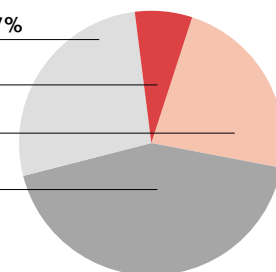
Girls (10-13 years)

recreation 27%

domestic 7%

market 23%

school 43%



Boys (10-13 years)

### Findings and implications of the LUCWA survey

- Limited piped water is available but there is no free access – water has to be paid for.
- Health: growth in cheap, unregulated private medicine and self-diagnosis.
- Education: few publicly funded schools – church schools or locally run schools bring no formal qualifications.
- Employment: in practice across all

sectors it is very difficult to make ends meet.

- Women and girls are heavily disadvantaged. Mothers are working 10-12 hours a day and can only allocate five per cent of their time to childcare – so for girls just entering womanhood, 60 per cent of their time is spent looking after siblings or engaging in income generation.
- Most girls spend time in work; most boys in recreation and school.
- Twenty per cent of households are headed by women with no support from ex-partners.
- Smaller households are male-headed, with women supporting larger family units.
- Many people move to cheaper, less salubrious locations to make savings.

‘Most people have actually been there a long time, often seven or eight years plus... We would assume that those who have been there longest would be more established, with somehow a better quality of life, a better quality of living. In fact what we found was the newer migrants were the ones who had better access to a better life... and that was something that came as a bit of a surprise.’

Mark Wright, Save the Children UK

## Finding ways to work with these urban communities

These selected experiences and figures give an indication of the situation of the communities in poor urban areas of Luanda, including the complex migration patterns, the lack of community, the inequitable but pivotal role of women, and the role of children. These communities present considerable challenges for development practitioners and policy makers.

One clear challenge is to find ways to address the situation of women and children: women are increasingly vulnerable, but they lack the time to address their situation. Programmes need therefore to target women specifically and take their situation into account. They also need to recognise the pivotal place of working with children and young people in building and safeguarding the future of these communities.

Another key challenge is the need to build a foundation of co-operation, both within the community itself and also with local government and key

service providers, in order to address the most immediate basic needs. There will also be a need somehow to influence wider processes of policy-making and governance so that they too begin to address the longer-term wellbeing of the communities.

One question is whether, despite the distinct historical, political and social context, the experiences of building trust and community cohesion in Luanda are valid in other urban communities or contexts elsewhere. Within the LUPP projects, getting people to work together for the provision of services such as water has proved relatively successful in building trust. Other joint activities can help build trust and co-operation, although complex activities should perhaps be avoided, at least initially.

‘The lesson is that in order to do certain things you have to co-operate. The other lesson is that it’s not simply a matter of people waking up to the fact that it’s necessary to co-operate – then everything will be OK... I think that perhaps those who are involved have to think more deeply about when and where people will co-operate.’

Paul Robson, DW Angola

# Meeting needs and delivering services



GUNNAR AEGISSON

Three of the LUPP projects were presented as case studies to guide the discussion. The physical and social context for these projects is characterised by grossly inadequate infrastructure, due to massive inward migration, and a history in which participatory decision-making and research has had no place in Luanda's local authority decision-making.

In terms of service provision and livelihoods:

- there are three to four million people living in a city designed for half a million – more than 60 per cent of these people live in the poor urban areas
- rehabilitation and expansion of the water distribution network is 25 years overdue
- seventy per cent of people live in areas where there is no rubbish collection
- in 2000-2001, calculations of the rate of inflation range from 250 to 500 per cent
- people have no assets or collateral, little access to affordable financial services, and a low capacity for savings and investment
- more than 60 per cent of informal sector traders are women, but due to gender inequalities they also earn the lowest incomes.

'The provincial government of Luanda... recognises our work, and that allows them to integrate our actions... Our role has been of big influence in their decisions, in their work.'

Salvador Ferreira, DW Angola

## Key features of the Luanda projects presented

The projects developed in the poor urban areas of Luanda can be summed up by the following:

- they are centred around the delivery of priority basic needs as identified by the community
- they have built a system of partnership between local community representatives, service providers and local government for the implementation and management of services

- they have drawn on both existing and specifically created community structures, and worked to increase the capacities of these
- they have succeeded in building responsibility, capacity, participation and accountability around these needs and services.

This has not only led to significant improvements in basic infrastructure, but has at the same time laid foundations for the progressive strengthening of local democracy. (See Sections 4 and 5 for further details.)

'Advocacy for structural changes that support democratisation are essential to consolidate the practical gains made by the LUPP programme.'

Tendayi Gwaradzimba, CARE

## Summary of LUPP project case studies presented

Sustainable Community Services Project (SCSP)	Luanda Urban Rehabilitation and Micro-enterprise Project (LURE)			Sustainable Livelihoods Project (SLP)
<b>Components presented</b>				
Water and sanitation component (one part of larger SCSP project)	Infrastructure	Micro-finance (to enhance women's status)	Institution-building	Micro-finance (to support women's micro-enterprise)
<b>Key mechanisms</b>				
<ul style="list-style-type: none"> <li>● water standpipes – consumption paid at source</li> <li>● public latrines – no cost recovery</li> <li>● beneficiary assessment to identify priorities</li> <li>● community management</li> <li>● promoting local authority responsibility</li> <li>● information exchange</li> </ul>	<ul style="list-style-type: none"> <li>● water</li> <li>● roads and drainage</li> <li>● latrines and solid waste removal</li> <li>● community contribution fund</li> <li>● enhancing accountability of provincial and local government and service providers</li> </ul>	<ul style="list-style-type: none"> <li>● injecting new capital</li> <li>● accessing banking system</li> <li>● encouraging savings</li> <li>● interest rate 20 per cent</li> <li>● repayments on first loan weekly; on subsequent loans monthly</li> </ul>	<ul style="list-style-type: none"> <li>● strengthening local NGOs to increase capacity and outreach</li> <li>● ensuring sustainability of community service provision</li> <li>● build credibility of local NGOs</li> </ul>	<ul style="list-style-type: none"> <li>● application of strict selection criteria to identify target group</li> <li>● group lending methodology</li> <li>● mutual guarantee</li> <li>● graduated credit</li> <li>● loans made and repaid in US\$ (so unaffected by inflation)</li> <li>● repayment over four months</li> </ul>
<b>Principal structures and partners</b>				
<ul style="list-style-type: none"> <li>● community groups (residents' committees, specially created water committees, users)</li> <li>● service providers: EPAL<sup>3</sup> (water); Urbana 2000 (rubbish collection)</li> <li>● local authorities</li> <li>● municipal authorities</li> </ul>	<ul style="list-style-type: none"> <li>● community level – building on existing structures to form committees at <i>bairro</i>, <i>communa</i> and <i>município</i> levels<sup>4</sup></li> <li>● EPAL</li> <li>● municipal authorities</li> </ul>	<ul style="list-style-type: none"> <li>● existing women's credit structures – <i>kixikilas</i></li> </ul>	<ul style="list-style-type: none"> <li>● local NGOs and church groups</li> </ul>	<ul style="list-style-type: none"> <li>● newly formed, self-selected or elected solidarity groups</li> <li>● aiming for high percentage of women members (to address gender imbalances)</li> <li>● field assistants to facilitate links between groups and institutions</li> </ul>

## Building capacity, participation and democracy: key successes and challenges

### SCSP

#### Successes

Noticeable shift in attitudes and influence seen at all levels:

- in the provincial government's workings and decisions
- local authorities' increased openness
- service providers recognising the value of partnerships
- water committees managing water supply
- residents' committees activated as community representatives.

#### Challenges

To reduce DW's contribution in the construction of latrines (currently 45 per cent), possibly through providing credit.

<sup>3</sup> Empresa Provincial de Agua de Luanda.

<sup>4</sup> District, local and borough level. Luanda is currently reforming its administrative structure.

### LURE

#### Successes

- Improvement of basic services and encouragement of local government provision and accountability.
- Increased capacity of committees (area-based organisations and water boards).
- Piloting beneficiary responsibility for sanitation (through revolving fund loan of 80 per cent, plus 20 per cent deposit of materials).
- Enhancing accountability of service providers.
- Injecting new capital and ideas into existing *kixikila* groups.
- Creating access to the banking system through the group revolving fund mechanism.

#### Challenges

- Increasing community capacities leads to the transfer of political power to the grassroots – which existing power-holders resist.
- For area-based organisations to gain permanency as representative structures requires an enabling environment.
- Empowerment of women.
- In short, advocacy with donors for structural changes that support democratisation.

### SLP

#### Successes

- Gaining support of local authorities.
- DW and CARE have helped found a Forum for Micro-enterprise.
- DW and CARE invited to participate in elaboration of future laws on micro-finance in Angola.
- SLP also linked into Southern Africa Micro-finance Capacity-Building Network.
- Government has introduced micro-finance into Angola's poverty reduction programme.
- SLP approaching sustainability.
- Evidence of increased profits and income.
- Income used for both short-term needs (better food consumption) and longer-term needs (children's schooling).

#### Challenges

- Increase advocacy work to lobby for a favourable future legislation on micro-finance.
- Increase the proportion of women clients in the programme.

Both the CARE and DW Angola's projects presented have built on DW Angola's long-running service delivery and institution-building work in Luanda since 1980.

## Delivering services: observations and conclusions

'We had to find a point of interest, so water was a link because everybody needed water... so we used that as an entry point to other municipal services.'

Tendayi Gwaradzimba, CARE

### Existing versus new community structures

Between them the case studies illustrated the use of both pre-existing and especially created community structures for community organisation around needs and services: residents' committees versus water committees in infrastructure work; and existing *kixikila* credit groups versus newly created solidarity groups in micro-finance.

In the case of infrastructure, although there was clear merit in working with and strengthening pre-existing residents' committees, there was also a need to form new task-specific teams for the management of services. Building strong community

structures requires a clear understanding of the different groups that pre-exist, a clear rationale for setting up additional structures, a clear mandate and agreement on respective responsibilities, and ongoing communication between the different groups. Work can then proceed within the community as a whole to develop the strengths of the different community groups and representatives as appropriate.

The case of micro-finance is not dissimilar. Despite their different starting points, the two projects in fact have much in common. Both use the internationally respected system of the group lending methodology, with loans made to the individual but with responsibility carried collectively. DW Angola's experience has shown it is necessary to work with solidarity groups, and solidarity groups in SLP are created in two ways: one is community-based; the other is with people trading in the same market. Where neighbours do not necessarily know each other, solidarity is achieved where there is a common, in this case financial, interest. Following this definition, the *kixikila* groups are also solidarity groups, and CARE has

plans to expand the current project with the creation of new solidarity groups.

### Membership of the credit groups

Both CARE and DW have a clear selection process and criteria for identifying the economically deprived but economically active people that form their target group. DW uses economic and social indicators (they see wealth ranking as inappropriate given the diversity in the community). CARE uses guided focus group discussions in compiling a participatory baseline survey, with careful fieldwork and cross-checking of information.

### Gender aspects of solidarity groups

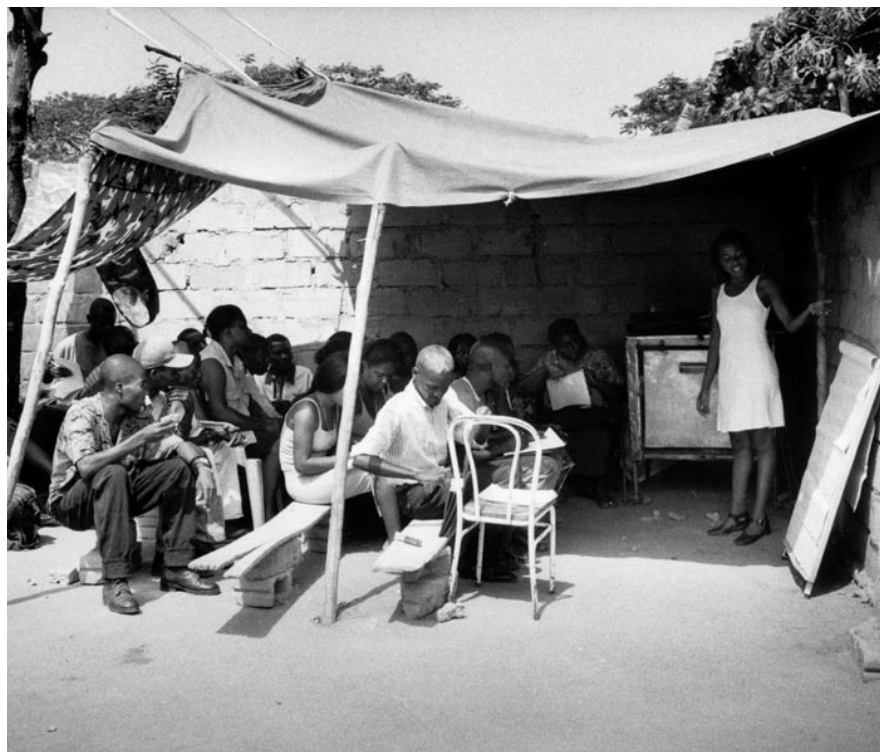
Given the gender imbalance in Angola, there is the risk that one man can wield significant influence on how profits are spent. This prompted a question as to whether there is some mechanism for ensuring that money and profits spent are not influenced unduly by the men in the group. It appears that the SLP project does not go as far as to embrace a strategic

approach to gender. Although there are some mechanisms for counteracting gender imbalances, and incentives for committees to elect women, the project is still essentially a credit programme designed for both men and women, and restricted to working within existing gender norms. There is no additional budget to address gender issues in a more strategic way.

### **Micro-finance for enterprise – is it really the answer?**

The experiences of the micro-finance work, although positive, remain focused on micro-finance for enterprise. However, elsewhere debates surrounding credit have moved towards a broader notion of financial services for households, allowing for consumption and other needs. It might be useful for the LUPP projects to learn from these developments and consider this broader definition in their own future work.

One key point to note was that petty trade is the most oversubscribed, least profitable part of the informal sector. Rather than concentrating resources



A mobiliser provides training for a micro-finance group

in this area, where the opportunities to increase profit margins are extremely limited, initiatives to support enterprise could perhaps focus instead on promoting less oversubscribed areas of work, such as through investment in skills training.

In any case, although credit may indeed be a major constraint to

improving livelihoods, it may not be the highest priority. There may be other, greater constraints hampering people trying to earn a living, such as gender entry barriers to jobs. These constraints need to be identified and tackled.

## Cost recovery and sustainability

In the DW Angola SCSP project, people pay for water through daily or monthly cash payments, with social mobilisation teams carrying out monthly information collection and monitoring of supply. The contributions are split as follows: EPAL receives 30 per cent; local government receives 20 per cent; 25 per cent goes to the maintenance fund; and 25 per cent to the water committee which manages and maintains the water standpipe.

'Residents' committees facilitate the relationship with the communities and the authorities... and they pay for the services provided, particularly the water services. This is a very positive aspect, because the urban population of Luanda usually thinks that the people in the poorer areas do not pay for the services that are created and provided.'

*Salvador Ferreira, DW Angola*

Collecting revenue for services other than water is not easy. At present DW has no cost recovery on the supply of latrines: DW contributes 45 per cent of the cost and the recipient family makes up the rest. The subsidy is important as it encourages a wider uptake of services. DW's approach is that of 'saturation' of a specific area – ensuring at least 80 per cent latrine coverage for an area before moving on to the next one. Only at this coverage can full health benefits be reaped.

Still, DW is exploring possible interventions and technical solutions to reduce their contribution level. One option is to follow CARE's example in the LURE project, in which latrine construction is financed through credit. In this model, beneficiaries bear responsibility for sanitation costs, with a revolving fund loan that covers 80 per cent of the building material costs. On payment of a 20 per cent deposit, they receive the building kit and commit to repaying the balance as a loan. There is a plan to link the latrine programme into the water committees, so that they take on responsibility for recovering costs. However, one implication of the loan approach is that expansion and

coverage of the project depends on the repayment rate, which can be slow.

Another consideration is that there are real opportunity costs in the use of free labour in community action. There may be ways to reduce this cost to community-service-oriented individuals, so as to avoid placing unrealistic expectations on poor residents. One example of this could be through community contracting.

There may be other options for cost recovery of latrines and waste disposal. One suggestion was to cross-subsidise these services through increased water charges. The case for this went as follows. Standpost water at approximately US\$1.50 a cubic metre is considerably cheaper than publicly vended water, which currently sells for US\$11-12 per cubic metre. However, standpipe water is not available in sufficient quantities and residents have to make up the shortfall with vended water. Therefore, while it is possible to produce water for US\$2, residents are currently paying up to US\$12. The proposal was that water be sold on a market basis at a rate somewhere between the current rates for

standpipe and vended water – say US\$3.50 – and the difference between the rate and the cost of supply be used to cross-subsidise other services, such as solid waste collection and drainage. Integrating the costs in this way could ensure greater security of services as well as improved services.

However, this argument fails to consider that the present water system basically serves the ‘Cement City’, whose residents pay next to nothing for the service. Only a very small part of the water reaches the *musseques*<sup>5</sup> – yet the people in the *musseques* are the only ones who are paying. So a better solution would be for those in the Cement City to start paying the same rates as those in the *musseques*, rather than raising prices in the *musseques*.

Another issue in such cases is how far down the line payments should go. Experience shows that people are often quite willing to pay the costs of their branch line and standpipe – the parts that are clearly identifiable as serving them. On the other hand, they are unwilling to pay out for

investment further along the line, such as for water treatment plants and city mains, because they have no guarantee that the money is well used or that their services will improve – well-founded scepticism in many cases. Again, it is debatable whether the starting point should be to calculate full costs for the poorest.

In any case, discussions of charges for cost recovery need to face up to the reality that the systems themselves are completely inadequate for the size of population. The 30 per cent figure that EPAL is currently receiving may not be a realistic price for water in Angola today. Already EPAL is unable to supply enough water to reach existing standpipes, so the reality is that people will not get the services they pay for. Failure to maintain supplies will simply undermine confidence in a sustainable community system. The challenge that remains is how to advocate effectively so that policy makers and donors address this wider issue of adequate service provision.

## Getting the government to listen

‘There has been a shift in the attitude of government towards micro-finance, which has been introduced as an issue in the programme for poverty reduction in Angola.’

*Marinela Cerqueira, DW Angola*

The SLP micro-finance project lays claim to an influence on the government’s emerging micro-finance legislation. The evidence for this was that the Angola Central Bank draft report expressed a need to draw on current experiences to reflect Angola’s reality. In addition, the programme has had the opportunity to discuss and explain issues such as the importance of liberalisation of the exchange rate. And speeches at the first annual meeting of clients delivered by the Central Bank administrators and by the President of the Parliament Economic Committee revealed a positive attitude of the government towards micro-finance. Time will tell whether this confidence is well founded, but the signs so far are positive.

<sup>5</sup> The densely built shanty towns, named after a Kimbundu word for the sandy soil they are built on.

# Basic needs, livelihoods and democracy



This section provides a short overview of some key concepts and cross-cutting themes that emerged, linking the need for recognition of a wider political agenda to back up practical improvements at the community level. A common thread in all of these was the need for advances of a strategic nature in order to make the whole development process meaningful and sustainable.

The most obvious bridge between the practical and strategic was the need for people to link into institutional structures in order to safeguard their access to essential assets and resources. Equally important, if perhaps less obviously linked, was the need to build popular accountability, political participation and gender equity from the local level and at every level beyond. Another feature of these discussions was an ardent appeal for a more open acknowledgement of and stronger commitment to challenging entrenched hierarchies and bringing about a shift in the balance of power.

## The concept of livelihoods: building assets and resources

A livelihoods-based view provides a useful framework for making the link between service delivery and local democracy. The focus of a livelihoods approach is the building up of assets and access to resources as a sustainable response to meeting basic needs. Assets (in an urban setting) comprise social, physical, human and financial assets, and as such include the key elements of the LUPP programme – the building of community organisations, infrastructure development, and micro-finance systems.

In parallel to this community-level work, the building of responsive institutions and effective government (at all levels) is critical to improving access and control of the resources essential for meeting basic needs.

## A livelihoods perspective

'A community has basic needs – food, water, and so on. Angola is in relief mode, just trying to meet basic needs... Paying for water daily is not doing anything to contribute to long-term accumulation of assets... All the LUPP programmes are trying not only to meet basic needs but also to build assets. That's incredibly hard...

'A house is not just shelter... you can sell it, you can open a shop in it, you can rent it out. In the same way, the infrastructure programmes are to do with building assets. What we're trying to do is not just say: "Here's a tap... here's a piece of road." It's using those towards building up assets... involving neighbourhoods in building these things, in running them and crucially, of course, in the management of these activities.

'But of course that's not the whole story. That's just a community-level story. The big issue comes to how you access resources, and crucially, who controls the resources. Almost like a lock and key. If we're talking about micro-finance, we're talking about people getting cash and the ability to access resources. In urban settings it's

the city authorities who control the resources. In Luanda maybe one of the issues is non-elected, unaccountable, under-resourced, overwhelmed city authorities. How on earth can city authorities begin to control or get

involved in resource management when you have the urbanisation race that you do! 'City authorities are just one of the different organisation types that are managing resources. Presumably it's the vendors who are

controlling the water resources – at a horrendously expensive rate. Presumably, we want to do them out of a job.

'Then there's also the water utilities and the continuing issue of privatisation – it can go right or it can go wrong. A year or two ago, the water utilities in Cochabamba, Bolivia, were privatised by a consortium with the British proud at the head of it. The utilities were privatised, and prices went up very quickly to pay for investment for water which will get much better in three years time. But people said: "We want water now!" Riots ensued, people were killed and there was a national state of emergency. This came about squarely because of the privatisation and very bad management of the water resources.

'So who controls the resources is the number one issue... You could argue that in the weakness of the city authorities [lies] the bigger issue of governance. Maybe it is about government and civil society acting together. Governance is ultimately about good control of resources. What the resources are, how they are controlled, and how they are equitably

### **CARE's Household Livelihood Security (HLS) model applied to urban settlements**

- 1 Household members have basic needs such as food, water, shelter, education.
- 2 To meet needs household members access resources or services – water, food, shelter, healthcare, electricity. Most access is gained through payment. Payment is secured by undertaking productive activities – selling labour to gain income to pay for resources.
- 3 There are barriers to accessing resources or services which for the poor usually prevent or reduce the quality and quantity of accessible resources. Two barriers (of which there may be many) are:
  - position in society due to culture, gender, religion, status, or being poor
  - control of resources by structures – government, private sector employers, and processes – laws, and regulations which may discriminate in particular against the poor.
- 4 Depending on the degree of success at overcoming barriers, resources and services secured by household members are used:
  - to meet immediate basic needs
  - to build up assets (social, physical, financial and human) over time.
- 5 Assets are used:
  - to buffer households against stresses and shocks such as sickness, fires, sudden unemployment
  - to increase the ability to improve access, for example, improved education (human assets) may lead to better paid jobs.

distributed. If you look at the LUPP programme, we're strengthening the capacity of NGOs as civil society organisations to be engaged in this area. Presumably that's happening because the authorities are relatively weak. The other half of the story of governance is being used because the authorities are unable to cope.'

*Edited extract from the presentation by David Sanderson, CARE*

### Political economy and democracy

'Access to resources seems to be what we're all moving towards – that's fundamental... But the word politics is always left out, and access to power, and participation... In Angola, crucially related is this build up of some form of participatory democracy, accountability, access to decision-making, not just transparency and accountability, but real power.'

*Guus Meijer, Conciliation Resources*

The language of development often gives the impression of being apolitical. This is simply not the case. The kind of development being discussed here is by definition political. It is time to re-establish the

link between development and politics, and to bring out the active involvement and people at the grass-roots.

'We are about challenging and changing existing roles and relations, between government and citizens, between rich and poor, between service providers and service users, and between men and women. We're talking about a transfer of power, which will inevitably bring conflict. Unless we begin to tackle some of these issues the conflict may just be postponed.'

*Gunnar Aegisson, One World Action*

### Participation and accountability

'Participation is about power relations and it's about politics. We know that poor people participate in a very rational way. They participate when it suits their self-interest. They make choices... What is important is the right to participate... that's what we citizens in European countries demand...'

'Central to peoples' rights to participate is having access to the information and access to the meeting places and the opportunities to meet and discuss and from there have an



Making metal gates for security is good business

GUNNAR AEGISSON

important influence on decisions. Information is essential for accountability.’

---

Helen O’Connell, *One World Action*

Democracy and participation take different forms. In any given context, the cue for defining what action is appropriate in order to support democracy should come from a careful and continual assessment of the state of civil society and community, and not just the strengths and weaknesses of local and national government and the private sector.

Work to strengthen democracy and participation needs to start at the level of the community. In Angola, the whole issue of civic education and citizenship awareness needs to be given greater attention than it is at present. The work begun in Luanda needs to go further, from building local groups, to strengthening networks of local groups, and from there working up to local and national democracy. For this it can learn from the experiences in other countries such as in Latin America and Bangladesh.

## Gender

‘We may have a lot of female-headed households, women may be the main income earners, but we shouldn’t delude ourselves that anything has changed in terms of gender relations and hierarchy... It’s good to do basic needs, it’s good to make women’s lives a bit easier by having nearby water standpipes, but it’s not enough. We need to challenge some of the existing relations.’

---

Gunnar Aegisson, *One World Action*

Equity is an essential element of participation and democracy, and gender equity in Angola has a long way to go. Indeed the figures for Angola paint an all too familiar picture of the position of women – as in many other parts of the world, they are poorer, busier, more overburdened and less well off than men in almost every way imaginable.

In Angola or elsewhere, it cannot be enough just to achieve basic needs, such as improved water and sanitation systems, simply so that women and men can survive a bit more effectively, and work a slightly shorter day. Any attempt to make a

real difference to people’s livelihoods necessarily requires changes in the existing balance of roles and relations, so that assets and resources are available to the whole community in more equal measure.

The research in Luanda has revealed a lack of community and that women are overworked – and has intimated a connection between these two. This mirrors the fact that in most societies women play a critical role in terms of community and family relations. The solution is to create ways to find space within these busy lives to tackle some of the more difficult gender roles and responsibilities. One starting point would be to use the existing structures – micro-finance groups, water and residents’ committees – as spaces to discuss some of these issues.

It is in everyone’s interests to allocate the necessary time and the money to tackle gender issues properly at every level. Without this, none of the development work in any country will be sustainable, and democracy with just half the population will not be worthy of the name.

# Strengthening local governance and democracy

KATE ASHTON



Community water committees manage the water standpipes

Service delivery at community level does not exist in isolation. Functioning and responsive local government and administration are essential for effective service delivery. These are currently absent in Angola. At the same time, civil society is weak. Strengthening local government and civil society is therefore an effective means of achieving long-term improvements to essential services; and it is also fundamental to the shift from short-term survival to longer-term development.

## Building local democracy

### Building assets and institutions

The livelihoods model has shown how institutions and organisations are part and parcel of the assets that people require for their survival and development.

Organisations are very important assets, and where they are weak, as in Angola, they must be developed – at community, local and national government level. This organisational weakness exists in Africa and elsewhere, and there are no recipes for success; everyone is feeling their way. One piece in the jigsaw is to build accountability and trust between members. Where accountability and trust are weak,

small-scale organisations may give people experience in working together to build trust and reciprocity. Good governance depends on these assets, and experience within small organisations may be useful in future in larger organisations promoting democratic governance. This is the key behind DW's approach in experimenting with different training strategies. The attempt to build an accountable relationship between the water provider and others is a test in how to build organisational assets.

Experience from Cambodia may be relevant to Angola here. During its period of reconstruction, Cambodia also suffered from a lack of community organisations and trust. Nevertheless, the urban poor have organised themselves into federations, formed partnership with municipalities, and begun to tackle

issues of land rights and access to services and capital. These are all areas that urban communities such as those in Angola need to develop further. All these experiences can contribute to informing the development of a more generic process to build these assets nationwide.

### Institutions versus organisations

Interchangeable use of the terms 'institution' and 'organisation' often risks missing an important distinction. Institutions, as the defined rules and norms that govern the social relationships that already underpin access to housing, shelter and so on, do exist. In the course of building formal organisations, it is important not to disrupt these social relationships, but rather to build on them.

### Strengthening traditional institutions – or reforming local administration?

In the course of displacement and migration, many traditional institutions are apparently lost. A common assumption that chiefs hold the key to reviving these traditions is

not always accurate; in Angola, the colonial system impacted and possibly destroyed traditional leadership ideas.

Indeed where restoration of traditional institutions may be possible, it may not be desirable. African chiefs are rarely poor, given their prime access to resources, and the parallel need for transformation may present an equal or greater challenge. In the case of the DFID-supported restoration of chiefs in Sierra Leone, the revival of village-level meetings gave people a voice and tremendous energy in asserting views and raising issues. Yet the programme also veered towards a house-building project for the chiefs.

Nevertheless, there are traditional institutions that could have contemporary relevance and development organisations should be alert to these. Two examples from Angola are *ondjuluka* and *ondjango*<sup>6</sup> (see panel).

The focus on meeting places struck a chord with the issue of information as a key to knowledge and achieving

<sup>6</sup> *Ondjuluka* and *ondjango* come from the Umbundu language of Angola's Central Plateau.

## Ondjuluka and ondjango

*Ondjuluka* is the traditional practice of reciprocity, originally in an agricultural context. Under this system, there were no guarantee of favours returned, but the practice was linked to and reinforced social networks. In rural areas this institution is now very weak, due to colonial era changes, but it survives as a sense of duty to help one another. Perhaps this idea of generalised reciprocity could be transferred to urban areas to reinforce ideas of mutual aid.

*Ondjango* is the traditional village meeting place, which has long reinforced social networks and cohesion and been the focus for resolving problems. Development organisations forget this, but this is a place where you can reinforce social networks. In displaced people's camps people often say they want *ondjango*, a place to meet and discuss and resolve problems, before water, before anything else. In poor urban areas, churches have taken on this role – but where it does not exist it is a real loss.

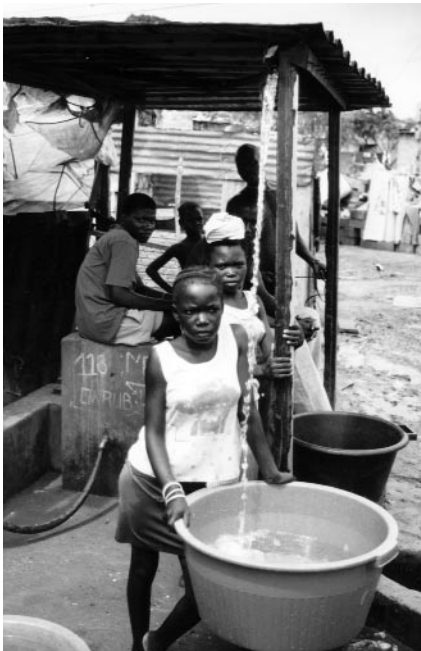
practical results. In keeping with the livelihoods model, information is one of the keys to enabling people to bring their own resources and networks to bear to tackle issues at a local level. Support for this approach requires a shift in funding mechanisms, whereby donors take a step back from the development process and simply provide the funding – through NGOs or other mechanisms – to allow locally defined development to take place. Precedents for such an approach include SPARC in India and the Orangi project in Pakistan.

There was therefore clear support for reviving traditional institutions. However, there were concerns about the potential to adapt, use and still democratise traditional structures. An example from Lubango of a traditional structure run by young people and with a woman treasurer was seen as an exception rather than the rule, not just in terms of democratisation but also in terms of its hard-won donor support.

An alternative strategy suggested was to transform existing local

government administrative structures to make them more accountable and democratic. Elsewhere, the point was made that local government is not just a technocracy but a political bureaucracy, influenced by local politics and individual councillors. The focus on capacity building has a tendency to ignore this political reality at its peril.

KATE ASHTON



Domestic work, including fetching water, takes more than a third of a girl's day

## Promoting good governance through example and advocacy

'The Luanda urban project is a laboratory, but also a forum for negotiation between service providers, local government, and community-based organisations... The provincial government in Luanda is seen as a laboratory as well for a strategy of decentralisation... The capacity-building strategy for building civil society has had a direct impact... The vocabulary that the government is now using in talking about peace and about their future vision of elections and democracy in the next couple of years is very clearly due to the pressure from inside the country, due to the pressure of civil society.'

Allan Cain, DW Angola

## The rise of policy and governance in Angola

'Evolution of policy and governance in Angola: ...1991 political reforms and ceasefire... publication of freedom of association released forces within civil society (churches and party

organisations on both sides)... September 1992 democratic elections – national and local – with over 90 per cent participation... international community failed to stand by results... led to return to war... major humanitarian destruction... 1994 and 1998 failed peace negotiations between the government, UNITA and UN – civil society left out and discouraged... weak international support left international community discredited...

'Following these events, the international community, with the exception of the IMF and World Bank, has lost leverage in influencing the Angolan government. However, there is currently an uncommon temporary alliance of interests between civil society and the international development banks. There is movement and there are opportunities in partnerships (such as DW's partnership with Angolan civil society and key actors) on practical and policy decisions and on ending the war.

'Nascent municipal reforms in Luanda are upgrading local administrators and giving fiscal autonomy to municipal structures, and piloting a new model for local government elections. DW's

long-term involvement with local government has provided opportunities for inputs to these policy debates – for example, the World Bank’s urban infrastructure programme has drawn on the DFID-supported pre-LUPP work on the upgrading of local services. Meanwhile, the community service management model developed by DW and its partners is being continually upgraded.’

Adapted from the presentation by Allan Cain, DW Angola

## A gradual process

In terms of process, participation, teamwork and partnership are all new concepts to Angola. In the short term, these can lead to changes in people’s attitudes and visions on the ground and from there begin to influence decision-making. In the medium term they can impact policy development and make scaling up both possible and likely – and as such they provide a good return on investment.

Although there may be a question mark over the degree to which the Angolan government wants local government and democracy, the

current decentralisation of local administration is the first step. The expectation is that this will lead to councillors and local representation in provincial parliaments in future, as happened in South Africa – and that those leaders will have a political role when the process of decentralisation is instituted in the next few years.

## Building on firm foundations

In the end, local government reform is a top-down process that has to come from central government. But in building representative democracy, the details of the representative and accountability systems that are created are crucial. Above all, it is important to learn from and build on local experience from the bottom up, rather than impose an external blueprint that ignores locally specific realities past and present.

## Leading by example

The Luanda Urban Poverty Programme (LUPP) is an example of how international NGOs and civil society can enter a partnership with government and service providers at the local level. The programme is an

exercise in local democratic development, building support for local leaders and management and putting pressure on service providers and local government for better social services. The initial focus must be on building capacity at a local level, strengthening civil society voices, and changing and influencing government policy. The projects have succeeded in facilitating communication and dialogue so that communities can put pressure on local government.

The evolving experience of LUPP has been used as an example and lobbying position to influence government at the broader level in the development of policy, systems and legislation for the wider benefit of local communities. This kind of pilot programme both gives partners and colleagues a platform to speak from and also provides demonstrations of good practice. Examples abound of lessons and proven field experience from these programmes informing local and national policy, such as the development of banking systems and credit legislation, local government systems, community-led service provision, the work of humanitarian and community rehabilitation

commissions, and the Habitat agenda of 1996. And the World Bank urban infrastructure programme is now adopting the community management model as part of a major US\$60m urban development programme.

### **Constructive engagement with a unified voice**

However, there remain limits to what NGOs can achieve as well as questions regarding where to go from here, and how to apply the experiences from Luanda more widely. The challenge for an NGO is how to engage with the broader issues beyond the community level – income, employment, HIV, governance and so on. In many cases, the best approach is not to criticise but to work constructively and positively with the authorities. NGOs are beginning to take on this role of engaging with the systems to make them better, through, for example, influencing the development and implementation of legislation. It is a vast problem that will take time to resolve, but it is critical for long-term development that NGOs do engage on this level.

This can present NGOs with considerable practical challenges as

well as charges of overstepping their mandate. At a local level, there are questions as to when it is appropriate and cost-effective for NGOs to be directing resources to building the capacity of local government to respond to civil society, rather than building up civil society to pressure local government. And at a national level, there are questions as to how NGOs can influence when they are at times excluded from policy-making fora, perhaps because the messages they bring are unpalatable. One way that NGOs can meet these challenges and strengthen their advocacy is through speaking with a more unified voice, and basing their arguments on good programmatic evidence. NGOs need to work together to come up with effective ways of doing this.

### **The need for government buy-in**

‘Comprehensive, integrated, poverty reduction could be undertaken... but it [is] an expensive process. When the money runs out, some people are left with improved conditions and potential of improved livelihoods, but it’s not a continuous improvement process. Bilateral agencies like DFID

operate on funding across a very time-bound period, that gives an opportunity to be innovative but doesn’t take a long-term perspective... One of the biggest lessons is that the long-term perspective is absolutely vital, and the kind of attitude that a government and especially a local government will have in respecting the ideas and interventions that the funding was designed to help with.’

**Michael Mutter, DFID**

Donors appreciate the need for effective service delivery programmes to be linked to wider influence of the government agenda. Donors’ involvement is by definition specific and time-bound, which allows for the funding of innovative work such as LUPP. However, if these innovations are to lead to large-scale, sustainable improvements, it is essential that the government assume responsibility for the long-term implementation of services based on these successful models. Therefore it is critical that, as with LUPP, NGOs understand and work towards this long-term aim of government buy-in.<sup>7</sup>

---

<sup>7</sup> For more details on the DFID strategy papers, see further reading (page 36).

## Voice and influence at national and international level

As well as promoting good practice and engaging in specific policy developments, it is important that civil society actors be involved in national-level programme planning too – both in the national and international arenas. Key opportunities include development of World Bank/IMF Poverty Reduction Strategy Papers (PRSPs), EU country strategy papers and ongoing annual reviews, and regular UN reporting mechanisms and fora such as the forthcoming Special Session on Children. These international-level processes provide important opportunities for NGOs to present their positions and visions and to call for the government to be held to account.

Northern NGOs may have a role to play in lobbying to open more of these processes to NGOs. Civil society needs to demand genuine involvement in these processes and to grasp the opportunities that are presented to them. And NGOs at key international workshops and meetings must take on a more representative role and raise



DW staff discuss the location of water standpipes with community members

GUNNAR AEGISSON

the key issues of the NGO community as a whole.

Meanwhile NGOs must work hard to find democratic ways of creating maximum political leverage at home, through building the strength and unity of civil society to make the leap from influencing local to national-level agendas.

Once again, what is required is the development of a common strategy to engage with the government in an intelligent – not necessarily confrontational – manner.

# Final reflections



GUNNAR AEGISSON

Angola is often seen as special case due to its long-running, chronic emergency status. Even within this context, however, the work running up to and including the LUPP programme has used strategies with a longer-term view. The description of LUPP as a laboratory is a legitimate one, and the successes of its field-tested approaches and results can serve as useful models for the growing number of countries in a state of chronic humanitarian crisis.

'Angola is an extremely difficult context, and the work that DW is doing, and Save the Children and CARE, is quite remarkable in that context – trying to link very basic needs, service provision, to civil society strengthening, which hopefully will lead to a strengthening of democracy and to longer-term peace and stability in the country and in the region. So it is quite a challenge... The question was raised this morning, why link the service provision to local democracy? For me it's about sustainability.'

---

Helen O'Connell, One World Action

In Angola itself, the work is far from over. International NGOs have stolen a march on the international community, by working in the present while recognising the challenges and also taking a long-term view. Now bilateral and international agencies need to start to engage with the Angolan government for the country's long-term future and support Angola in the development of democratic structures and systems for social, political and economic development that will benefit all its people.

## Appendix One: Seminar Programme

### Turning on the taps...

Luanda, Angola: Lessons in basic service delivery and local democracy

One World Action Seminar

1 Birdcage Walk

Westminster

London SW1

16 May 2001

9.00	Registration
9.15	<p>Welcome and setting the scene</p> <p><b>Graham Bennett</b> One World Action</p> <p><b>Gunnar Aegisson</b> One World Action</p>
9.30	<p>Defining the community</p> <p>Chair: <b>Graham Bennett</b> One World Action</p> <p><b>Paul Robson</b> Researcher, Development Workshop Angola / ADRA</p> <p><b>Gunnar Aegisson</b> One World Action</p> <p><b>Mark Wright</b> Luanda Urban Child Welfare Project, Save the Children UK</p>
10.15-10.45	Open discussion
11.15	<p>Delivering the services</p> <p>Chair: <b>Gunnar Aegisson</b> One World Action</p> <p><b>Salvador Ferreira</b> Sustainable Community Services Project, DW Angola</p> <p><b>Tendayi Gwaradzamba</b> Luanda Urban Rehabilitation and Micro-enterprise Project, CARE International UK</p> <p><b>Marinela Cerqueira</b> Sustainable Livelihoods Project, DW Angola</p>
12.30-13.00	Open discussion
14.00	<p>Service delivery and local democracy</p> <p>Chair: <b>Ruth McLeod</b> Homeless International</p> <p><b>Allan Cain</b> Development Workshop Angola</p> <p><b>Michael Mutter</b> Department for International Development (DFID)</p> <p><b>David Sanderson</b> CARE UK</p>
14.45-15.45	Open discussion
16.15	<p>Summary and conclusions</p> <p><b>Helen O'Connell</b> One World Action</p> <p><b>Carole Rakodi</b> Cardiff University</p>
17.00	Close

## Appendix Two: List of participants

Eva Adrian	One World Action	Guus Meijer	Conciliation Resources
Gunnar Aegisson	One World Action	Michael Mutter	DFID
Kate Ashton	One World Action	Bernadette Nee	European Research Office
Magdalena Banasiak	DFID		
Peter Barker	WEDC	Helen O'Connell	One World Action
Graham Bennett	One World Action	Daniel O'Mahony	DFID
Allan Cain	Development Workshop	Celia Petty	Save the Children
Marinela Cerqueira	Development Workshop	Margo Picken	London School of Economics
Ann Condy	Consultant – DFID	Julie Porter	One World Action
Tim Craddock	DFID	Carole Rakodi	Cardiff University
Cormac Davey	DFID	Virginia Roaf	Water Aid
Amanda Duff	DFID	Paul Robson	Development Workshop
Santinho Ferreira	Development Workshop	Monica Rosario	CARE
Ingrid Fossgard	DFID	Jenny Rossiter	Urban Development and Housing
Tendayi Gwaradzimba	CARE		
Nick Hall	South Bank University	Andy Rutherford	One World Action
Tracey Keatman	Water Aid	David Sanderson	CARE
Nicola Keller	IIED	Eli Sletten	NORAD
Bill Kilby	DFID	Oliver Sykes	Christian Aid
Sunil Kumar	London School of Economics	Henry Thompson	RHS Associates
Jonathan Latchford	One World Action	Debra Vidler	ACORD
Sarah Le Breton	Report Writer	Alex Vines	Human Rights Watch
Oscar Marleyn	South Research	Patrick Wakely	Development Planning Unit
Ruth Mcleod	Homeless International	Mark Wright	Save the Children

## References and further reading

Aegisson G, 2001, *Building Civil Society – Starting with the Basics: Sustainable community services in Luanda, Angola*, One World Action, UK

Aegisson G, 2001, *Construir a Sociedade Civil – Principios Elementares: Servicos comunitarios sustentaveis em Luanda, Angola*, One World Action, UK

DFID, 2001, *Meeting the Challenge of Poverty in Urban Areas: Strategies for achieving the international development targets*, Strategy Paper, DFID, UK

One World Action, 2001, *City People, A Partnership for Change*, Issue 16, Spring 2001, One World Action, UK

One World Action, 2000, *Developing Gender-Sensitive Local Services*, Seminar Report, One World Action, UK

One World Action, 1999, *Influence and Access – Local Democracy and Basic Service Provision*, Seminar Report, One World Action, UK

Robson P (ed.), 2001, *Communities and Reconstruction in Angola: The prospects for reconstruction in Angola from the community perspective*, Development Workshop Occasional Paper No. 1, Development Workshop, Canada

Robson P, 1999, *DW Angola: A profile of Development Workshop Angola*, One World Action, UK

Van der Winden B (ed.), 1996, *A Family of the Musseques*, One World Action, UK / Worldview Publishing

Written by Sarah Le Breton

Edited by Gunnar Aegisson

Designed by Gill Mouqué

Published by One World Action

December 2001

COVER PHOTO: Basic access to clean, safe  
water – a DW standpipe in Luanda,  
Angola (photo by KATE ASHTON).

How do you strengthen civil society and local democracy in situations of urban poverty, where the poor lack access to basic services and the political influence to effect change?

The central purpose of the seminar was to discuss this challenge, with experiences from Luanda, Angola, suggesting that one way is to involve local communities in the delivery of basic services, in partnership with local government and local service providers. As well as resulting in better services, this process can start to strengthen civil society and democracy and create the conditions for more sustainable development.

ONE WORLD ACTION  
Bradley's Close  
White Lion Street  
London N1 9PF

Tel 020 7833 4075

Fax 020 7833 4102

Email [owa@oneworldaction.org](mailto:owa@oneworldaction.org)

Web [www.oneworldaction.org](http://www.oneworldaction.org)

Charity Reg No 1022298

# Turning on the taps...