



The Luanda Urban
Poverty Programme



November 2005



The Luanda Urban Poverty Programme (LUPP)

Luanda Urban Poverty Programme (LUPP) is a partnership between CARE International, Development Workshop, Save the Children UK and One World Action. The LUPP is supported by the Department for International Development (DFID)

What we do in Angola

The challenge of urban poverty is immense in Angola. LUPP partners work in collaboration with the Angolan Government to meet its declared Poverty Reduction Strategy goal of halving poverty levels by 2015 and to meet the Millennium Development Goals. LUPP promotes pro-poor and inclusive policies to guarantee the provision of basic services and improved livelihoods for Angolan citizens.

LUPP seeks to contribute to poverty reduction in Luanda by:

- Testing models, methods and approaches which provide solutions to address urban poverty.
- Working with communities and civil society to help them resolve their own problems in collaboration with local government.
- Supporting mechanisms of dialogue between Government and civil society to address priority issues.
- Working in partnership with decision makers in the implementation of policies to reduce urban poverty.

Which sectors are we involved in?

- Basic services – water, household and public latrines, rubbish collection and community crèches.
- Livelihoods – micro-credit, savings, consumer cooperatives and Business Development Services (BDS).
- Community development with non-governmental and community organisations.
- Participatory planning at municipal and comunal level.

Where do we work?

4 municipalities in Luanda

- Kilamba Kiaxi
- Cazenga
- Sambizanga
- Cacucaco

(cover)

As an approach to reduce poverty among the extremely poor, LUPP has piloted consumer cooperatives, aimed at reducing the cost of six basic products including rice, beans and maize to poor households by bulk buying. As inflation has fallen, this model has become more viable and is helping families to reduce costs by 25%. In some cases, households report having increased the number of meals from 2 to 3 per day and using savings to support children attending school.

(left)

Mako Kiamkavo is a member of solidarity Group called "Amor de Deus". Mako bakes bread and cakes for local consumers. Microfinance promotes active participation of the poor in the national economy.



What is LUPP?

The Luanda Urban Poverty Programme (LUPP) has been ongoing since 1999, implemented by four international NGOs – CARE International, Development Workshop (DW), Save the Children UK and One World Action. It is supported by the Department for International Development (DFID). The current phase, LUPP2, started in April 2003 and runs until September 2006, building on the experiences of the first phase. LUPP2 is implemented in four of nine municipalities in Luanda, namely Sambizanga, Cacuaco, Cazenga and Kilamba Kiaxi.

In the post war era, local produce is now reaching the market places. Access to micro-credit is an important mechanism to re-establish rural urban market relations and the training which is part of LUPP is helping consolidate businesses.

Context

While Angola is currently reaching one of the highest rates in macro economic growth in Africa, the majority of its population remain poor to extremely poor and this will not change unless governance improves at all levels. The Government has to be held to account for the Millennium Development Goals and be supported in trying to achieve them.

The challenge of urban poverty is immense in Angola. Mass migration to the cities has brought significant stress on physical infrastructure and led to rapid degradation of urban settlements and the complete collapse of social services. A city built for 400,000 people, Luanda now has a population of over 4 million. Approximately 70% of the urban population of Luanda live in the musseques (peri-urban shantytowns in Luanda), where public services function to a very limited degree and the infrastructure that does exist has deteriorated due to negligence, lack of maintenance and lack of sufficient qualified staff. People in the musseques have great difficulty in securing economic livelihoods. More than 70% of the population depends on trading in the informal sector. As many of the musseque inhabitants are war-displaced, much of this migration has been on an individual or family rather than community basis. Social cohesion amongst such groupings is weak and is further compounded by high degrees of mobility. However, more permanent social structures do exist including traditional women's' savings groups (kixikilas), churches and faith-based organisations and Residents' Committees, which represent government at the lowest level (comuna). Local authorities have limited capacity. There is limited participation of citizens in decisions that effect their lives.

To ensure that sustainable change is made to reduce poverty, the capacity of citizens to demand their rights to basic services and to dialogue with local authorities needs to be strengthened. Active citizens need to be supported to participate in planning processes for local services and local authorities provided with technical and managerial support to create the conditions for effective service delivery. In short, there must be a focus on the interface of effective state institutions with active citizenship.

Civil society needs to grow in capacity to articulate demands for poverty reduction and to enhance dialogue and engagement with local government. Poverty reduction cannot be achieved without significant changes in the profound inequalities that exist in Angola and without bringing in the many groups that are currently socially excluded.

Implementation of the decentralisation process and inclusion of key Millennium Development Goals (i.e. health and education) in the Government of Angola's own programmes provide great opportunities and entry points to continue to promote pro-poor policies and good governance in Angola. To support the Government of Angola's own plan to reduce poverty will require a great deal of drive and commitment and the allocation of funds at the lower administrative levels. Most importantly it will require active citizens to be organised, able to articulate demands and to plan and dialogue with local government. It is essential that countries which benefit from Angola's oil wealth also invest in more effective systems to ensure that economic growth is inclusive and narrows the increasing gap between rich and poor.

What does LUPP do?

LUPP partners work in collaboration with the Government of Angola to support the government to meet its declared goal of halving poverty levels by 2015. The programme is implemented in partnership with civil society organisations, NGOs, service providers and government departments/ministries. LUPP engages to promote pro-poor policies, especially in seeking to guarantee the provision of basic services to Angolan citizens.

The purpose of LUPP2 is to influence equitable, inclusive, pro-poor policies and best practices for Angola for poverty reduction in urban Luanda. The policy influencing agenda is the overarching framework of the programme. LUPP seeks to influence poverty reduction in Luanda by:

- Demonstrating effective, sustainable, inclusive and replicable best practice strategies (models, methods and approaches) for basic service delivery (water, sanitation, rubbish collection, community crèches), livelihood support (micro-credit, savings, Business Development Services (BDS) and consumer cooperatives), social capital, governance and poverty reduction more generally which can be effectively replicated in poor urban areas to bring about positive change in the lives of poor urban families;
- Facilitating active learning and understanding on urban poverty issues and policies by key stakeholders and producing strategic information on the lessons, messages and methods emerging from the models and approaches, adapted to demands for policy relevant information;
- Strengthening the commitment and capacity of local authorities and civil society to promote and implement inclusive and participatory local development;
- Promoting greater engagement, inclusion and accountability between government and civil society on urban issues, largely through the creation of spaces in which different actors can come into contact with the lessons, messages and methods, absorb their implications and take forward the work of integrating them into policy and practice.

Simão Marcos Mengi has received four loans of micro-credit and has established a small shop. To make these interventions sustainable, LUPP plans to establish an independent micro finance institution, KixiCredito in 2006.

Achievements to date

LUPP is achieving real impact both in terms of policy influencing at a strategic level as well as making a difference at a practical level in the lives of poor women, children and men. LUPP has a proven track record of making a difference to building more accountable local governance in a very difficult environment. LUPP is becoming a ground-breaking example of policy influencing in an extremely difficult environment in a fragile state. LUPP has brought together methodologies and approaches in micro finance, water and sanitation, business development services, participatory urban governance and early childhood development that have become models for the Government of Angola, non-government and private sector actors and are being replicated in Luanda and beyond.

Micro finance

LUPP was the first programme to develop and test micro finance models in Angola. Through its direct work in micro finance, LUPP has gained the credibility to successfully influence the Government of Angola, National Bank of Angola and private business in their models for micro finance. On the level of influencing the policy and practice of others, LUPP has:

- Provided influential technical input on the drafting of new legislation on financial institutions to ensure that there is provision for micro finance. This was adopted and the legislation was approved in 2004. Since the legislation was passed, the National Bank of Angola has started to issue temporary licences to savings and loans associations and cooperatives.
- Provided the drive, technical and financial support to establish RASME (Angolan Micro Enterprise Network) comprising Government, NGOs and private business interested in micro finance. RASME has facilitated Angola's engagement with micro finance initiatives within the region, promoted learning on models and is beginning to branch out to promoting private initiatives with the private sector in Angola. RASME organised the first Micro Entrepreneurs Fair, has attracted interest from the French Cooperation (facilitating RASME's strategic planning process) and the Guichet Unico de Empresas has requested membership. Fina ELF has adopted RASME's best practices on Business Development Services.

This level of external influencing was made possible by LUPP's groundbreaking work in micro finance and business development. LUPP established micro credit and savings solidarity groups and by November 2005 has already reached more than 5,900 business people through solidarity groups, of which 58% are women. More than \$77,000 of accumulated savings has been generated. To make these interventions sustainable, LUPP plans to establish an independent micro finance institution, KixiCredito, in 2006. KixiCredito will fill a gap in providing smaller loans for the poor than Banco Sol and other institutions are able to provide.

Business Development Services

LUPP has supported the creation of an independent Business Development Service that is now 100% sustainable. LUPP began by training trainers and the best of these have subsequently established an independent demand-driven private business providing business development training to entrepreneurs.

Cooperatives for the extremely poor

As an approach to reduce poverty within the extremely poor, LUPP has piloted consumer cooperatives, aimed at reducing the cost of six basic products, including rice, beans and maize, to poor families by buying commodities in bulk. As inflation has fallen, this model has become more viable and is now helping families to reduce costs by 25%. There are now seven consumer cooperatives, each of which is 100% sustainable, with 725 people benefiting directly. In some cases, families report having increased the number of meals from 2 to 3 a day and using savings to support children attending school and to receive health care. The key beneficiaries from the cooperatives have been widows and vulnerable children.



Lack of a waste management strategy for the informal sector has resulted in years of accumulated rubbish. LUPP has tested sustainable, efficient and replicable solutions for waste management in peri-urban areas on a local scale. LUPP has been able to demonstrate a willingness of citizens to pay for services that function effectively. This has influenced the Ministry of Energy and Water's new cross-subsidy policy.



The vast peri-urban areas around Luanda, where 70% of the urban population live, are supplied by private water sellers who provide an irregular service, supplying untreated water at a high price. LUPP has increased by 100% the amount of water people can access through the construction of community-managed standposts.

Water and sanitation

LUPP has established and tested approaches to and methodologies for water and latrine supply as well as solid waste disposal with a focus on the hard to access peri-urban areas. The greatest achievements have been to shift thinking within Provincial Government, Municipal Authorities and the Water Authority towards community-managed systems with significant involvement of citizen's organisations (water committees federated into Associations and Area Development Organisations). This model allows for citizens to make demands on the authority for the installation of systems and ongoing water supply, as well as for citizens themselves to undertake the basic standpost maintenance.

Some 4,250m of water pipes have been rehabilitated between the Municipalities of Ngola Kiluange and Kilamba Kiaxi and the comuna of Hoji Ya Henda and 65 standposts have been built, providing water to some 74,000 residents. These have almost doubled the water supply per capita in those areas to 15 litres per day and illnesses associated with the quality of water have fallen. Importantly, the cost of water is much lower than that supplied by private vendors.

In terms of sanitation, households have demonstrated a preference for pour flush rather than dry latrines. In the project areas, residents have been provided with technical models and encouraged to build their own latrines. Some 3,500 household latrines have been built during the life of the programme, plus 39 school latrines and 2 sets of latrines in market places (serving 1,200 vendors and clients). The combination of these efforts has reduced open-air defecation in the project areas and improved environmental hygiene. Again, citizens in the project areas report reductions in illnesses associated with poor hygiene and sanitation.

Regarding solid waste disposal, LUPP has been able to demonstrate a willingness of citizens to pay for services that function effectively. This has influenced the Ministry of Energy and Water's new cross-subsidy policy. There remain many issues to resolve in this area, especially in relation to the need for decentralised waste processing stations and transfer stations. However, the LUPP experience of establishing the waste management model for the market as a private sustainable company servicing four market areas and 1,600 residents in Kilamba Kiaxi has been important and the Provincial Government continues to learn from LUPP's experiences and technical advice. The new Luanda waste removal strategy has been informed by LUPP models. Citizen's groups established through LUPP have also been able to influence how the local operators function in relation to waste removal brigades and transfer stations.

Urban governance

In urban governance, significant advances have been made in developing approaches and methodologies for citizen/municipal engagement and dialogue. These are demonstrating that it is possible to develop greater accountability to citizens in local governance while also enhancing the effectiveness of local governance. Municipal Administrations are beginning to recognise the importance of dialogue. In a recent reshuffle of Municipal Administrators, the Deputy Governor of Luanda advised the incumbent Administrator of Kilamba Kiaxi to understand and strengthen the Kilamba Kiaxi Development Forum. This is a very significant step forward. Approaches have been made for support to replicate the models from Municipal Administrations in 17 of the 18 Provinces of the country.

The models can be broken into three areas:

- i) **Forums and assemblies** that bring together municipal residents with local administration to plan jointly for municipal development, assess progress and access funding for new projects. A Municipal Development Forum was created in Kilamba Kiaxi that has met 24 times since LUPP began and has a membership of some 500 representatives of all sections of the local community. The Kilamba Kiaxi Development Forum (KKDF) has established a secretariat and created a Municipal Development Fund that is conceptualised as a tool for participatory planning, transparency and accountability. In a similar mode, a representative Consultative Board has been reactivated in Hoji Ya Henda with the support of LUPP, that meets every quarter to review reports from the local Administrator, service providers, the policy and civil society organisations and plan for the next quarter.
- ii) **Local area associations, NGO consortia, water committees, youth groups, parent committees (crèches)** and others that provide spaces for inclusive representation and planning from the bottom-up. These feed into planning processes at Comuna and Municipal levels and demand the rapid resolution of problems such as breaks in the supply of water to standpipes and electricity failures.
- iii) **Capacity building for local administration and government.** This has involved feeding into courses provided by the Institute for Local Administration, providing opportunities for Municipal Administrators from other areas of the country (Huambo, Huila, Benguela, Kwanza Sul) to visit the KKDF and discuss local governance. Opportunities have also been provided through LUPP for exchanges with local governance in France and Portugal. In addition, support is provided through LUPP to establish information management capacity inside Municipal Administrations and the Provincial Government, including Geographical Information Systems, maps, and support in monitoring progress against Municipal Plans.



Case Study:

Holding service providers to account in Hoji-Ya-Henda

The Hoji-Ya-Henda comuna lies at the outskirts of Luanda, where service provision is often unreliable. Most residents obtain their water from water tanks or stand posts provided through LUPP, which serve over 30,000 people in this comuna. On average, local residents get water 15 to 20 days in a month which is supplied by the water company, EPAL, through their stand posts. Last March no water came through the standposts and EPAL provided no explanation to their clients directly or through the water committees associations, which manage the stand posts on behalf of the communities.

During the quarterly local consultative council in Hoji-ya-Henda in April 2005, representatives from the Association of Water Committees were able to raise this issue in the discussions with the water company. EPAL agreed to respond to the water supply problem. Three days after the meeting, water supply was restored in a record time and 30,000 people, the majority of whom are women and children, had access to water again. This shows how local associations can use the emerging spaces for dialogue to improve accountability of service providers and authorities to citizens at local level.

(above)

Dombaxi Salomão, the Comunal Administrator in Palanca, meeting people at the end of a session of the Municipal Development Forum in Kilamba Kiaxi. The Municipal Development Forum is an open space where different stakeholders meet regularly to debate problems and possibilities for local municipal development.



Tabita Matias drops her three year old son, Matias Geldon, off at the crèche on her way to a days work in the market, confident that he will be safe in the care of trained professionals.

Early Childhood Development (ECD)

Models for ECD for the poor are especially important for three reasons:

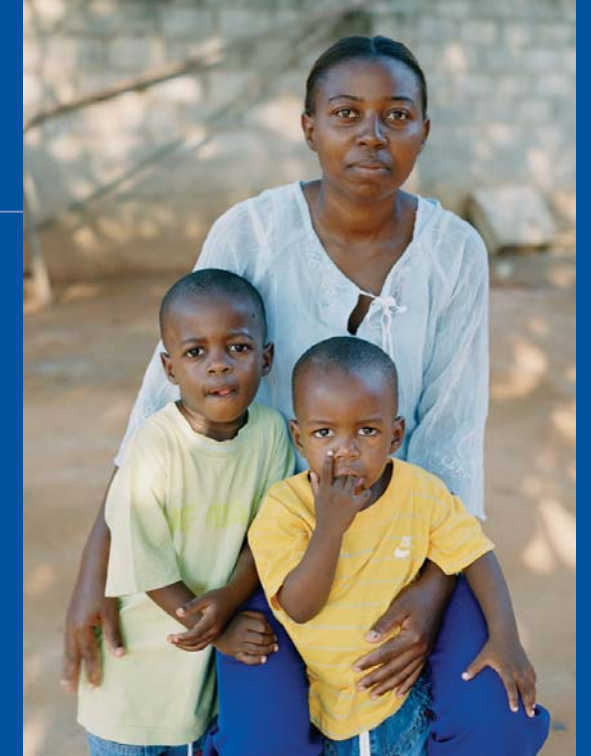
- i) they provide poor children a 'head start' that has been shown to have a sustainable impact on school success
- ii) they improve children's overall protection and health as they are no longer spending all day in market areas or left on their own in their neighbourhoods or in the care of older siblings who are now able to go to school
- iii) they allow women to work more hours and to concentrate on their businesses.

Although the Government of Angola had promoted community-based crèches in the early 1990s, they had only functioned through a top down model with MINARS (Ministry of Social Reintegration) personnel running the crèches. LUPP has developed a sustainable community-managed crèche model that is not dependent on MINARS personnel, although MINARS is creating the regulatory framework and will provide technical support. In September 2005, MINARS transferred USD\$110,000 to 11 provinces to build 110 crèches which will reach around 9,000 children in 12 months. In addition, MINARS is providing more intensive support to pilot the model in three provinces. This is regarded as a considerable success in increasing childrens' access to early childhood development. A national NGO, Kandengues Unidos, specialising in work with children, has been supported to expand its remit to training childcare workers and develop a training programme with MINARS for ECD workers.

In order to demonstrate and test the model, LUPP established 24 community-based crèches, serving over 1,000 children. One hundred and ten caregivers have been trained and parents' committees established in 80% of crèches. In Cazenga, the Provincial Government has appointed an Early Childhood Focal Point; this is a new post, demonstrating the importance now given to early childhood development. Families report improved child health and development, which will improve their childrens' transition to and retention into primary school. They also report an impact on increasing household income as women can invest more time in productive work.

Key achievements

- LUPP has gained the credibility of government partners through its continued and long-term engagement and its ability to demonstrate pro-poor and inclusive approaches.
- LUPP has played a role in putting urban poverty high on the public policy agenda. As a result of LUPP advocacy and proactive engagement, the Government of Angola have established a National Urban Forum.
- Government partners at all levels are now raising urban poverty in open forums. It was agreed that even 'lip service' is a credible first step in the Angolan context which has had limited exposure to best practice development and poverty reduction over the last 30 plus years. With LUPP's constant and proactive engagement, awareness and depth of understanding are increasing. It takes time. Engagement requires credibility and trust, which the LUPP partners have now gained.
- Policy makers and practitioners are listening. LUPP is seen to have expertise to share with legitimacy demonstrated from working in the peri-urban areas/musseques with poor women, children and men.
- Doors of government are opening at various levels for information, demonstration and lesson learning from the LUPP models and approaches – for policy debate, development of legal frameworks, supporting state citizen dialogue, and for service provision. There is growing demand for best practice principles and operational guidelines to support quality replication and scaling up both by government and other donors including selecting LUPP's Municipal Development Forum as a pilot for decentralisation.
- LUPP has opened spaces for state/citizen engagement and has provided exposure at different levels to participatory approaches to development. This is providing an environment for debate and collaboration and is laying the foundations for accountability mechanisms to emerge. At the same time it is creating opportunities to change existing power relations and the formal and informal rules of the game. In some cases local government is listening and taking action based on concerns raised.
- LUPP's development of best practice, community-managed approaches to basic service provision and livelihood support is providing practical solutions for poverty reduction and is having a real impact at the household and community level.
- LUPP is empowering ordinary people. It is successfully building up alliances and networks from the various community based organisations. These are leading to increased participation and giving voice to poor people so that they can start to claim their rights. There is evidence of increased confidence, rights awareness & information sharing, and working to find solutions independently from LUPP.
- There is a thirst for more information about LUPP's impact and achievements from government and donors as well as the academic community.



Catarina Rangel with her two year old twins Danilson and Omar, outside Amizade crèche



Garry Mbassy is a member of the solidarity group "Familia Sagrada". He has received his fourth loan of micro-credit and sells bread locally. LUPP is concerned about those who are socially excluded in Luanda, especially women, the extremely poor and those affected by HIV and AIDS and is working to develop a systematised approach to reinforce the inclusion of women, youth, people with disabilities and people living with HIV and AIDS.

The future phase – LUPP's focus over the next five years (2006 to 2011)

LUPP partners are committed to continue working together to make the most of the strategic opportunities that will be presented over the coming years and to scale up and consolidate what has been achieved to date. The future phase of LUPP will coincide with the beginning of the decentralisation process and the building of Angola's first democratic municipal structures. LUPP will feed the lessons learnt and experiences into these processes

In the future phase, LUPP plans to build on what it has learned so far to be even more targeted and effective in enhancing the dialogue between active citizens and local government. It will provide opportunities for local people to feed into thinking and legislation on decentralisation, to scale up effective approaches and methodologies for the delivery of basic services and will dig more deeply in seeking solutions for the extremely poor and socially excluded.

The programme will shift gear towards supporting sustainable and scaled-up changes across Luanda through promoting long-term capacity for urban poverty reduction, embedded in good urban governance and active citizenship. LUPP partners will consolidate the many gains already achieved and reach out to those currently socially excluded, especially the extremely poor and those affected by HIV/AIDS.

Over the next five years, LUPP will focus on the following areas:

- i) Reinforcing participatory governance and feeding into the development of legislation and models for decentralisation
- ii) Scaling-up models to reach larger populations across the Province of Luanda through public and private providers
- iii) Bringing Municipal Administrations and Provincial Government back to the Millennium Development Goals and improved planning and monitoring capacity.
- iv) Developing new models to reach the extremely poor and socially excluded.

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Tim Hetherington

Was born in Liverpool, UK, in 1970.

He started photography in 1996, and was a member of Network Photographers from 2000 – 2004.

His interest lies in creating diverse forms of photographic communication from long-term projects, and his experiments have ranged from digital projections at the Institute of Contemporary Art in London, to fly-poster exhibitions in Lagos.

Recent projects include "Healing Sport" (1999–2002), "Blind Link Project" (2000 –), and "Liberia" (2003 –). He has received numerous awards including a Fellowship from the National Endowment for Science, Technology and the Arts (2001), a Hasselblad grant (2002), and two World Press Photo prizes (2000 + 2002). For the last six years, he has worked consistently in West Africa, where he also teaches for the British Council. He is currently based in Monrovia, Liberia.

You can see more of his work at www.mentalpicture.org

