



Evaluation e-Library (EeL) cover page

Name of document	AGO - CDRA Final Evaluation 11-05
Full title	Consortium for Development Relief in Angola (CDRA) Final Evaluation
Acronym/PN	CDRA
Country	Angola
Date of report	November 2005
Dates of project	17 March 2003 – 15 December 2005
Evaluator(s)	Ntando Tebele, VEDMA Consulting Group
External?	Yes
Language	English
Donor(s)	USAID Implementing partners: CARE (Consortium Lead), Africare, Catholic Relief Services, Save the Children–USA, and World Vision
Scope	Multi-agency Program
Type of report	final evaluation
Length of report	64 pages
Sector(s)	Agriculture, relief, emergency response
Brief abstract (description of project)	<p>This was a concerted effort by a consortium of INGOs in close collaboration with the USAID/Angola mission to assist the war affected rural communities rebuild their livelihoods through a developmental relief program (DRP). It was anticipated that the DRP would enable 210,000 vulnerable and food insecure households in five Planalto provinces meet their subsistence needs through their own food production and labor to the extent possible.</p> <p>CDRA’s “developmental relief” approach directly responded to the immediate nutritional needs of vulnerable, war affected communities while simultaneously supported developmental programs that focused on building productive assets and increasing community resilience to future food security shocks.</p>
Goal(s)	Increase food security through agricultural recovery in rural resettlement areas in five provinces in post-conflict Angola
Objectives	<ol style="list-style-type: none"> 1. Increased food availability and decreased transitory food insecurity, 2. Increased food production in targeted communities, and 3. Enhanced capacity of communities to protect their food security. <p>(p.53)</p>
Evaluation Methodology	The first step of the evaluation was the analysis of the program strategy and design (internal logic) including the management set up and institutional framework. The team reviewed the program documents that included progress and survey reports. The second phase of the evaluation was the stakeholder consultations and site

	visits. Interviews were conducted with representatives of the CDRA staff from each of the partner PVOs, implementing partners and key stakeholders. (p. 14)
Results (evidence/data) presented?	Yes, see Annex 7, p. 62
Summary of lessons learned (evaluation findings)	<ul style="list-style-type: none"> • Management of a Consortium demands frequent interaction among partners, and requires collaboration with a wide range of stakeholders and total commitment from all the partners. • For effective commodity management, it is essential that both a Logistics and Distribution Manager be hired. • To avoid spoilage of commodities, shipment sizes should be limited to what warehouses can support. • In order to facilitate sharing of experiences and lessons learnt among key stakeholders involved in large programs like CDRA, end of program evaluations should be participatory.
Observations	Though the title says “final evaluation” there were still two months of implementation before project ended. The recommendations include what should be done during a (subsequent) final evaluation.
<hr/>	
<i>Additional details for meta-evaluation:</i>	
Contribution to MDG(s)?	<i>1b:Hunger</i>
Address main UCP “interim outcomes”?	
Were goals/objectives achieved?	<i>3=not clear (not directly reported by evaluation)</i>
ToR included?	Yes, Annex 1, p. 52
Reference to CI Program Principles?	No. But does mention that principle of “developmental relief” is that there should be emphasis on preparedness, resistance and resilience of the affected population to future vulnerability.
Reference to CARE / other standards?	No
Participatory eval. methods?	Yes. Included some focus group discussions with some of the beneficiaries (p. 14), but recommendations include that “final evaluation” should be more participatory
Baseline?	Yes. In 2003. See p. 32 and elsewhere.
Evaluation design	Before-and-after (compared to baseline) (e.g. p. 41)
Comment	Should be included in any emergency response meta-evaluation

Consortium for Development Relief in Angola (CDRA)

(17 March 2003 – 15 December 2005)

**CARE (Consortium Lead)
Africare, Catholic Relief Services, Save the Children –
USA, and World Vision**

Final Evaluation

November 2005

Prepared by:
**Ntando Tebele
VEDMA Consulting Group
Suite 703, LAPF House
Bulawayo, ZIMBABWE
e-mail: ntando@netconnect.co.zw**

TABLE OF CONTENTS

LIST OF ACRONYMS	3
EXECUTIVE SUMMARY	5
1. INTRODUCTION.....	13
1.1 EVALUATION METHODOLOGY	14
2. RELEVANCE OF CDRA	15
2.1 CDRA IN THE CONTEXT OF THE SITUATION IN ANGOLA	15
2.2 VULNERABILITY AND FOOD SECURITY ASSESSMENT OF RETURNEES	16
3. APPROPRIATENESS OF THE CDRA RESPONSE.....	18
3.1 DEVELOPMENTAL RELIEF	18
3.2 PROGRAM MODALITIES.....	19
3.3 LINKING RELIEF AND DEVELOPMENT.....	21
3.4 CONSORTIUM APPROACH.....	22
3.5 COMPLEMENTARY FUNDING	23
3.6 SELECTION OF PROGRAM SITES.....	23
4. EFFECIENCY OF PROGRAM IMPLEMENTATION.....	24
4.1. PROGRAM MANAGEMENT	24
4.2 TARGETING OF BENEFICIARIES.....	28
4.3 COMMODITY MANAGEMENT AND DISTRIBUTION.....	30
4.4 MONITORING AND EVALUATION	33
5. EFFECTIVENESS OF THE CDRA RESPONSE.....	34
5.1 IR 1: INCREASED FOOD AVAILABILITY AND DECREASED TRANSITORY FOOD INSECURITY AMONG VULNERABLE RURAL HOUSEHOLDS	34
5.2 IR 2: INCREASED FOOD PRODUCTION IN TARGETED COMMUNITIES.....	37
5.3 IR 3: ENHANCED CAPACITY OF RURAL HOUSEHOLDS TO PROTECT THEIR FOOD SECURITY	39
6. EFFECT OF CDRA ON BENEFICIARIES	41
6.1 AGRICULTURAL PRODUCTION AND FOOD SECURITY.....	41
6.2 AGRICULTURAL PRODUCTION FOR MARKETING	43
6.3 EFFECT OF INFRASTRUCTURE REHABILITATION AND CONSTRUCTION.....	43
6.4 EFFECT OF CDRA ON NUTRITIONAL STATUS OF BENEFICIARIES	44
7. COLLABORATION.....	45
7.1 COLLABORATION WITH USAID/FFP	45
7.2 COLLABORATION WITH GOVERNMENT OF ANGOLA	45
7.3 COLLABORATION WITH OTHER ORGANIZATIONS.....	45
8. EXIT STRATEGIES AND SUSTAINABILITY	46
9. CONCLUSION AND RECOMMENDATIONS.....	47
9.1 CONCLUSION.....	47
9.2 LESSONS LEARNED	48

9.3 RECOMMENDATIONS 49

List of Annexes

Annex 1: Scope of Work: Consultancy for Final Development Relief Program (DRP) Evaluation.....52
Annex 2: List of Persons met and Organizations Consulted.....56
Annex 3: CDRA Outputs and Activities by Intermediate Result.....58
Annex 4: CDRA Complementary Funding.....59
Annex 5: Budgeted and Actual CDRA funds received from USAID.....60
Annex 6: Terms of Reference for the Program Coordinator.....61
Annex 7: CDRA Achievements for FY03 and FY04.....62
Annex 8: CDRA Achievements for FY05.....63
Annex 9: CDRA FFW achievements.....64

LIST OF ACRONYMS

AIDS	Acquired Immune Deficiency Syndrome
ASR	Angola Seed Recovery Program
CARE	Cooperative Assistance for Relief Everywhere
CDRA	Consortium for Development Relief in Angola
CIMMYT	International Maize & Wheat Improvement Center
CORE	Child Survival and Collaboration Resources Group
CRS	Catholic Relief Services
CSB	Corn Soya Blend
CSR	Commodity Status Report
DA	Development Assistance
DAP	Development Assistance Program
DCHA	Democracy Conflict and Humanitarian Assistance
DIP	Detailed Implementation Plan
<i>Django</i>	Community center
DRC	Democratic Republic of Congo
EDP	Extended Delivery Points
FANTA	Food and Nutrition Technical Assistance
FAO	Food and Agriculture Organization
FFA	Food for Agricultural Production
FFP	Office of Food For Peace
FFW	Food-for-Work
FY	Fiscal Year
GoA	Government of Angola
ha	hectare
HDI	Human Development Index
HIV	Human Immunodeficiency Virus
IARC	International Agriculture Research Center
IDA	Institute for Agrarian Development
IDP	Internally Displaced Person
IIA	Institute for Agronomic Investigation
INACA	National Institution for Angolan Farmer Associations
IR	Intermediate Result
ITSH	Internal Transportation, Storage and Handling
Kz	Kwanza
kg	Kilogram
LAR	Loss Adjustment Report
MCH	Maternal Child Health
M&E	Monitoring and Evaluation
MINADER	Ministry of Agriculture and Rural Development
MINSA	Ministry of Health
MT	Metric Ton
<i>Nacas</i>	Low-lying riverbed cultivation
OCHA	Office for the Coordination of Humanitarian Assistance

OFDA	Office of Foreign Disaster Assistance
OTI	Office of Transition Initiatives
PDI	Positive Deviance Inquiry
PLA	Participatory Learning Action
PRA	Participatory Rapid Appraisal
PVO	Private Voluntary Organization
RSR	Recipient Status Report
SCF-US	Save the Children Federation – US
TBD	To Be Determined
TPI	Transitional Programming Initiative
UN	United Nations
UNICEF	United Nations Children’s Education Fund
USAID	United States Agency for International Development
US\$	United States Dollar
VAM	Vulnerability Analysis and Mapping
VDG	Village Development Group
VGf	Vulnerable Group Feeding
WFP	World Food Program
WV	World Vision

EXECUTIVE SUMMARY

The signing of the Peace Agreement in April 2002 signaled the end of a 27-year civil war in Angola. Over 4 million Angolans who had been internally displaced and approximately one million refugees who had fled to neighbouring countries during the war started returning to their areas of origin. As a concerted effort to assist the war affected rural communities rebuild their livelihoods, a consortium of five PVOs (Africare, CARE, Catholic Relief Services, Save the Children Fund US and World Vision) in close collaboration with the USAID/Angola mission, implemented a developmental relief program (DRP). CARE Angola has been the lead agency in the consortium.

The overall goal of the DRP was to *“Increase food security through agricultural recovery in rural resettlement areas in five provinces in post-conflict Angola”*. It was anticipated that the DRP would enable 210,000 vulnerable and food insecure households in five Planalto provinces meet their subsistence needs through their own food production and labour to the extent possible.

Implementation of the DRP started on the 17th of March 2003 and was initially scheduled to end in September 2004. The program received several cost extensions with the final termination re-scheduled for 15 December 2005. The United States government, through the United States Agency for International Development (USAID/FFP; USAID/DA; OFDA) and USAID/Angola mission provided the bulk of the funding which amounted to US\$ 63.56 million (28.3 million was used for the purchase of 81,389.6 MT of food commodities). Chevron Texaco, contributed US\$ 4.8 million whilst over US\$ 27 million was secured from complementary funding sources.

Following implementation of the DRP for 33 months, a Final Evaluation was requested. The evaluation was to assess whether CDRA’s objectives had been achieved and document the resultant effects on the participating communities.

RELEVANCE OF CDRA RESPONSE

Following the Peace Agreement of 2002, approximately 4.3 million Angolans started returning to their areas of origin. The majority of the returning population was food insecure and lacked assets with which to re-build their livelihoods. Returnees came back to destroyed communities without even the basic assets with which to establish livelihoods. A Vulnerability Assessment (WFP) conducted in 2002/03 indicated that an estimated 2,656,815 people were vulnerable to food insecurity in 12 provinces. Over 50% of all the vulnerable people were returnees and 29% were vulnerable residents. More than 75% of the food insecure returnees were located in the five provinces of the Planalto. CDRA was relevant as the program sought to support both the returnees and the vulnerable residents re-establish their livelihoods.

APPROPRIATENESS OF CDRA RESPONSE

CDRA adopted a “developmental relief” approach where immediate nutritional needs of vulnerable, war affected communities were addressed simultaneously with support of developmental programs that focused on building productive assets and increasing community

resilience to future food security shocks. The strategy adopted by CDRA was appropriate as it sought to ensure that within the shortest time possible i.e. two complete agricultural seasons, vulnerable food insecure households in the target areas would, through their own food production and labour, meet their subsistence needs. Furthermore, the strategy sought to equip the communities with management capacities to plan and implement activities that would enable them to cope with future food security shocks.

Adoption of the consortium in implementation of the DRP was appropriate as it enabled the PVOs to simultaneously cover a large geographic area, as the return process was spontaneous and occurred over a short period of time. CDRA's selection of the five Planalto provinces of Bie, Huambo, Benguela, Huila and Kwanza Sul as target sites was appropriate as a vulnerability assessment indicated that these provinces had the highest concentrations of the most vulnerable returnees and food insecure, vulnerable residents.

CDRA was able to implement a successful development relief program as the consortium had access to both food and non-food items. CDRA was successful in mobilizing both US (OFDA and DA funds) and non-US sources for complementary funding for non- food resources. Over US \$27 million in complementary funding was sourced. The availability of complementary funding for non-food items, contributed to CDRA's successful implementation of the DRP.

The rationale and objectives of the program remained pertinent, significant and worthwhile, in relation to the identified priority needs of the returnees and vulnerable food insecure settled communities.

Linking relief to development

CDRA was successful in linking relief and development activities. By limiting seeds and FFA distributions to only two seasons coupled with the withdrawal of free food distribution in FY04, communities were weaned from continued dependence on food aid. Focusing assistance on extension services and promotion of market-level income-generating activities was aimed at ensuring that communities restored their food security and self-reliance. To accompany and assist the transition to development, farmer groups and associations were established, organized and strengthened as the focal point of agricultural interventions. CDRA accelerated the re-establishment of beneficiaries' livelihoods and self-sufficiency through the establishment of village development groups. CDRA's developmental relief programming offered a true transition from relief towards development. This strategy laid the foundation for concluding emergency relief programming and transitioning to a more sustainable development.

EFFICIENCY OF PROGRAM IMPLEMENTATION

Program management

A Steering Committee (SC) made up of the five partner PVO Country Directors jointly managed CDRA. All Country Directors and the FFP officer from USAID/Angola regularly attended the planning meetings. The remarkable achievements of CDRA are indicative of the SC success in providing the required guidance to CDRA.

Although CDRA appointed a Program Coordinator to take responsibility for the consortium-wide management functions and the day-to-day coordination of CDRA activities, the PC predominantly focused on commodity management, which took most of his time. As a result, the CARE Country Director and his Deputy were left to carry out most of the program coordination. Staffing in the commodity management component of the program was inadequate as one Pipeline Manager was contracted to manage both the logistics and transport of the commodities from Lobito to the Provincial warehouses of each PVO. An experienced M&E Coordinator, contracted by CRS as the lead agency for M&E, coordinated the assessment of program implementation and impact. At PVO level, some of the partners faced several challenges in the recruitment of qualified staff, notably the agricultural extension staff, as there are currently very few qualified extensionists in Angola. High staff turnover at both PVO level and USAID Mission, especially during FY05 led to problems with management and oversight of program implementation.

It had been anticipated that use of the CARE Finance Department in the management and accounting for program funds would ensure that recommended accounting systems and financial control procedures were followed. It was unfortunate that CARE was unable to provide audited accounts of the program funds citing human resource constraints in their Finance Department. However, an external audit was planned for November 2005 to review compliance with USAID regulations.

Very well prepared Detailed Implementation Plans (DIP) collectively developed with input from each of the Consortium members, guided program implementation. The DIPs were translated to detailed work plans that were regularly reviewed. Submission of Performance Review reports to USAID was satisfactory. Both verbal reporting and submission of reports to key government stakeholders was satisfactory.

Working groups that had the responsibility for ensuring programming consistency and mutual exchange of best practices throughout CDRA were only initiated during the last year of implementation.

Targeting of beneficiaries

Beneficiaries targeted by CDRA included; i) Vulnerable Group feeding beneficiaries; ii) Food for Work (FFW) participants, and iii) Food for Agricultural Diversification (FFA) participants. Criteria for beneficiary selection were clear and well understood by both CDRA staff and beneficiaries. A community verification system ensured that the deserving beneficiaries were selected. CDRA had several activities that targeted different beneficiary categories and this ensured that the majority of the community members were involved and benefited from the program.

Commodity management and distribution

The volume of work in commodity management, distribution and accounting necessitated that the Programme Coordinator dedicates all his time to commodity management, an indication of inadequate staffing in commodity management. A commodity management and tracking system was developed at programme inception. All PVO partners had a clear understanding of the tracking system.

The port management unit competently managed port operations. The efficiency of transportation of the commodities was severely undermined by the poor road network, resulting in delayed commodity deliveries especially during the rainy season. CDRA experienced a number of pipeline breaks, mainly due to the delays in shipment of commodities. Of the 81,389.6 MT of commodities received, 4,956.4 MT (6% of the total commodities received) were written off as commodity losses. The major loss (3,890.2 MT, equivalent to 78% of the total losses) was due to commodities declared unfit for human consumption following storage problems experienced after bulk importation. Commodity losses during transportation accounted for 88.5 MT (2% of the total commodity losses).

The calorific content of the rations given by CDRA were acceptable as beneficiaries were expected to supplement the rations from their own production. Overall, the beneficiaries were aware of the components of the rations they received; however, knowledge of actual quantities was variable. The commodities used in VGF were most appropriate as they included CSB and oil, which are critical in meeting energy demands and essential vitamins. All the commodities were culturally acceptable although there was minor resistance to sorghum, especially in areas where it was not previously grown.

Monitoring and Evaluation

Under the leadership of an experienced M&E Coordinator, CDRA had a well-structured and effective M&E component. A detailed M&E plan developed at program inception guided program implementation. CDRA was instrumental in building capacities of the PVO partners in M&E. The M&E Working Group met regularly. Key M&E activities were successfully undertaken and results appropriately used to inform programming, particularly on targeting. CDRA successfully laid the foundation for an M&E system that was not only useful for the DRP but could also be used for follow on development interventions.

EFFECTIVENESS OF THE CDRA RESPONSE

IR 1: Increased food availability and decreased transitory food insecurity among vulnerable rural households

CDRA successfully supported vulnerable groups through food provisions and also provided basic agricultural inputs to support the re-establishment of cropping activities by the returnees and vulnerable residents. As of June 2005 CDRA had successfully provided 113,490 food insecure vulnerable households, or 567,450 people, with food rations. Seeds and tools distributed to 484,476 vulnerable households enabled them to cultivate land. CDRA successfully promoted the involvement of female-headed households in vegetable gardening activities.

Through direct provisions of rations, CDRA contributed to the increased food availability and decreased transitory food insecurity among vulnerable rural households. Furthermore, CDRA was successful in providing food to insecure farming households to optimize and expand farming systems. By June 2005, FFA activities supported 1,608,578 beneficiaries. CDRA's achievements in infrastructure rehabilitation and construction as of June 2005 were remarkable and included the rehabilitation of a total of 3,967 kms of tertiary and secondary rural road network and 1,043.6 kms of irrigation canals.

IR 2: Increased food production in targeted communities

CDRA was successful in increasing agricultural production in the targeted communities as the mean total production of the major field crops (corn, beans, groundnuts and sorghum) increased from 176 kg in 2003 to 379 kg in 2005. For those households that actually harvested, the production increased from 245 kg to 404 kg. This increased level of production translated to an increase in the number of months of the year during which a household could expect to depend on its own *lavra* production from 3.5 months in 2003 to 5.8 months in 2005. For the 97% of households that also cultivated *nacas*, food security from own production was increased by a further 2 to 3 months.

CDRA played a critical role in strengthening community seed systems thus ensuring seed sustainability at community level. CDRA's success in promoting agricultural diversification was evidenced by the 31,127 households who were planting non-traditional crops by June 2005. Overall, CDRA was successful in increasing food production in targeted communities.

IR 3: Enhanced capacity of rural households to protect their food security

CDRA was highly successful in the creation of Village Development Groups (VDGs) who were to take over control of their own development process and protect the food security within their communities. Through the VDGs, CDRA helped reinforce community social structures and promote active participation of all social groups. Community responsibility in identifying, planning and implementation of developmental activities was encouraged. Mechanisms for bringing together community development groups and local authorities to discuss community development issues were established. By June 2005, a total of 385 VDGs were established and trained. The VDGs were functional as CDRA facilitated the convening of 795 meetings between communities and local government.

CDRA was also successful in mobilizing communities to form farmer associations. Established farmer associations were capacitated and linked with input suppliers and markets. Access to credit was improved. Although a lot of technical and input support is still required for farmers to achieve full self-sufficiency in food production, CDRA was successful in enhancing the capacity of the communities to protect their food security.

The program focused on the empowerment of people to take responsibility for their own livelihoods while also establishing appropriate safety nets. CDRA's program interventions focused on building human capacity and basic rural infrastructure to stimulate economic growth. To achieve this the program linked farmer associations with local research institutes, the private sector and the local government.

Although total food self-sufficiency was not achieved, beneficiaries were able to meet a substantial part of their subsistence food requirements. Furthermore, community capacity to protect their food security was enhanced. The strategic goal of CDRA was therefore largely achieved.

EFFECT OF CDRA

A large proportion of returnees and settled farmers in the CDRA program area were able to cultivate land. The proportion of farmers cultivating *lavras* considerably increased from 77% in 2003 to 96% in 2004 and 2005. The proportion that cultivated more than 1 ha increased from 26.2% in 2003 to 41.6%. Critical to the sustainability of an agricultural recovery process is the ability of farmers to be self sufficient in seed. The proportion of farmers who saved seed increased from 55% in 2003 to 85% in 2005. By 2005, over 70% of farmers were saving seed for all the four major field crops. The aggregate amount of seed saved for all crops substantially increased from 39 kg in 2003 to 76 kg in 2005. Local farmers were trained in seed multiplication by CDRA and took up seed production as an income generating enterprise.

CDRA's focus on crop diversification through horticultural production and the promotion of the cultivation of high value crops e.g. Irish potatoes for marketing resulted in financial gains for the beneficiaries.

The FFW activities resulted in the rehabilitation and construction of basic rural infrastructure that was extensively destroyed during the war. Over 3,267.5 kms of tertiary and secondary roads rehabilitated resulted in improved access to service centers for marketing agricultural produce and health services. Previously isolated areas were re-connected through road rehabilitation. Rehabilitation of water and sanitation infrastructure improved community access to these facilities.

Although the food security situation in the CDRA area improved significantly, this however did not translate to an immediately demonstrable improvement in the nutritional status of children, as the anthropometric indicators for 2005 were similar to those of 2001. Approximately 1% of children less than 5 years had severe acute malnutrition while 6-8% exhibited global acute malnutrition. On average approximately 50% of the children sampled had global stunting while 20% had severe stunting. Approximately 36 – 46% of children were underweight as reflected by a low weight for age ratio. Thirty-three months of programming is too short a time for any demonstrable change in the nutritional status of children since reversal of stunting is a slow physiological process. It may require an additional 3-5 years of sustained programming before significant changes in the nutritional state of children are readily demonstrable.

COLLABORATION

CDRA developed a very good working relationship with USAID. The FFP officer was intimately involved from program planning through implementation and reporting. Through regular attendance to Steering Committee meetings, USAID was kept informed of the strategic direction of CDRA while at the same time, CDRA was updated on the donor's perception of program implementation.

At field level, CDRA made significant efforts to include MINADER in the planning and implementation of program activities. Most of the PVOs included MINADER extension agents in their teams. Collaboration with MINADER was a challenge because of the human and resource constraints faced by MINADER, especially at extension level. MINADER had

insufficient staff and some were inadequately experienced to actively participate in the program. Furthermore, MINADER extension staff did not have adequate transportation.

Through sharing of resources and joint implementation, CDRA collaborated with WFP in ensuring that all categories of beneficiaries were adequately provided for and that there were no duplications of activities. CDRA participated in several inter-agency assessment activities. CDRA partners also collaborated with a wide range of international and local partners. Overall, CDRA was successful in the development of collaborative links with USAID, the Government of Angola and other local and international agencies. The strong collaborative linkages were instrumental in CDRA's access to both material and technical support that guaranteed the achievement of set targets

EXIT STRATEGIES AND SUSTAINABILITY

The exit strategy for CDRA was based on the development and strengthening of social capital to manage community development after termination of the program. The exit strategy involved the establishment and strengthening of VDGs who would be capacitated to take over control of community development processes and protect the food security of the communities. Working hand in hand with the VDGs would be the farmers associations who would spearhead crop production and increase food security.

The exit strategy was clearly articulated at program inception and progress towards its achievement regularly reported on. Although the exit strategy was well formulated and achievable, the greatest threat to its attainment is the human and resource constraints currently faced by MINADER. The sustainability of CDRA achievements will depend on the ability of MINADER to provide both technical and input (mainly fertilizer) support to the farmers associations and groups as they increase agricultural production.

CONCLUSION AND RECOMMENDATIONS

Through CDRA support, beneficiaries were able to meet some two thirds of their subsistence food requirements. Furthermore, community capacity to protect their food security was enhanced. The foundations for improved agricultural production have been set by CDRA. There is however insufficient capacity at MINADER to provide support to the farmers after termination of CDRA. Beneficiaries in the CDRA target area still remain highly vulnerable, as their newly re-established livelihoods are still fragile and exposed to a wide range of risks. It is critical that development assistance to these communities is not withdrawn. Development efforts should aim at enhancing the ability of the communities to manage risks. To address the additional need for support to these communities CDRA partners have all submitted MYAPs to USAID/FFP.

Issues that CDRA should address before termination of the program

- CDRA should in the last two months hold Lessons Learned Workshops for each thematic area. Relevant stakeholders and beneficiaries should participate.
- All CDRA funds should be externally audited before the end of the program.

Recommendations for improved implementation of future DRPs

- It is critical that the PVO responsible for the financial management of a DRP includes sufficient funds in the budget to establish a grants and contracts unit.
- Working Groups should be constituted at program inception and form an integral arm of program management.
- The commodity management personnel should include a full time commodity Logistics Manager and a Distribution Manager for effective commodity management and accountability.
- The M&E plan should include an end use monitoring system which would provide information on how the food aid is used, the beneficiary perception of registration and targeting and efficiency of targeting. An end use monitoring system should also be developed for FFW activities.

Recommended interventions for future support to CDRA areas

- The consortium approach is strongly recommended for future development assistance programmes.
- CDRA has shown that there is geographic variation in food security in Angola. This necessitates careful targeting of interventions and context specific programming is required. Risk and vulnerability analysis frameworks should continue to guide the targeting and design of follow up initiatives.
- To achieve sustainable livelihoods, a holistic, integrated multi-sectoral developmental intervention that includes all sectors e.g. health, agriculture, water and sanitation should be promoted. HIV/AIDS awareness should be a cross-cutting component for all interventions.
- In order to adequately support the farming families, more agricultural extensionists should be made available. There is need for a massive capacity building for MINADER staff. This of course can only be achieved if sufficient resources are allocated to MINADER.
- Future agricultural development initiatives in the Planalto should promote the use of fertilizers (organic and chemical) to increase soil fertility and crop production.
- To achieve substantial increases in crop production, agricultural support programs should also target those areas with the highest potential for high yielding smallholder crops.
- Farmers associations should continue to receive both technical and input support to facilitate the establishment and registration of producer/marketing associations. Efforts to link established farmer associations with input suppliers and markets should be intensified.
- Follow on development interventions should include a massive infrastructure rehabilitation component.
- Support should be given to the revival of the livestock sector for animal traction and as a food source.
- The VDGs should be continuously supported especially in the creation and strengthening of leadership skills.
- Local manufacturing of basic farming tools/equipment should be promoted.

1. INTRODUCTION

The signing of the Peace Agreement between the Government of Angola (GoA) and the National Union for the Total Independence of Angola (UNITA) in April 2002 signaled the end of a 27-year civil war. Over 4 million Angolans who had been internally displaced and approximately one million refugees who had fled to neighbouring countries (Zambia, Namibia, DRC) during the war started returning to their areas of origin. The majority of the returning population was food insecure and lacked assets with which to re-build their livelihoods.

In January 2003, a consortium of five Private Voluntary Organizations (Africare, CARE (consortium lead), Catholic Relief Services, Save the Children Fund US and World Vision) in close collaboration with the USAID/Angola mission, developed and submitted to the USAID Office of Food For Peace (FFP), a development relief proposal designed to support the war affected rural communities rebuild their livelihoods. The proposed development relief program (DRP) would use food resources to facilitate resettlement and reintegration of war-affected populations. The Consortium for Development Relief in Angola (CDRA) adopted a “developmental relief” approach where immediate nutritional needs of vulnerable, war affected communities were addressed simultaneously with support of developmental programs that focused on building productive assets and increasing community resilience to future food security shocks. The DRP sought to simultaneously address the immediate food insecurity of the resettling communities through Title II food distributions, and the longer-term food insecurity through agriculture extension training, the distribution of basic agricultural inputs (seeds and tools) and infrastructure rehabilitation and construction through food for work activities.

Signing of the Transfer Authorization (TA) in March 2003 signaled the initiation of the DRP whose termination was scheduled for September 2004. The program received several cost extensions with final termination re-scheduled to 15 December 2005. The United States government, through the United States Agency for International Development (USAID/FFP, USAID Development Assistance (USAID/DA), USAID Office of Foreign Disaster Assistance (OFDA) and the USAID/Angola mission provided the bulk of the funding which amounted to some US\$ 63.56 million (28.3 million was used for the purchase of 81,389.6 MT of food commodities). Chevron Texaco, contributed US\$ 4.8 million whilst over US\$ 26 million was secured from complementary funding sources.

Following implementation of the DRP for 33 months, CDRA requested for a Final Evaluation (See Annex 1 for Terms of Reference). The main objective of the evaluation was to review the impact of the DRP as outlined in the results framework and evaluate the interventions in relation to the stated targets of the program. In addition, the evaluation was to assess the following:

1. assess the relevance and effectiveness of the strategies and interventions applied by CDRA to address the food insecurity problem;
2. review the appropriateness of the targeting criteria, beneficiary selection and discharge process;
3. effectiveness of the consortium in operationalizing the program objectives and meeting the needs of targeted beneficiaries; and
4. document possibilities of replicating the CDRA approach to other areas, situation or circumstances.

1.1 Evaluation Methodology

VEDMA Consulting Group, Zimbabwe, conducted the evaluation that commenced on 6 September 2005. The first step of the evaluation was the analysis of the program strategy and design (internal logic) including the management set up and institutional framework. The team reviewed the program documents that included progress and survey reports. The second phase of the evaluation was the stakeholder consultations and site visits. Interviews were conducted with representatives of the CDRA staff from each of the partner PVOs, implementing partners and key stakeholders (Annex 2).

At Provincial level, program results were validated through site visits. The municipalities visited for each PVO are listed in Table 1.

Table 1. List of Program sites visited

PVO	Province	Municipality
Africare	Bie	Kuito, Nharea
CARE	Bie	Andulo, Camacupa
CRS	Benguela	Balombo
SCFUS	Kwanza Sul	Kibala, Ebo
WV	Huambo	Bailundo, Caala

At each site, focus group discussions (FGD) were used to assess community understanding and participation in the program as well as impact of the program on the beneficiaries.

On 23 September 2005, the main findings of the evaluation were presented to CDRA, USAID/Angola and Chevron Texaco staff. The feedback from the presentation provided valuable comments that are incorporated in this report. It was highlighted that the value of the evaluation could have been greatly enhanced had it been more participatory through the inclusion of representatives from key stakeholders e.g. MINADER, donors and beneficiaries. An opportunity to share lessons learnt with key players in food security and development in Angola had thus been missed.

This evaluation report considers six main evaluation criteria:

- **Relevance** of the program as a whole and its component results and activities in relation to the priority needs of Angola.
- **Efficiency** with which inputs (financial, manpower and other resources) were used to carry out activities and achieve outputs and outcomes.
- **Effectiveness** of the program in carrying out its planned activities and achieving its intended results.
- **Coordination** of the program that assesses the extent to which program efforts coordinated with the work of other groups in the area.
- **Effects** of CDRA on its ultimate beneficiaries.
- **Sustainability** of the program interventions and achievements after the withdrawal of the CDRA support.

Finally, the report highlights the lessons learned and recommendations for improving the implementation of future developmental relief interventions.

The evaluation team would like to offer sincere gratitude to the community leaders, communities, local delivery partners and CDRA staff who spent time in discussions with the team and provided valuable information, ideas and assistance.

2. RELEVANCE OF CDRA

2.1 CDRA In The Context Of The Situation In Angola

2.1.1 The civil war

In 1975, after 14 years of war, Angola was granted independence by the Portuguese government. The major nationalist organizations that fought for independence were the Popular Movement for the Liberation of Angola (MPLA), National Front for the Liberation of Angola (FNLA) and the National Union for the Total Independence of Angola (UNITA). The MPLA, which had led the independence movement, has controlled the government ever since. But no period of peace followed Angola's long war for independence. UNITA disputed the MPLA's ascendancy, and civil war broke out almost immediately after the attainment of independence¹.

In April 2002, after several unsuccessful efforts at securing peace, the Angolan government and UNITA signed a Memorandum of Understanding providing for a cease-fire and Peace Agreement. This Agreement signaled the end of a 27-year civil war.

The civil war caused massive destruction of the country's infrastructure, disruption of markets, social instability and economic disorder. Before independence, Angola was self-sufficient in all crops except wheat. However, at the height of the emergency in 2002, more than 2 million Angolans were on the brink of death from starvation and at least three million were receiving direct humanitarian assistance.

2.1.2 Socio-economic context

Angola's 1,246,700 square kilometers is estimated to support a population of just over 15 million people. The country is endowed with substantial natural resources, including extensive reserves of oil and gas, valuable minerals, particularly diamonds and important hydroelectric potential from its numerous rivers. Angola is the second-largest oil producer in sub-Saharan Africa. Oil production, chiefly from reserves offshore, is vital to the economy, generating over 60% of the country's GDP and accounting for 85–90% of fiscal revenues mainly from exports. GDP growth is expected to rise to 13.7% in 2005, mainly because of rising oil production. Agriculture only contributes 6% to Angola's GDP (previously contributed 18% in 1990). This is to be expected since Agriculture currently receives less than 1% of public expenditure.

¹ CIA World Fact Book – Angola, September 2005

Angola's agricultural sector was formerly the mainstay of the economy. The country's diverse climate allows for the production of both tropical and semi-tropical crops, providing a comparative advantage in terms of the ability for diversification. By 1988, rural depopulation, and the physical isolation of the farming areas almost totally halted commercial crop production as well as the subsistence cereal production. Agricultural production stagnated because of marketing and transport difficulties and shortages of seed and fertilizer. Land mines and fear of attacks forced rural communities to reduce the areas under cultivation. Moreover, the internal migration of communities to safer areas resulted in the over cultivation of these lands and decreased yields (FAO, 2002).

Currently, subsistence agriculture is the main livelihood activity for 85% of the population. Only 3% of the 8 million hectares of arable land is under cultivation. To meet the food requirements, Angola has had to rely heavily on imports and food aid. According to the FAO/WFP joint crop and food supply assessment of June 2002, cereal import requirements for 2002/03 were estimated at 725,000 MT. Similar assessments conducted in 2004 indicated cereal imports requirements of 820,000 MT for the 2004/05 season.

Angola has a low human development index (HDI) of 0.381. With an average life expectancy of 40 years, an average school enrolment of 30% and a GDP per capita of US\$ 2,130, Angola is ranked 160 out of 177 countries on the UNDP Human Development Index of 2004.

Overall, the daily living conditions of the rural populations reflect their extreme poverty. It is estimated that only 57% of rural villages and towns have a latrine. Health clinics and personnel are scarce throughout the country. About 80% of the population has no access to essential drugs. Malaria, measles, tuberculosis, and other diseases account for most of the infant and adult mortality. Angola has a high infant mortality of 154 per 1,000 births and an even higher under 5 mortality of 260 per 1,000 births. It is estimated that 9 out of 10 Angolans do not have sufficient knowledge of how HIV is transmitted. Women were twice likely to be less informed about HIV than men. Voluntary testing is not widely available. UNICEF reported that in 2003 only 4 testing centers existed and were all located in Luanda.

2.2 Vulnerability and Food Security Assessment of Returnees

Since the signing of the cease-fire agreement in April 2002 approximately 4.3 million Angolans who had been internally displaced and nearly half a million refugees who had fled to neighbouring countries (Zambia, Namibia, DRC) during the war started returning to their areas of origin². The majority of the population movements were spontaneous and without formal assistance. It was estimated that some 70% of returnees resettled without any aid from local authorities or humanitarian organizations in areas where conditions fell well below standards outlined in the government's Minimum Norms for the Resettlement of Displaced Populations³. The majority of the returning population lacked sufficient food stocks and assets with which to re-build their livelihoods⁴. Returnees came back to destroyed communities without even the basic assets with which to establish livelihoods especially in Huambo, Bie and Benguela (VAM

² USAID/DCHA/OFD situation report, May 2002

³ Food and Agriculture Organization News room (July 2002)

⁴ VAM Assessment, 2002/03

02/03). Community and social infrastructure were often destroyed. In some areas e.g. Huambo, the returnees outnumbered the residents. Consequently, the residents had difficulty in supporting the returnees.

As they arrived back home, returnees were exposed to high agricultural risk given that they lacked seeds and tools to re-establish agricultural activities. The majority of the returnees arrived at their places of origin between November 2002 and April 2003. This arrival time was too late in the growing season to initiate meaningful cropping activities. Even for the few returnees who had arrived in time to start cropping, time and effort were divided between rebuilding shelters and preparing the fields. Land preparation was an arduous task as the fields were over grown from long periods of disuse. Moreover, most of the returnees were exhausted and too weak to prepare the fields. Consequently, only minimal agricultural production that was sufficient to support the returnees for only 2-3 months was realized for the 02/03 harvest (VAM, 02/03).

A WFP supported Vulnerability Assessment conducted in 12 provinces in 2002/03 indicated that an estimated 2,656,815 people were vulnerable to food insecurity in the 12 provinces. Based on the VAM four classes of vulnerability⁵, over 50% of all the vulnerable people were returnees and 29% were vulnerable residents (Table 2). These two groups included more than 2 million people. Only 10% were classified as internally displaced persons (IDP).

Table 2: Vulnerable population in Angola as of May 2003

Category	Internally Displaced Persons	Returnees	Resettled	Residents	Social Vulnerable Groups	Total
Food Insecure	144,499	652,544	33,970	170,750	25,832	1,027,595
Highly Vulnerable	66,350	540,428	56,248	175,262	26,641	864,929
Moderately Vulnerable	37,335	160,918	30,838	194,442	23,699	447,232
Potentially Vulnerable	18,250	49,282	17,653	222,276	9,599	317,060
Total	266,434	1,403,172	138,709	762,730	85,771	2,656,815

Source: WFP, VAM report 2002/03

Returnees and vulnerable residents were exposed to severe health risks as they often returned to areas that had no health services. Children admitted to the Therapeutic Feeding Centers demonstrated pathological complications implying that the observed severe malnutrition was not

⁵ The VAM recognised the following four levels of food insecurity and vulnerability: **Food insecure** people that required external food assistance in order to survive; **Highly vulnerable** people who were in inaccessible areas and had been by-passed by previous humanitarian assistance; **Moderately Vulnerable** people who could meet their consumption needs in the short term but were expected to have trouble during the “lean season” (the lean season being the months preceding the next harvest); **Potentially Vulnerable** people who were expected to meet consumption requirements unless they experienced a serious shock to their food access.

solely caused by lack of food, but by a complex combination of poor sanitation, social problems and lack of health facilities. Global malnutrition ranged from 2.6 to 8.4% with severe malnutrition of 2.6%. Crude Mortality Rates ranged from 1 to 6.3 per 10,000 per day. High under five mortality rates of 4.4 and 16.7 per 10,000 per day were reported in Huila and Lunda Sul respectively. The high incidence of measles contributed to both child mortality and malnutrition.

As demonstrated by the VAM of 02/03, after the Peace Accord of 2002, the large groups of IDPs in municipal or provincial centers were no longer the primary food insecure groups. Instead, returnees were the largest vulnerable group in 2003 closely followed by the vulnerable residents. The most vulnerable residents could be considered as “old returnees” as they were displaced at some point during the conflict. Clearly CDRA was relevant as the program sought to support both the returnees and the vulnerable residents re-establish their livelihoods.

3. APPROPRIATENESS OF THE CDRA RESPONSE

3.1 Developmental Relief

The CDRA strategy was based on the concept of “developmental relief” where relief and development interventions are implemented simultaneously to provide vulnerable communities with food security and efficient safety nets, resulting in the reduction of the frequency and impact of shocks⁶. The guiding principles of developmental relief are that; better relief can set the stage for and reinforce development, while better development would aid in the reduction of frequency and impact of shocks. Instead of focusing on the support of victims, developmental relief emphasizes on preparedness, resistance and resilience of the affected population to future vulnerability.

Development of the DRP proposal in close collaboration with USAID Angola and FFP ensured that all parties were clear of the complex requirements of development relief programming. CDRA, USAID and FFP were able to incorporate some lessons learnt from the Consortium for Southern Africa Food Security Emergency (C-SAFE)⁷ a development relief program that started implementation in October 2002. Following lessons learnt from C-SAFE, the donors and implementing agencies had a better understanding of the definitions and concepts of the developmental relief approach as they drafted the DRP proposal. CDRA did not experience severe problems in securing complementary funding and was therefore able to successfully implement most of the planned activities.

⁶ Summary of C-SAFE Developmental Relief Discussion and Analysis. 2004, T. Frankenberger, TANGO International.

⁷ The Consortium for Southern Africa Food Security Emergency (C-SAFE) is a regional collaborative effort of PVOs formed to address the food security crisis that threatened some 14 million people in six countries following the floods and drought of 2002. Developmental relief activities were implemented in Malawi, Zambia and Zimbabwe.

Under CDRA, food aid was used to facilitate resettlement and re-integration of war-affected communities to ensure that they possessed the means to successfully rebuild and most importantly, sustain their livelihoods. The DRP provided targeted food aid to vulnerable, food insecure families while helping them restart agricultural production so they could meet their own food needs within one or two seasons. In addition, the DRP assisted the communities rebuild local infrastructure through Food For Work (FFW) activities. Rehabilitation of infrastructure e.g. roads, bridges was to ensure improved access to markets and thus promote agricultural production. Through the strengthening of village development groups to implement development activities, and the development of sustainable community social structures and networks, CDRA enhanced the capacity of communities to protect their food security: the first step towards rebuilding safety nets and attaining resilience to future food security shocks.

The strategy adopted by CDRA was appropriate as it sought to ensure that within the shortest time possible i.e. two agricultural seasons, vulnerable food insecure households in the target areas would, through their own food production and labour, meet their subsistence needs. Furthermore, the strategy sought to equip the communities with management capacities to plan and implement activities that would enable them to cope with future food security shocks.

3.2 Program Modalities

CDRA was designed to function as a collaborative approach to improving food security of returning and recently resettled households in the rural areas of Kwanza Sul, Bie, Huambo, Northern Huila, and Benguela provinces, along the entire relief to development continuum. CDRA partners sought to address immediate nutritional needs of vulnerable groups, as well as building productive assets, supporting agricultural production and working with communities to increase their resilience to future food security shocks.

The Strategic Goal of CDRA (as amended in the FY05 DRP Cost Extension proposal) was: “To meet the subsistence needs of 210,000 vulnerable and food insecure households through their own food production and labor in five Planalto provinces to the extent possible.” The Strategic Objective (SO) and Intermediate Results (IR) of the CDRA logical framework are outlined below;

<i>Strategic Objective:</i> Increased food availability of targeted vulnerable and food insecure households and communities		
<i>IR1:</i> Increased food availability and decreased transitory food insecurity	<i>IR2:</i> Increased food production in targeted communities	<i>IR3:</i> Enhanced capacity of communities to protect their food security
<i>Output 1.1:</i> Food provided to food insecure farming households to optimize and expand farming systems. <i>Output 1.2:</i> Increased rehabilitation opportunities through Food for Work activities.	<i>Output 2.1:</i> Promotion of improved agricultural practices. <i>Output 2.2:</i> Promotion of agricultural diversification	<i>Output 3.1:</i> Increased capacity and participation of all community groups.

In order to achieve the stated outputs, CDRA was to undertake a series of activities detailed in Annex 3.

CDRA implemented the DRP in two phases:

- *Phase 1:* Emphasis was on relief food provisioning with minimal development activities. As dictated by the degree of destitution of the resettling populations and the wave of resettlement that continued unabated through the first half of FY04, CDRA programming overwhelmingly emphasized relief food provisioning throughout FY03 and FY04.
- *Phase 2:* Transition from relief food provisioning to rehabilitation and development by programming interventions that reduced community exposure to vulnerability e.g. infrastructure rehabilitation and construction, agricultural expansion and capacity building. Upon realization that a large proportion of the population had been settled and many resettled farmers had experienced a second harvest by June 2004, CDRA terminated vulnerable group feeding and transitioned to focus on rehabilitation and development in FY05.

During Phase 1 (FY03 and FY04) the program strategy focused on:

- *Direct food aid to vulnerable returning communities* for a period not exceeding two planting seasons. Better positioning of food resources in the areas of return allowed communities to commence rehabilitation. Simultaneously with food provisioning, CDRA focused on re-capitalization of resettled communities using agricultural development (seeds and tools and technical assistance through extension,) as the primary vehicle for re-building assets.
- *Infrastructure rehabilitation;* CDRA supported FFW activities to reconstruct agriculture, health and education infrastructure, wells, and repair secondary and tertiary roads, small bridges, small dams, farmer owned irrigation systems and other infrastructure identified by the communities.
- *Seed multiplication* to facilitate seed production and facilitate movement towards a private sector seed production effort.

During Phase 2 (FY05) the program strategy concentrated efforts on:

- *Agricultural production,* targeting small-holder farmers to increase food production through improved agricultural practices and agricultural diversification;
- *Infrastructure rehabilitation* through food for work, which in turn contributed to agricultural production;
- *Food provisioning* to protect the food security of farming households through FFW for increased *lavra* production, FFW for agricultural diversification and expansion, and FFW infrastructure rehabilitation opportunities; and
- *Capacity building* efforts, specifically targeting communities, farmer groups, women, extension services, and village development groups.

In addition to the CDRA partners developed a set of cross cutting themes that were not directly funded by USAID. These cross cutting themes included the promotion of a holistic understanding of HIV/AIDS as a livelihoods issue; promotion of conflict resolution, good governance, and the social integration of excluded social groups and empowerment of women through a proactive promotion of their active participation in the proposed activities.

The strategy adopted by the project was appropriate for the achievement of the Strategic Objective. Both the food and non-food resources available for the program were sufficient to achieve the intended results. The rationale and objectives of the program remained pertinent, significant and worthwhile, in relation to the identified priority needs of the returnees and vulnerable food insecure settled communities.

3.3 Linking Relief and Development

Relief activities seek to alleviate human suffering caused by natural and human caused disasters. Development activities seek to alleviate the worst physical manifestations of poverty while promoting conditions conducive to self-sustaining economic growth with equitable distribution of benefits⁸. In Development Relief Programs, relief and development activities are linked so as to ensure a transition from relief towards development. .

CDRA was successful in linking relief and development activities. As dictated by the degree of destitution of the resettling populations and the wave of resettlement that continued unabated through the first half of FY04, CDRA programming overwhelmingly emphasized relief food provisioning throughout FY03 and the first half of FY04. Upon realization that a large proportion of the population had been settled and many resettled farmers had experienced a second harvest by June 2004, CDRA terminated vulnerable group feeding and transitioned to focus on rehabilitation and development activities in FY05.

Beneficiaries that received three seed and tools distributions, accompanied by seed and harvest protection rations were graduated from high-risk vulnerable to low-risk populations. By graduating some beneficiaries to low-risk, with the concomitant withdrawal of free food distribution, communities were weaned from continued dependence on food aid. Focusing assistance on extension services and promotion of market-level income-generating activities was aimed at ensuring that communities restored their food security and self-reliance.

To accompany and assist the transition to development, farmer groups and associations were established, organized and strengthened as the focal point of agricultural interventions. CDRA field staff collaborated with the farmer groups to increase their production and management capacities. The training of farmer groups in marketing their surplus produce for increased incomes was a strategy for moving beyond subsistence.

To support increased agricultural production, CDRA emphasized the provision of extension services and technical assistance to all community members (including those that did not participate in the FFA or FFW activities). Wherever possible, technical services were provided in collaboration with MINADER staff. To overcome personnel constraints faced by MINADER, CDRA trained and utilized community members (*activistas* and lead farmers) in the provision of agricultural extension services to the target communities – a strategy to ensure sustainability of service provision after termination of CDRA.

⁸ Linking Relief and Development: Principles and Operating Guidelines. PVO Guidelines for Title II Emergency Food Proposals and Reporting. 2002. USAID

CDRA accelerated the re-establishment of beneficiaries' livelihoods and self-sufficiency through community development capacity building initiatives that promoted the establishment of village development groups (VDG). The VDGs enhanced and strengthened the capacity of CDRA communities to identify and prioritize their development needs as well as stimulate the formulation and execution of cohesive and viable plans, in collaboration with local administration/government officials, to address and resolve these needs. The VDGs also increased the communities' capacities to mitigate and manage conflicts.

Through community participation in program planning and implementation, coupled with close collaboration with MINADER, CDRA combined relief and development interventions that were tailored to the needs and capacities of the local target populations. CDRA's developmental relief programming offered a true transition from relief towards development. This strategy laid the foundation for concluding emergency relief programming and transitioning to a more sustainable development.

3.4 Consortium Approach

In recognition of the magnitude of the task of improving food security of returning and recently resettled households in the five priority provinces of the Planalto, the five US-based PVO partners (CARE, CRS, WV, Africare and SCF-US) adopted the consortium approach. Adoption of the consortium was appropriate as it enabled the PVOs to simultaneously cover a large geographic area, as the return process was spontaneous and occurred over a short space of time. Each PVO focused on communities where they had an established presence. This enabled each PVO to build on local knowledge, existing relationships and established capacities.

As a consortium the PVOs were in a position to exploit and learn from the substantial experience of each PVO. Four of the partner PVOs had collaborated under a Title II DAP consortium in 1999. Altogether, the consortium partners had several decades of experience in relief and development programming. The consortium presented an opportunity for the PVO partners to learn from each other and share best practices for improved programming. It was unfortunate that the PVO partners were not as effective in sharing lessons learnt due to the delay in instituting cross visits.

Good coordination is a primary requisite for the growth of a consortium. Coordination of the CDRA consortium was left to the CARE Country Director and Deputy Director who had several other responsibilities. Although CARE provided adequate coordination, it is the evaluator's opinion that the CDRA consortium would have emerged stronger than it currently is had the Program Coordinator dedicated all his time to coordination as had been previously planned at program inception. It is unfortunate that due to inadequate staffing, the Programme Coordinator had to devote his time to commodity management.

In principle, the consortium approach would be strongly recommended for future development assistance programmes as it allows the PVOs to reach large numbers of beneficiaries at a given time at a lower cost.

3.5 Complementary Funding

For effective development relief programming, both food and non-food resources are required. FFP only provided food items for the DRP. Without complementary resources other than food; it is not possible to successfully implement a DRP. CDRA was successful in mobilizing both US (OFDA and DA funds) and non-US sources for complementary funding for non-food resources. Over US \$27 million in complementary funding was sourced by four of the five PVOs⁹ (Annex 4). Cash resources for cost sharing of non-food programming inputs for each PVO were clearly stated and agreed on at program inception. The availability of complementary funding for non-food items, contributed to CDRA's successful implementation of the DRP.

3.6 Selection of Program Sites

The selection of target communities was guided by the priority provinces identified by USAID/Angola strategic plan, the Angolan Government Provincial Emergency Plan of Action for Resettlement and Return as well as the WFP Vulnerability Assessment Mapping reports. A VAM conducted in 12 provinces of Angola in 2002/03 indicated that an estimated 2,656,800 people were vulnerable to food insecurity in the 12 provinces. Of the 652,500 returnees that were food insecure, more than 75% were located in the five provinces of the Planalto; Huambo (29,5%), Benguela (16,2%), Bie (13,3%), Kwanza Sul (11,2%) and Huila (5.7%).

Food insecure and highly vulnerable residents were concentrated in the same areas as the most vulnerable returnees (61% of food insecure and 70% of highly vulnerable residents were located in Bie and Huambo). Highly vulnerable residents tended to have had a very difficult time during the conflict as they were the victims of looting and had their properties completely destroyed.

CDRA's selection of the five provinces of Bie, Huambo, Benguela, Huila and Kwanza Sul as target sites was appropriate as these provinces had the highest concentrations of the most vulnerable returnees and food insecure, vulnerable residents. Furthermore, the selection of target Communas and villages was based on the level of food insecurity and vulnerability as determined by the VAM.

⁹ The complementary funding secured by Africare was not received in time for inclusion in this report

4. EFFECIENCY OF PROGRAM IMPLEMENTATION

4.1. Program Management

4.1.1 Transfer Authorization for CDRA implementation

The Transfer Authorization (TA) that allowed CDRA to spend the funds allocated for the CDRA program was signed by FFP on 17 March 2003. CARE signed on behalf of the PVO partners. Signing of the TA represented the official launch of the CDRA program. Prompt signing of the TA was to ensure that DRP activities were initiated on time as per the program proposal. Unfortunately, delays in food shipment and clearing delayed the initiation of food distributions.

Modifications in both funding and commodity quantities were communicated by FFP through a series of Modification of Transfer Authorization documents. A total of 11 TA modifications were made. Following are some of the modifications that had significant impact on CDRA:

- Modification TA number 06, dated 17 November 2004, approved the extension of the program period from 1 October 2004 - 30 September 2005 at a total cost of US\$28,396,652 for the extension period.
- Modification TA number 09, dated 29 April 2005 advised of a reduction in the approved commodity totals for FY05 from 31,560 MT to 18,870 MT. The reduction was a result of the re-allocation of food resources to Sudan by FFP. This reduction did not only target the CDRA program, other country programmes were similarly affected.
- Modification TA number 10 approved a 2.5 month extension for the CDRA program through to 15 December 2005; reduced the approved amount of ITSH by \$8,043,733 to 26,363,567 and also reduced the approved amount of 202(e) by \$1,319,385 to 4,233,015.

Although necessary and unavoidable, the 11 TA modifications meant that CDRA had to continually review its budgets, targets and implementation plans. The modifications that resulted in the reduction of funds and commodities negatively impacted on CDRA as staff had to be laid off and numbers of beneficiaries adjusted downwards. For example, following the reduction in funding for FY05 the CDRA Program Coordinator and several CDRA extension staff were laid off.

The CARE Finance Manager indicated that by 22 September 2005, CDRA had received from USAID a total of US\$ 63.56 million (28.3 million was used for the purchase of 81,389.6 MT of commodities used in the DRP program) (Annex 5).

4.1.2 Steering Committee

A Steering Committee (SC) made up of the five partner PVO Country Directors or their appointees jointly managed CDRA. The SC was responsible for liaison with high level stakeholder organizations that included FFP, USAID Angola, WFP, other UN agencies, the GoA and other parties. The SC was to provide strategic planning, raise funds for complementary activities and undertake advocacy for CDRA.

CARE, the Consortium lead convened and chaired all the SC meetings. During FY03, the rapidly and consistently changing operating environment during resettlement necessitated that the SC hold planning meetings as frequent as weekly. At these meetings, all aspects of operations and programming were critically scrutinized, especially the safety of both participants and program staff in the land mine infested operational areas. As program implementation progressed and the PVO partners gained more experience, the frequency of the SC meetings was reduced to monthly and thereafter quarterly. Additional meetings for work plan and budget revisions were convened as required.

All Country Directors regularly attended the SC meetings. Staff from USAID/Angola regularly attended the SC meetings. It was highlighted that for the period that he was in Angola, the FFP Officer attended all the SC meetings and was very much involved in the planning and implementation of the DRP.

The remarkable achievements of CDRA are indicative of the SC success in providing the required guidance to CDRA. CDRA owes much of its success to the diligence and commitment of the SC.

4.1.3. Human resource use

Day to day coordination of CDRA program activities were to be carried out by a full time Program Coordinator (PC) employed by CARE and reporting to the CARE Assistant Country Director. The PC was responsible for the consortium-wide management functions outlined in Annex 6 . Although a PC was contracted, he essentially worked on commodities; developing the commodity tracking system, monitoring food aid commodity pipelines and preparing commodity reports. As a result, the CARE Country Director and his Deputy were left to carry out most of the program coordination. Under this arrangement, it is not difficult to imagine how some aspects of coordination were overlooked e.g. CDRA failed to document and consolidate lessons learned for sharing with consortium members and other key stakeholders involved in developmental relief efforts. It is the evaluation's assessment that the PC's concentration on commodities was an indication of inadequate staffing levels in the commodities management component of CDRA. This could have been addressed by hiring an additional person in commodities.

It had been anticipated that use of the CARE Finance Department in the management and accounting for program funds would ensure that recommended accounting systems and financial control procedures were followed. It was unfortunate that CARE was unable to provide audited accounts of the program funds. The evaluation was unable to track program expenditure by budget line item down to specific Consortium partners. The CARE Finance Manager indicated that CDRA accounts had not been audited due to human resource constraints at their Finance Department.

The CDRA program involved the receipt and distribution of some 81,389.6 MT of commodities. Only one Pipeline Manager was contracted to manage both the logistics and distribution of the commodities. This task was too much for one person. Consequently, the PC had to dedicate all his time to commodity management at the expense of some of his other responsibilities outlined in Annex 6.

A full time M&E Coordinator contracted by CRS was responsible for coordinating the assessment of program implementation and impact. This assessment was to be achieved through the establishment of M&E systems at both activity and impact level and conducting regular monitoring to ensure appropriate program implementation. The M&E Coordinator was successful in providing the relevant support to the CDRA partners as the M&E system was clearly defined. Each partner provided an officer who was dedicated to CDRA M&E activities.

At PVO level, some of the partners faced several challenges in the recruitment of qualified staff, notably the agricultural extension staff. As a consequence of the war, the training of agricultural extension staff had been disrupted, meaning that there were very few qualified agricultural extensionists. The Instituto de Desenvolvimento Agrario (Agricultural Development Institute, IDA) that is responsible for the training of extension staff in the Ministry of Agriculture and Rural Development (MINADER) presently does not have sufficient resources to train extension staff. Currently, MINADER has less than half the complement of extensionists required for effective delivery of extension services. The PVOs therefore had to train their own agricultural extensionists. Effective training was a challenge because of the limited time frame within which program activities had to be completed. For some of the PVOs, e.g. CARE the inadequate qualification of some of the extension staff was of concern as it was felt that the beneficiaries may not have received the best extension service and follow up.

During FY05, high staff turnover was experienced at both PVO level and USAID Mission. At the beginning of 2005, the Angola USAID Mission had a new Mission Director and a Project Management Specialist replaced the FFP Officer. At PVO level some Country Directors were changed. Consequently, the evaluation was unable to meet with any of the Country Directors who had been intimately involved in the implementation of CDRA. The PC was terminated along with some agricultural extension staff due to budget reductions in February, 2005. This high staff movement affected continuity of the program especially during 2005 and disrupted the smooth flow of information that had prevailed previously. During the evaluation, it was evident that USAID staff was still trying to understand some aspects of the program.

4.1.4 Planning and reporting

Program implementation was guided by very well prepared Detailed Implementation Plans (DIPs) that were collectively developed with input from each of the Consortium members. As per the requirement of the TA, CDRA submitted the DIPs to USAID for approval. In fact, the DIPs were developed in close collaboration with USAID. The DIPs were translated to detailed work plans for each of the Consortium members. Work plans were regularly reviewed during the regular M&E meetings.

Every three months, each partner prepared quarterly reports that were forwarded to the M&E Coordinator for consolidation. The quarterly reports were intended to provide a general progress update and were not meant to present with precision the activity outputs or commodity status. CDRA submitted quarterly reports to USAID so as to keep the donor updated of progress. Every six months, based on the FFP fiscal year, the Consortium partners prepared individual reports that were consolidated by the M&E Coordinator into Semi-Annual Performance Review Reports and forwarded to USAID and FFP. Every year, Semi-Annual Performance Review Reports were consolidated into Annual Performance Review Reports and submitted to USAID and FFP. Both

the Semi-annual and Annual Performance Review Reports followed the recommended format of the “Performance Review Questionnaire for Food for Peace”. The reports were very detailed and well prepared.

As per the TA requirements, pipeline reports that included the Commodity Status Report (CSR), Recipient Status Report (RSR) and the Loss Adjustment Report (LAR) were submitted to USAID quarterly. Submission of the reports was regular.

Reporting of progress to key government stakeholders was satisfactory. At both Municipal and Communa levels, verbal reporting and submission of written progress reports was reported as satisfactory. The evaluation was impressed by the level of understanding and involvement in the program by the Provincial Administrators, MINADER and MINARS staff. However, one of the funding agencies, Chevron Texaco, was not satisfied with the flow of information, as submission of progress reports was irregular. CDRA highlighted that USAID was responsible for sharing the reports with Chevron Texaco.

4.1.5 The Working Groups

CDRA only introduced the concept of working groups during FY05 following experiences gained during the first 19 months of program implementation. Based on the perceived relative strengths of the consortium partners, each PVO took the thematic lead to ensure programming consistency and mutual exchange of best practices throughout CDRA. Consortium partners designated lead PVOs to take responsibility for ensuring consistent program quality, technical implementation modalities, and program activity strategy. Lead thematic PVOs were as follows:

- ***World Vision***: Agriculture, field tests, and seed multiplication;
- ***Africare***: Farmer associations, marketing, and mine awareness education;
- ***Save the Children***: Food for Work;
- ***CARE***: Community mobilization and conflict resolution; and
- ***CRS***: Monitoring and Evaluation, nutrition surveillance, and disaster mitigation.

The lead thematic PVOs made remarkable efforts at sharing experiences, organizing training sessions and cross visits. The M&E working group under the direction of the M&E Coordinator was the most effective as the members met frequently throughout program implementation. Under the direction of SCF-US, the FFW working Group developed the FFW work norms for FY05 and organized several cross visits. CARE organized training sessions on Village Development Group (VDG) formation, community mobilization, and conflict resolution while World Vision organized training in seed multiplication. It is unfortunate that the working groups were only initiated during the last year of implementation and were not operational throughout the life of the program. By June 2005, 23 of the planned 26 joint PVO technical training sessions and only 23 of the planned 44 cross visits had been conducted.

It is recommended that for future programs, Working Groups should be constituted at program inception and form an integral arm of program management. The Working Groups would ensure uniformity in programming among the partners through the establishment of common targeting criteria and implementation protocols. Through the Working Groups, the program would

collectively develop consistent policies and procedures within each specific thematic area. To ensure success, it is critical that the activities of the Working Groups be well coordinated.

4.1.6 Use of budgets

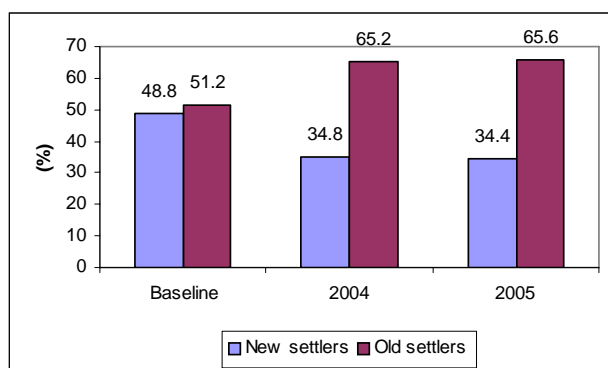
The evaluation was unable to review the CDRA financial reports, as these had not been consolidated by the lead Agency CARE. Furthermore, CDRA accounts had not been audited since program inception in 2003. CARE cited human resource constraints as the reason for failure to prepare CDRA financial reports. At PVO partner level, only two PVOs had submitted audited accounts (for 2003) to CARE. It is the evaluation’s opinion that CDRA funds could have been better managed. It is strongly recommended that all CDRA funds be externally audited before the end of program. It is critical that future initiatives should ensure that the PVO responsible for financial management of program funds has adequate capacity.

The CARE finance Manager advised that by the time of the evaluation in September, approximately 90% of the budget had been spent while 100% of the funds had been committed.

4.2 Targeting of Beneficiaries

CDRA appropriately targeted the most vulnerable returnees and food insecure, highly vulnerable residents as the VAM (02/03) identified these two groups as highly vulnerable and requiring food assistance. An operational definition that distinguished between returnees arriving in their home areas after the Peace Accord of April 2002 (newly resettled) and those that established residence prior to April 2002 (settled) was adopted. In 2003, CDRA supported equal proportions of settled and newly settled communities. However in 2004 and 2005 over two thirds of the beneficiaries were old settlers (Figure 1).

Figure 1: Beneficiary settlement status over the life of CDRA



The increase in the proportion of old settlers in 2004 and 2005 was mainly due to the inclusion of households that had reached food self sufficiency (especially former DAP areas) in CDRA activities. These households did not participate in either the FFA or FFW activities, but received technical assistance and training that included farmer association development and the distribution of oxen and ploughs.

Beneficiaries targeted by CDRA included; i) Vulnerable Group feeding beneficiaries; ii) Food for Work (FFW) participants, and iii) Food for Agricultural Diversification (FFA) participants.

4.2.1 Vulnerable group feeding (VGF)

Individuals that qualified for VGF had to belong to one or more of the groups:

- Elderly widowed women and men
- Households headed by single mothers
- Families caring for orphans and / or chronically ill family members;
- Families caring for the handicapped; and
- New arrivals returning to their villages

The CDRA partners did not target all the groups mentioned above. Selection of beneficiaries was determined by the local conditions and the existence of complementary programs. However, a strong emphasis was placed on households headed by widows, those having chronically ill members and those supporting orphans. The PVO partners either used the traditional leadership in the selection of the beneficiaries or undertook a massive household registration process as was done by CARE. A community verification system ensured that the deserving beneficiaries were selected. During FGDs, beneficiaries acknowledged that the most deserving were reached.

4.2.2 Food for Agriculture (FFA) and Food for Work (FFW) targeting

Households that received seed and harvest protection distributions were either newly resettled or asset poor settled households who were actively farming or ready to start farming. For these households, the access to a ration of food aid during the hungry period (harvest protection) was a cushion against the consumption of immature crops. The complementary ration to protect seed was critical in enabling the household avoid consumption of seed and spend the necessary physical energy during the planting season and not waste their energy and labour potential in casual employment. To avoid dependency on food aid, food rations were only given for two seasons and thereafter the household was weaned from the program as they were expected to survive from their own production.

Recently resettled farmers and asset poor settled farmers were targeted for seeds and tools distributions while farmers who had cultivated land for one season received seed only. All farmers in participating communities received technical assistance to improve cropping techniques.

Seed swaps appropriately targeted any household that could reimburse seeds while keeping an adequate quantity for their own household planting. Even households that did not receive seed from CDRA could participate in seed swaps.

Food for gardening appropriately targeted mostly the women (especially female headed households) as they are responsible for ensuring that the families receive adequate, nutritiously balanced food. The aim of food for gardening was to cushion the household until the garden crop was harvested. To avoid dependence, this support was only given once when the household established the garden for the first time.

Throughout the program, FFW activities targeted able-bodied household members over 16 years. Only one household member participated in FFW activities at any given time. To ensure that several community members participated, some of the CDRA partners limited participation to only one month per person. During FY05, CDRA involved the VDGs in FFW beneficiary selection and targeting.

The evaluation was satisfied that targeting criteria were clear and appropriate. The fact that CDRA had several activities that targeted different beneficiary categories ensured that the majority of the community members were involved and benefited from the program.

4.3 Commodity Management and Distribution

4.3.1 Commodity logistics

A Pipeline Manager was responsible for coordination of port operations, commodity reporting and maintaining contact with the PVOs regarding commodity shipments from Lobito to the Extended Delivery Points (EDP). A port management unit under CARE's supervision was set up to oversee the port operations for the CDRA program. Through a tender process, Oceanica was contracted to manage off loading, port clearance, transport and loading to a Lobito warehouse. CDRA had a very good working relationship with Oceanica and port operations were conducted without any problems.

Transil, a private company was contracted for the transportation of commodities from the Lobito port to the provincial warehouses. The efficiency of transportation of the commodities was severely undermined by the poor road network. During the rainy season, in some areas, it took 2-3 days for trucks to travel only 45 km resulting in severe delays in commodity deliveries.

Transportation of the commodities from the PVO Provincial warehouses to the EDPs was the responsibility of the PVO partners. In Bie province, Africare faced problems in transportation because the contracted trucks could not pass through the very narrow bridges. This meant that alternative transportation had to be sourced. Overall, commodity transportation by the PVO partners was satisfactory.

4.3.2 Commodity Pipeline

By the time of the evaluation, CDRA had received a total of 81,389.6 MT of commodities. Some pipeline breaks were experienced during the life of CDRA and these included:

- The first shipment of CDRA commodities arrived at the Lobito port at the end of May 2003 and it was only in mid-June that commodities were delivered to the EDPs. CDRA had to borrow commodities from WFP to start the program in April 2003. WFP could only provide commodities for the one-off harvest protection but not for FFW and VGF. The start of the VGF and FFW activities were therefore delayed by the delays in commodity deliveries.
- The September/October seed protection distributions were delayed due to the late arrival of the third shipment of commodities for the FY03 program.
- The last call forward, whose delivery was anticipated for June 2005, was only received at the end of September 2005. The delay in delivery of this call forward severely disrupted the FFW activities in FY05. Although CDRA was able to borrow commodities from WFP, the

quantities were not sufficient to support the intended FFW activities. Due to the protracted delay in commodity deliveries, PVOs had to suspend FFW activities. During the evaluation, some beneficiaries indicated that had been waiting to receive FFW rations for over two months.

4.3.3 Commodity distribution and tracking

At program inception, considerable time and effort was spent in developing the commodity management and tracking system. With external assistance, the Pipeline Manager and PC developed the commodity management and tracking system. Although appropriate, the Excel based system was not linked to a database. This meant that manipulation of commodity data was limited.

Once the food commodities reached the EDPs, commodity management was the responsibility of the respective partner PVO. Each partner used its food handling, distribution and monitoring system to ensure that resources were used appropriately. The evaluation was impressed with the way the PVOs handled the commodities. All the PVO commodities staff met had a clear understanding of the commodity management system. Warehouses were very well kept and up to date records maintained. It was impressive to note that some of the PVOs conducted internal warehouse and commodity audits e.g. CARE and CRS.

Every month, each PVO partner prepared and submitted to the Pipeline Manager the following commodity reports: RSR, CSR and LAR. Extensive technical support in commodity management was provided to the PVO partners. The PC and Pipeline Manager worked with staff from each PVO and helped them reconcile food inventory accounts and prepare CSR, RSR and LAR reports. Individual trouble shooting visits to partner PVOs were conducted. CDRA contributed to the capacity building of the PVO staff with regard to commodity management.

4.3.4 Commodity Losses

Of the 81,389.6 MT of commodities received, 4,956.4 MT representative of 6% of the received commodities were written off as commodity losses. The major loss (78% of the total commodity loss) was due to commodities declared unfit for human consumption (Table 3). Some 705.3 MT of commodities (14% of total commodity loss) were lost during ocean freight. Transit, EDP and distribution site losses accounted for 8% of total commodity losses (Table 3).

Table 3: CDRA Commodities Loss Explanation Table

Category of loss	Commodity Losses (kg)			Total Loss	% Loss
	FY03	FY04	FY05		
Ocean freight	127,650.00	532,674.15	44,983.115	705,307.260	14.23
Transit (transporter)	6,436.75	52,168.53	29,895.689	88,500.970	1.79
W.H EDP's	7,753.42	23,366.69	226.281	31,346.391	0.63
Distribution Site	76,757.95	8,430.70	84.514	85,273.157	1.72
Improper for H. consumption		25,566.00	3,864,648.000	3,890,214.000	78.49
Lobito W.H		71,089.54	84,752.000	155,841.540	3.14
Grand Total	218,598.12	713,295.60	4,024,589.60	4,956,483.32	100

Source: CDRA commodity reports WH – Warehouse EDP – Extended Delivery Points

Of the 3,890.2 MT of commodities declared unfit for human consumption, 3,872.25 MT of maize were spoiled due to a number of factors, some of which are mentioned below. During December 2003 and January 2004, CDRA received a total of 25,500 MT of maize on two vessels, delivered under a single call forward. This single delivery was intended to cover the commodity requirement for the entire FY04 program operations (October 2003 – September 2004). The decision to import commodities in a single call forward, as strongly advised by FFP, was intended to avoid a disruption in the program pipeline as was experienced in FY03. It was unfortunate that the arrival of CDRA commodities at the same time as deliveries for the WFP exceeded the capacities of the port of Lobito for off-loading, bagging and storage. Furthermore, heavy rain seriously restricted road access within Huambo and Bié provinces, as roads became impassable, bridges collapsed and landmines surfaced, causing several roads (including the main road to Bié) to be closed. Consequently, delivery of commodities to EDPs was delayed due to limited access to both central locations and extended distribution points. Despite attempts by CDRA to move the commodities to inland warehouses, the spoilage of 3,872.25 MT of maize was unavoidable. A major lesson learnt was that the amount of commodities requested for at any one time should be dictated by the capacity of warehouse storage.

Commodity losses during transportation accounted for 88.5 MT (2% of total commodity losses). PVOs were concerned that a sizeable proportion of the commodity losses during transportation could be attributed to negligence as the commodities were consistently contaminated by diesel fuel. Furthermore, CDRA partners emphasized that the inadequate durability of the oil tins exacerbated the losses in vegetable oil as they were made of material that was easily damaged.

4.3.5 Appropriateness of the commodity type/ration

The monthly food ration for each targeted household under vulnerable group feeding (VGF) comprised 49kg corn, 10kg corn soya blend (CSB), 7 kg lentils and 3.75kg vegetable oil. This ration was based on the standard WFP ration for IDPs and vulnerable families. For an average family of five, this VGF ration provides each person with 1,834 kilocalories of energy and 52.5 grams of protein per day. This ration was appropriate as beneficiaries were expected to supplement the ration from other sources so as to achieve the required survival daily caloric requirement of 2100 kilocalories per active adult.¹⁰ Baseline survey data indicated that households utilized a variety of coping strategies to increase access to food, including sale of labor, primarily as agricultural workers, exchange of labor for agricultural products, and sale of products such as charcoal and alcoholic drinks. Beneficiaries indicated that the VGF ration was acceptable.

During FY03 and 04 households that participated in FFA or FFW activities received 60 kg corn, 6kg beans and 3.75 kg vegetable oil, providing each household member with 1,817 kilocalories of energy and 52.5 grams of protein per day. For the sake of completeness, CRS included 0.75 kg of salt in the ration. Again it was expected that the beneficiaries would make up the calorie deficits from other sources. During FY05, CDRA appropriately replaced corn with sorghum in an effort to avoid flooding the market with corn as farmers were producing the commodity. Furthermore, this change in commodity was to ensure compliance with the GoA policy against the distribution of genetically modified grain.

¹⁰ A survival ration is estimated to provide 2100 kilocalories per day. See USAID, *Field Operations Guide for Disaster Assessment and Response*, version.3.0, p. III-32.

It had been anticipated that during FY05 the FFW beneficiaries would receive 45 kg sorghum, 20 kg yellow peas and 10kg oil while the FFA beneficiaries would receive 60 kg sorghum, 15 kg yellow peas and 5 kg oil. The rations for FFW included less sorghum, more oil and peas than FFA because of the higher energy requirement by the FFW participants as they engaged in labor demanding activities.

Because of the pipeline breaks and the delays in commodity deliveries, especially in FY05, PVO partners did not receive commodities as per the distribution plans. Each PVO found itself with varying combinations of commodities. To address this problem, CDRA developed different options for ration sizes for FFW activities (Table 4) based on whatever food was available at the time. An attempt was made to keep the kilocalories per person per day as close to 1,817 as possible. Although these rations were derived and agreed on during the SC meetings, some of the CDRA staff were not clear of their derivation.

Table 4: Options for ration sizes for FFA and FFW beneficiaries

Category	Sorghum (kg)	Yellow peas (kg)	Veg. Oil (liters)
FFA diversification choice #1	50	10	11.025
FFA diversification choice #2	40	10	11.025
FFA diversification choice #3	30	20	11.025
FFA diversification choice #4	25	25	11.025
FFW (infrastructure) choice #1	25	50	7.348
FFW (infrastructure) choice #2	10	50	7.348
FFW (infrastructure) choice #3	--	50	11.025
FFW (infrastructure) choice #4	--	50	7.348

Overall, the beneficiaries were aware of the components of the rations they received; however, knowledge of actual quantities was variable. The commodities used in VGF were most appropriate as they included CSB and oil, which are critical in meeting energy demands and essential vitamins. The FFA and FFW rations were also appropriate as they were intended to supplement the household's own food sources. All the commodities were culturally acceptable although there was minor resistance to sorghum, especially in areas where it was not previously grown.

4.4 Monitoring and Evaluation

Under the leadership of a qualified and experienced M&E Coordinator, CDRA had a well-structured and effective M&E component. At program inception, CDRA developed a detailed M&E plan with assistance from Food and Nutrition Technical Assistance (FANTA). The plan outlined the performance indicators, data to be collected, content and formats of the monthly, quarterly, semi-annual and annual performance review reports. The M&E plan could have been improved by the inclusion of an end use monitoring system which would have provided information on how the food aid was used, the beneficiary perception of registration and targeting and efficiency of targeting. It is recommended that future initiatives include an end use

monitoring systems for both food aid and FFW activities. As per the TA agreement, the USAID Technical Officer was involved in the development and approval of the M&E plan.

In line with the program objective, the M&E system focused on measuring improvements in food availability both among highly food insecure households transitioning to subsistence and among those ready for adoption of improved practices including diversification of crops. This was supplemented by monitoring of community capacity development and nutritional assessments.

CDRA identified a series of key indicators that were used for monitoring of outputs and short-term program impacts. Monitoring indicators were tracked through routine monthly monitoring and supplemented by the Household baseline survey in 2003, Second Household survey in 2004 and the Final Household survey in 2005. Goal level indicators were monitored through two nutritional surveys conducted in 2004 and 2005. CDRA should be congratulated for efficiently conducting five detailed and extensive surveys over a short period of 33 months and producing well-written and detailed reports.

The M&E Coordinator conducted intensive training and mentoring that equipped the PVO partner M&E officers with adequate skills, which enabled them to design and conduct M&E activities. CDRA was therefore instrumental in building capacities of the PVO partners in M&E. The capacity building in M&E was a significant investment that led to strengthened programming abilities within each partner PVO throughout CDRA. It is anticipated that this will transcend to subsequent programs.

The M&E Working Group met regularly. Key M&E activities were successfully undertaken and results appropriately used to inform programming, particularly targeting. CDRA successfully laid the foundation for an M&E system that was not only useful for the DRP but could also be used for follow on development interventions.

5. EFFECTIVENESS OF THE CDRA RESPONSE

5.1 IR 1: Increased Food Availability and Decreased Transitory Food Insecurity Among Vulnerable Rural Households

5.1.1 Vulnerable Group Feeding (VGF)

As of June 2005 CDRA had successfully provided 113,490 food insecure vulnerable households with food rations, exceeding the target that had been set at 77,830 (Table 5, & Annex 7). Since the average household size was estimated at 5, CDRA successfully provided food rations to approximately 567,450 individuals.

Table 5: Beneficiary tracking table (FY03 to June 05)

Activity	Beneficiaries		% Achieved
	Planned	Achieved	
VGF	77,830	113,490	146
FFA ¹¹	1,915,806	1,608,578	84
FFW	134,326	55,648	41
VDG*	48,732	1,460	3
Totals	2,176,694	1,779,176	82

Source: CDRA annual and quarterly reports

* FFW activities determined by VDGs

As had been planned at program inception, VGF was terminated in April 2004¹² as the general food security in the target area had significantly improved (VAM 03/04). Transfer of VGF to WFP ensured that any remaining vulnerable groups were assisted.

5.1.2 Distribution of seeds and tools

One of the major constraints to food security that faced both the returnee and previously resettled households in the program area was the lack of seeds and tools for cultivation. CDRA provided seeds and tools to the vulnerable households thus enabling them to cultivate the land. In general, vulnerable households received an agricultural kit comprising of tools (2 hoes¹³, 1 machete and a sharpener) and seeds (10kg maize and 3kg beans¹⁴). PVO past experience had shown that returnees needed two consecutive seed distributions to achieve food self-sufficiency. It was therefore CDRA's aim to provide households with only two cycles of seed distribution to re-establish meaning agricultural production.

As of June 2005, CDRA had distributed agricultural kits to 484,476 households exceeding the target (396,649) by 24%. Furthermore, in FY05 169,978 households who had received one round of seeds and tools received a distribution of seed only. These seed beneficiaries exceeded the target (147,676) by 15% (Annexes 7 & 8).

CDRA was therefore successful in providing basic agricultural inputs to support the reestablishment of cropping activities by the returnees.

5.1.3 Food for work for agricultural promotion (FFA)

CDRA promoted the increase of agricultural activities by providing farming households with food if they demonstrated that:

- they increased area under cultivation,

¹¹ There was "double counting" of FFA beneficiaries since most people who received food under the seed protection programme also received food under the harvest protection programme. CDRA only recorded the total distributions made and not the number of times each beneficiary received food rations. It is therefore not possible to determine the actual number of households assisted.

¹² An exceptional distribution was authorized during September 2004, serving 19,000 drought affected households in Kwanza Sul on a one-time basis

¹³ The number of hoes varied depending on donor source e.g. FAO kits included 1 hoe while EuronAid kits had 2 hoes.

¹⁴ Amount of seed varied as it depended on the amount available to the PVO.

- diversified cropping systems,
- weeded their fields, and
- harvested the *lavras* crop at the appropriate time.

A seed protection ration given at the start of the planting season to prevent consumption of seed supported 227,462 farming households surpassing the target 222,320 households. The harvest protection rations (provided just before the harvest to protect consumption of green crops) reached 88% of the targeted households (Annexes 7& 8). Failure to achieve the targets on harvest protection rations was due to a combination of delay in commodity delivery and logistical problems, for example, some of the commodities were received after the crops had been harvested.

By June 2005 a total 98,916 of the targeted 106,417 households received one month rations for increased *lavra production*, *nacas* rehabilitation, land preparation and weeding. In FY05, only 24,572 of the targeted 57,997 beneficiaries received two-month rations for increased agricultural expansion and diversification. Failure to achieve the target of 57,997 households was mainly due to the delay in commodity deliveries coupled with the reduction of commodities allocated for FY05 by FFP.

CDRA successfully promoted the involvement of female-headed households in vegetable gardening activities. A total of 8,644 female-headed households received food for vegetable gardening surpassing the target by 44%. By June 2005, 16,873 female-headed households were involved in vegetable production.

During FY03 and FY04 a total 75,696 households out of a targeted 62,150 received food rations in exchange for seed (seed swaps). Unfortunately, due to delays in commodity deliveries during FY05, CDRA distributed food for seed swaps to only 25% of the intended beneficiaries.

Despite the delays in commodity deliveries experienced during the latter half of FY05, CDRA was able to support a large number of beneficiaries in the program area. By June 2005, the FFA activities supported 1,608,578 people, which was 84% of the targeted beneficiaries (Table 5). CDRA was therefore successful in providing food to food insecure farming households to optimize and expand farming systems. Output 1.1 was therefore largely achieved.

5.1.4 Food For Work (FFW) activities

CDRA adopted FFW activities as the main strategy for increased livelihood options for communities, through the promotion of community recovery and the provision of much needed resources to individual households. The major aims of FFW activities included improving access to remote areas, improving agricultural infrastructure and increasing access to potable water.

The program had anticipated that 134,326 households would participate in FFW activities (Table 5). Unfortunately, only 41% (55,648) households were reached by June 2005. Of the 55,648 households that participated in FFW activities, the majority (32,775) were assisted in FY03 and FY04. It had been anticipated that as the program transitioned to a more developmental focus in FY05, FFW activities would be emphasized with almost all food commodities programmed to FFW activities. By June 2005, only 19% of the targeted beneficiaries had participated in FFW

activities. Failure to achieve FFW targets for FY05 was due to delays in deliveries of commodities to CDRA. During the evaluation (September 2005) CDRA received commodities whose delivery had been intended for June 2005. However, since the majority of the commodities were programmed for FFW activities, it is anticipated that by end of program in December, CDRA would have reached a significant proportion of the targeted FFW beneficiaries.

Despite the inability to achieve support to the majority of the intended beneficiaries in FY05, CDRA's achievements in infrastructure rehabilitation and construction as of June 2005 were remarkable (Annex 9). A total of 3,967 kms of tertiary and secondary rural road network were rehabilitated, improving access to remote areas, markets and service centers. In support of the program objective of improving food availability to food insecure families: a total of 1,043.6 kms of irrigation canals were rehabilitated increasing farmer access to irrigation; some 740ha of *nacas* were rehabilitated and 43 community warehouses for seed storage constructed. FFW activities also focused on water and sanitation infrastructure through the construction of 1,100 latrines¹⁵, 72 shallow wells, 7 piped water schemes and 84 water-holding tanks.

Although set targets were not achieved, CDRA contributed significantly to the rehabilitation of rural infrastructure and building of community assets.

5.2 IR 2: Increased Food Production in Targeted Communities

5.2.1 Promotion of improved agricultural practices

Technical assistance in crop production played a pivotal role in CDRA's efforts to increase food production in targeted communities. A total of 4,808 lead farmers and 477 *activistas* were trained in improved agricultural techniques and provided with technical material to undertake training of other farmers. By June 2005, some 2,228 trained lead farmers were operational and had established farmer demonstration plots. CDRA PVO extensionists worked directly with *activistas*, lead farmers and MINADER extensionists to guide proactive engagement through agricultural training and extension activities. By June 2005, 26,670 households were involved in farmer field demonstrations exceeding the target by 66%.

CDRA was successful in providing agricultural extension services to the target beneficiaries. During FY05, 91,507 households actively participated in extension/education training conducted by CDRA extension staff, lead farmers, *activistas* and MINADER extensionists. CDRA exceeded the target that had been set at 53,186. CDRA extensionists intensified the facilitation technique of Participatory Learning and Action (PLA), to mobilize farming households to identify location specific constraints and conditions and then apply new agricultural production techniques. To facilitate transfer of extension messages, CDRA supported the development of village farmer associations around relevant agricultural themes. A total of 2,820 farmers associations, farmer field schools, women's groups and mixed farmers groups were established and trained in improved agricultural production.

¹⁵ Latrine construction was only undertaken by Africare

5.2.2 Promotion of animal traction

In order to promote animal traction and increase land under cultivation CDRA distributed ploughs and oxen to farmer groups and associations. This activity was funded by other donors as complementary activities demonstrating CDRA's ability to leverage a significant amount of additional funding. CDRA had anticipated that 7,250 households would receive oxen and ploughs coupled with relevant training. By June 2005, CDRA surpassed this target as 8,281 households were reached. During the focus groups discussions beneficiaries requested for more assistance with traction animals.

Overall, CDRA was successful in the promotion of improved agricultural practices. Output 2.1 was achieved.

5.2.3 Strengthening community seed systems

Access to quality seed is critical for the achievement of agricultural recovery. One of the many constraints faced by both the food insecure returnees and settled communities was the inability to access sufficient quality seeds for agricultural production. CDRA was instrumental in reducing the dependence of farmers on imported seed varieties and increased production capacities by building community seed systems. CDRA put in place mechanisms that allowed farmers to successfully multiply their seed and produce quality seeds of improved varieties. Over 1,000ha of land in CDRA program area was under seed multiplication producing seed in excess of 7,000 MT.

Through the complementary Angola Seed Recovery Program (ASR), WV promoted sustainable seed production networks by contracting farmers associations and community seed multipliers to produce seed. The ASR program increased seed production from 31.9 MT in 2002 to 5,325 MT by January 2005. For the FY04/05 season, ASR provided 80% of total seed distributions in the central highlands of Angola. CRS developed a close partnership with the International Maize and Wheat Improvement Center (CIMMYT) to disseminate improved maize seed (ZM521) in CRS and other PVO-targeted areas of the Planalto, including Huambo, where WV purchased nearly 31 MT from CRS trained farmer groups. Through support from EuronAid, CARE supported seed multiplication for farmers in Bie with over 700ha of land cultivated for the production of maize and bean seed. Africare supported some 65ha for the production of seed and cassava cuttings.

By June 2005, some 12,644 households were involved in seed multiplication, exceeding the target by 69%. CDRA played a critical role in strengthening community seed systems thus ensuring seed sustainability at community level.

5.2.4 Promotion of agricultural diversification for improved nutrition

In order to support increased agricultural diversification, food production and improved nutrition CDRA promoted vegetable gardening, an activity that mainly targeted vulnerable female-headed households. Households were encouraged to produce diverse vegetables in order to provide a supplementary food source, improve household micronutrient quality and provide a source of income. By June 2005, 16,878 female-headed households were involved in vegetable gardening.

CDRA's success in supporting agricultural diversification is evidenced by the observation that 31,127 households were planting new crops (excluding maize, beans, sorghum, groundnut, cassava and sweet potato) by June 2005.

Efforts to establish fruit tree nurseries were a resounding success as 2,823 households established fruit nurseries exceeding the target by 265%. Attempts to pilot food processing activities were unsuccessful as none of the targeted 1,000 households were reached. Failure to achieve this target was due to the budget reduction in FY05.

5.2.5 Small animal husbandry

Small livestock are a main source of protein and revenue for rural households. In order to revive small stock production, CDRA distributed goats, chickens and rabbits to groups of vulnerable women and farmer organizations. The livestock were distributed to farmer organizations on credit while vulnerable women were required to pass the first offspring to the next recipients as determined by the beneficiary community. A total of 1,588 animals were distributed with a total of 3,224 households receiving training in animal husbandry.

5.2.6 Community health and nutrition approaches

Two CDRA PVO partners (SCF-US and Africare) piloted two health and nutrition approaches:

1. Positive Deviance to rehabilitate malnourished children (PDI) also known as Hearth Model, which seeks to rehabilitate malnourished children under 5 by promoting the consumption of locally available foods and enabling households to maintain the enhanced nutritional status of children at home. Africare was to implement PDI in 12 villages that had achieved a self-sufficient level of agricultural production.
2. SCF-US health staff with experience in their CORE - Polio Project was to carry out extensive health training of 253 households in Kibala. The project aimed at improving service delivery capacities of MINSA and provision of basic equipment and materials to health posts.

Although activities were definitely carried out by the PVOs it was difficult to assess and quantify achievements as these were not regularly reported in the "Progress on Activity Targets" in the CDRA reports. One observation though was that there seemed to be very little integration between the health activities and the CDRA agricultural activities.

Overall, CDRA was successful in the promotion of agricultural diversification although integration with health activities was not immediately apparent. Output 2.2: Promotion of agricultural diversification for improved nutrition was largely achieved.

5.3 IR 3: Enhanced Capacity of Rural Households to Protect their Food Security

The main purpose for IR 3 was to promote the inclusion and active participation of communities to eventually take over control of their own development process and protect the food security within their communities. This was essentially the initial step towards ensuring community resilience to future food security shocks. CDRA appropriately adopted the Transitional Programming Initiative (TPI) to build community capacities through the establishment of village

development groups (VDG). TPI reinforces community social structures and promotes active participation of all social groups; promotes community responsibility in identifying participants, planning and implementation of developmental activities; encourages community group solutions to conflict; and establishes mechanisms to bring together community development groups and local authorities to discuss community development issues.

Under the leadership of CARE, CDRA partners mobilized communities to set up VDGs. By June 2005, a total of 385 VDGs were established and trained. The VDGs were functional as CDRA facilitated the convening of 795 meetings between communities and local government, surpassing the target by 59%.

CDRA was highly successful in the creation of VDGs. By the end of the program, the communities had VDGs who were dedicated to spearheading development in the communities. It was impressive to note the enthusiasm with which the communities and traditional leaders “*sobas*” and local government welcomed the VDGs. The Administrator of Chivaulo Communa described the VDGs as “the eyes and ears of Administration”.

It should however be noted that the capacities of the VDGs were not consistent across the PVO target sites. As expected, the capacities of the VDGs in the CARE areas far exceeded those in other program sites. It is the evaluator’s opinion that with the exception of the CARE areas, VDGs in other PVO sites would require additional support to achieve the required capacities.

5.3.1 Build capacity of community farmer associations to enable community participation in agricultural promotion

As CDRA transitioned from an emergency to a development focus, capacity building of farmers associations to enable them to produce for local and provincial markets was regarded as a means of achieving and sustaining food security and livelihoods at community level. Farmer groups and associations were appropriately identified as the focal point of agricultural interventions. Farmers associations were an entry point for farmer training and demonstration fields.

By June 2005, a total of 2,820 farmers associations, farmer field schools, women’s groups and mixed farmers groups were established. It was noted that the farmer groups and associations were at different stages of formation. In the former DAP areas, farmer associations were well established and functional while in the recently settled areas, the associations were still at early formative stages. CDRA assisted farmer associations with the legislative process required for registration with INACA, the established national institution for Angolan Farmer Associations. However, very few associations had registered with INACA because of the prohibitive registration costs (up to US\$ 300).

Farmers groups and associations were trained in marketing their surplus produce for increased income – a strategy that ensured that farmers moved beyond subsistence. Furthermore with assistance from other organizations that included CLUSA, CDRA helped farmer associations establish producer/marketing associations. By June 2005, 85 farmer associations were linked to input suppliers. CDRA provided farmers with short – term seasonal loans mainly for production enhancing inputs (fertilizer and pesticides). Loan repayment by participating associations was reported as satisfactory. CDRA facilitated farmer access to credit. In Huambo, WV facilitated

farmer access to credit through the provision of a bank guarantee to farmer associations. CARE supported the establishment of small savings and credit associations.

CDRA was successful in mobilizing communities to form VDGs and farmer associations. Established farmer associations were capacitated and linked with input suppliers and markets. Access to credit was improved. Although a lot of technical and input support is required for farmers to achieve full self-sufficiency in food production, CDRA was successful in enhancing the capacity of the communities to protect their food security. IR3 was therefore achieved.

It was anticipated that by the end of program, 210,000 vulnerable and food insecure household in five Planalto provinces would meet their subsistence needs through their own food production and labor to the extent possible. CDRA contributed to increased food availability and production in target communities. The increased level of production translated to an increase in the number of months of the year during which a household could expect to depend on its own *lavra* production from 3.5 months in 2003 to 5.8 months in 2005 (CDRA Baseline and final surveys) and a further 2 to 3 months for those 97% of households that also worked on their *nacas*. Although total food self-sufficiency was not achieved, beneficiaries were able to meet some of their subsistence food requirements. Furthermore, community capacity to protect their food security was enhanced.

6. EFFECT OF CDRA ON BENEFICIARIES

6.1 Agricultural Production and Food Security

A large proportion of returnees and settled farmers in the CDRA program area were able to cultivate land. The proportion of farmers cultivating *lavras* considerably increased from 77% in 2003 to 96% in 2004 and 2005 (CDRA household Surveys). Furthermore, the farmers who did cultivate land were able to increase the land under cultivation throughout the life of the program. The proportion that cultivated more than 1 ha increased from 26.2% in 2003 to 43.9% (final household) survey. CDRA support for agricultural recovery through distribution of seeds and tools and extension activities contributed to the increased area under cultivation. Under subsistence agriculture, increased land under cultivation translates to an increase in crop production as long as climatic conditions remain favorable.

Mean total production of the major field crops (corn, beans, groundnuts and sorghum) increased from 176 kg in 2003 to 379 kg in 2005 (Table 6) and among households that harvested, the production increased from 245 kg to 404 kg. It should however be noted that production levels varied markedly from province to province due to variations in climatic conditions and soil types. At this level of production, the farmers increased the number of months of the year during which a household could expect to depend on its own *lavra* production from 3.5 months¹⁶ in

¹⁶ Calculation based on standard ration programmed for CDRA (60kg corn, 6kgs beans and 3.67 kg oil) that provides an estimated 1755 calories per household member per day.

2003 to 5.8 months in 2005. It was estimated that *naca* production by 97% of households cultivating *lavras*, contributed approximately 2-3 months of household food requirements. For those households that cultivated both *lavras* and *nacas*, food security from own production increased to approximately 8-9 months. Although there was a marked increase in food security when compared to baseline levels, the farmers were still vulnerable to food insecurity for some months of the year.

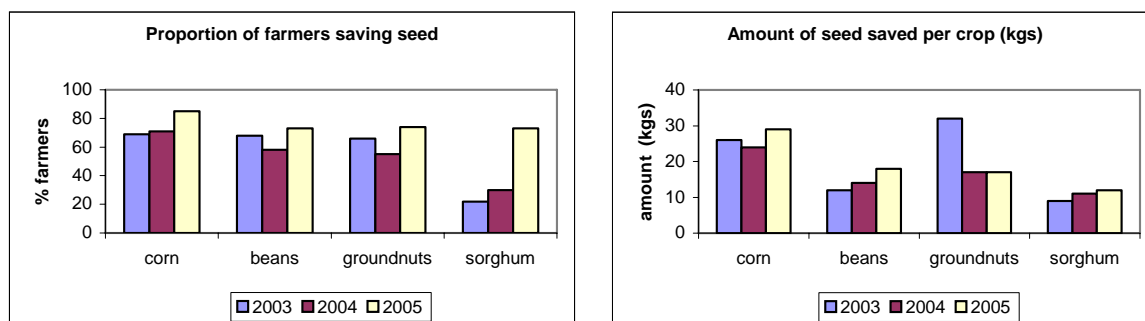
Table 6 Mean total crop production and estimated months of food security

Year	Mean total crop production (kg)	Mean total production for households that Harvested (kg)	Mean months of food security (<i>lavras</i> production only)
2003	176	245	3.5
2004	225	242	3.5
2005	379	404	5.8

Critical to the sustainability of an agricultural recovery process is the ability of farmers to be self sufficient in seed. An increase in the amount of seed saved is an important indicator of agricultural recovery. The proportion of farmers who saved seed increased from 55% in 2003 to 85% in 2005 (Fig. 2). By 2005, over 70% of farmers were saving seed for all the four major field crops. The aggregate amount of seed saved for all crops substantially increased from 39 kg in 2003 to 46 kg in 2005. Trends in quantities of seed saved for the four major field crops are indicated in Figure 2.

Reimbursements and seed swaps improved the availability of seed to farmers through seed banking or re-distribution. Incorporation of community seed banking into seed reimbursement activities, ensured that farmers and other community groups that maintained seed banks were able to either lend seed to members on a rotating credit basis or to invest proceeds from seed sales in other agricultural assets. Currently, in Huambo, Bié and Kwanza Sul several community seed banks have been developed with rotating loans to members.

Figure 2: Proportion of farmers saving seed and amount of seed saved per crop



Asset and relative household wealth were identified and measured as an indicator independent of direct program activity. Asset ownership is related to a household's ability to recover from shock, as assets can be used as security or collateral when a household needs income. As was expected for returnees who had been displaced for several years, the baseline survey indicated that 11% of households did not possess any form of assets. CDRA contributed to household asset ownership as demonstrated by a considerable decrease in the proportion of households having no assets to only 2.5%. During the evaluation, beneficiaries who had vegetable gardens indicated that they had managed to purchase household assets and bicycles (especially in Camacupa) from proceeds realized from the sale of horticultural products.

There is clear evidence that the economic recovery process is continuing in the CDRA project areas. Households are re-capitalizing in term of assets but the dependence on non-sustainable or negative livelihood/coping strategies such as casual agricultural labour (reported by 58% of households and sales of wood or charcoal (8%) is still high. However the percentage of households selling agricultural products grew from 24% to 32%, indicating a strengthening of the agricultural sector activities.

6.2 Agricultural Production for Marketing

CDRA's focus on crop diversification through horticultural production and the promotion of the cultivation of high value crops e.g. Irish potatoes for marketing resulted in financial gains for the beneficiaries. For example, one of the CDRA partners, CRS assisted the Catandi Farmers group from Balombo rehabilitate a small-scale gravity-fed irrigation system that irrigates 1.5 ha of land for horticulture. CDRA assisted the group with vegetable seed and fertilizer. For the last three years, the Catandi farmers have successfully produced vegetables all year-round, generating an average monthly per-capita income of 10,000.00 Kz (approximately \$110 US). With this income the farmers purchased five additional varieties of vegetable seeds, fertilizers and agricultural tools. Their success has attracted the attention of small traders from the Municipal center of Balombo who visit their village to buy their produce and sell it in the local market of Balombo. In just three years, the number of farmers participating in the program in Catandi has grown from 48 to 125. The Catandi farmers have successfully ended their dependency on external aid and currently generate sustainable income to improve the livelihoods of their families.

Local farmers trained in seed multiplication by CDRA eventually became contract suppliers of seed to the program. CDRA facilitated the linkage of Munde Bairo Association in Huambo to international seed producer Seedco for the contract production of seed. Local farmers took up seed production as an income generating enterprise.

6.3 Effect of Infrastructure Rehabilitation and Construction

The FFW activities have resulted in the rehabilitation and construction of infrastructure that was extensively destroyed during the war. By June 2005, over 3,267.5 kms of tertiary and secondary roads rehabilitated resulted in improved access to service canter for marketing of agricultural produce and health services. Previously isolated areas were re-connected through road rehabilitation and bridge reconstruction. For example road rehabilitation by one of the CDRA partners resulted in the linking of three provinces, Kwanza Sul, Huambo and Bie along with 3

major municipalities; Waku Kungo, Bailundo and Andulo. In Benguela, rehabilitation of the Balombo – Maca Mombolo road reduced travel time from 7 hours to 1.5 hours through re-establishment of the shortest route between the two municipalities.

Rehabilitation of water and sanitation infrastructure (toilets, piped water and shallow wells) improved community access to these facilities.

6.4 Effect of CDRA on Nutritional Status of Beneficiaries

The physical growth of children (up to 5 years of age) is an accepted indicator of the nutritional well-being of the population they belong to¹⁷. The assessment of acute malnutrition (wasting) highlights the vulnerability of children to adverse environments and their response to dietary changes. However, wasting is a poor indicator of the success of a food security program focused on agricultural production, since other factors that include food utilization, child feeding patterns and illness also contribute towards wasting. The assessments of chronic malnutrition (stunting) and weight for age (underweight) have been generally acknowledged as being closely related to the success of Title II food security programs¹⁸.

For all the provinces sampled (Benguela, Bie, Kwanza Sul and Huambo), 1% of children less than 5 years of age had severe acute malnutrition¹⁹ while 6-8% exhibited global acute malnutrition²⁰. The severe acute malnutrition remained below emergency levels throughout the implementation period of CDRA. However, the global acute malnutrition, although not at critical levels, indicated a poor under five nutritional status that requires closer monitoring in future.

On average approximately 50% of the children sampled had global stunting²¹ while 20% had severe stunting²². The stunting prevalence remained the same throughout the implementation period of CDRA. The stunting rates observed, whilst far from satisfactory, represented a norm for similar populations in Angola (CDRA 2004 and 2005 Nutritional Surveys). Approximately 36 – 46% of children were underweight as reflected by a low weight for age ratio.

The 2005 rates of the three anthropometric indicators: wasting, underweight and stunting were similar to the national UNICEF 2001 figures (CDRA Nutritional Survey, 2005). Although the food security situation in the CDRA area had improved significantly, this however did not translate to an immediately demonstrable improvement in the nutritional status of children. This is to be expected, as increasing food production on its own cannot bring about the desired nutritional status of children. It is only through an integrated, holistic approach that includes increased food production, improved maternal child health care, improved child feeding patterns, nutrition and health education and access to potable water and sanitation facilities that the nutritional status of the population could be improved. Furthermore, 33 months of programming is too short a time for any demonstrable change in the nutritional status of children since reversal

¹⁷ Food Security and Livelihood Survey in Central highlands of rural Angola. VAM, WFP (January 2005).

¹⁸ The impact of Title II Maternal and Child Health and Nutrition status of Children. USAID/ FFP (March 2004).

¹⁹ Acute malnutrition (Z score) = weight for height < -3 SD and or bilateral edema.

²⁰ Global acute malnutrition (Z score) = weight for height < -2SD

²¹ Global stunting = height for age < -2 Z score

²² Severe stunting = height for age < -3 Z score

of stunting is a slow physiological process. It may require an additional 3-5 years of sustained programming before significant changes in the nutritional state of children are demonstrable.

7. COLLABORATION

7.1 Collaboration with USAID/FFP

A FFP representative in the USAID Angola mission was responsible for supervising the implementation of the Title II commodities distributed by CDRA. CDRA worked very closely with the FFP officer and his successor. The FFP officer was intimately involved from program planning through implementation and reporting. Attendance to all Steering Committee meetings ensured that USAID was kept informed of the strategic direction of CDRA while at the same time, CDRA was updated on the donor's perception of program implementation. The FFP officer was instrumental in facilitating quick approval of the implementation plans and cross lending arrangements between CDRA and WFP. CDRA and USAID developed a very good working relationship.

7.2 Collaboration with Government of Angola

It was anticipated that program implementation would be conducted in partnership with MINADER. As the key implementing partner, MINADER had the responsibility for taking over the CDRA activities after termination of the DRP. Wherever possible, CDRA jointly planned program activities with MINADER, particularly IDA and the extension services department, EDA (Estacao do Desenvolvimento Agraria) and local administration. Provincial directorates were involved in the selection of program activities.

Attempts were made by CDRA partners to work closely with MINADER on the implementation of program activities. CDRA collaborated with MINADER on the implementation of farmer field days and EDA staff participated in seed swap activities, data collection for the CDRA surveys, needs assessments and farmer training activities. All these activities were accompanied by a large training component for MINADER staff. The biggest challenge however, was the major human and resource constraints faced by MINADER. Especially at extension level, MINADER had insufficient staff and some were inadequately experienced to actively participate in the program. Furthermore, MINADER extension staff did not have adequate transportation. Given the limitations within MINADER, it is the evaluator's opinion that CDRA made satisfactory efforts to collaborate with MINADER. All MINADER staff met during the evaluation acknowledged the good collaboration that existed between CDRA and MINADER.

7.3 Collaboration with other Organizations

Through sharing of resources and joint implementation, CDRA collaborated with WFP in ensuring that all categories of beneficiaries were adequately provided for and that work was not

duplicated. WFP focused more on vulnerable group feeding in the IDP and transition camps in the areas around municipal towns, while CDRA focused on FFA and FFW in villages of resettlement and return.. Both CDRA and WFP faced some pipeline breakdowns during the life of CDRA. Because of the good working relationships, the effects of the breakdowns were minimized through commodity lending arrangements between the two.

CDRA participated in several inter-agency assessment activities that included: the participation of the CDRA M&E personnel in the WFP Vulnerability Assessments; and needs assessments conducted by teams that included CDRA partners, representatives of government and international agencies, including OCHA, FAO, WFP and MSF. CDRA partners collaborated with a wide range of international and local partners that included ADRA (Huambo), Okutiuka, AADC (Benguela), the Angola Red Cross (Bié), JOSSOTUR, and ACM (Kwanza Sul) in many activities that included seed multiplication and agricultural training. Through the Pro-Planalto program, World Vision collaborated with the Institute for Agronomic Investigation (IIA), IDA, the Faculty of Agricultural Science at Agostinho Neto University and the International Agriculture Research Centre (IARC) in the development and implementation of farmer demonstration plots and trials. CRS collaborated with CIMMYT in the dissemination of improved maize seed varieties.

CDRA was successful in the development of collaborative links with USAID, the GoA and other local and international agencies. The strong collaborative linkages were instrumental in CDRA's access to both material and technical support that ensured the achievement of set targets

8. EXIT STRATEGIES AND SUSTAINABILITY

An exit strategy for a program is a specific plan describing how the program intends to withdraw from an area while ensuring that the achievement of development goals is not jeopardized and the further progress towards these goals is made. The goal of an exit strategy is therefore to ensure sustainability of impacts and activities after termination of the program.

The exit strategy for CDRA was based on the development and strengthening of social capital to manage community development after termination of the program. The exit strategy involved the establishment and strengthening of VDGs who would be capacitated to take over control of community development processes and protect the food security of the communities. The VDGs would enhance and strengthen the capacity of the communities to identify and prioritize their development needs, as well as stimulate the formulation and execution of cohesive and viable plans, in collaboration with local administration/government officials, to address and resolve these needs. Furthermore, the VDGs would increase the communities' capacities to mitigate and manage conflicts.

Working hand in hand with the VDGs would be the farmers associations who would spearhead crop production and increase food security. Farmer groups and associations would be the focal

point of agricultural interventions and serve as entry points for farmer training. The associations would establish seed multiplication plots that would ensure sustainable seed availability to the communities. To promote the development of commercial activities, the farmers associations would be linked to input suppliers and commodity buyers. A pool of trained *activistas* and lead farmers would support the agricultural production activities. Providing the overall technical agricultural assistance and supervision would be the MINADER extension staff.

The exit strategy was clearly articulated at program inception and progress towards its achievement regularly reported on. Although the exit strategy was well formulated and achievable, the greatest threat to its attainment is the human and resource constraints currently faced by MINADER. The sustainability of CDRA achievements will depend on the ability of MINADER to provide both technical and input (mainly fertilizer) support to the farmers associations and groups as they increase agricultural production.

9. CONCLUSION AND RECOMMENDATIONS

9.1 Conclusion

Through direct provisions of rations, CDRA contributed to the increased food availability and decreased transitory food insecurity among vulnerable rural households. Furthermore, CDRA was successful in providing food to food insecure farming households to optimize and expand farming systems. The strategic goal envisioned that by the end of FY05, 210,000 vulnerable and food insecure household in five Planalto provinces would meet their subsistence needs through their own food production and labor to the extent possible. CDRA's initiatives contributed to increased food availability and production in target communities as the overall mean total production of the major field crops increased from 176 kg in 2003 to 379 kg. For those households that actually harvested, the production increased from 245 kg to 404 kg in 2005. This increased level of production translated to an increase in the number of months of the year during which a household could expect to depend on its own *lavra* production from 3.5 months in 2003 to 5.8 months in 2005. For the 97% of households that also cultivated *nacas*, food security from own production increased to approximately 8-9 months. Many of the households were also involved in vegetable gardening, small animal husbandry, and fruit tree nurseries, which increased food availability and also allowed households to earn some income. Although total food self-sufficiency was not achieved, beneficiaries were able to meet some two thirds of their subsistence food requirements. Furthermore, community capacity to protect their food security was enhanced.

The foundations for improved agricultural production have been set by CDRA. There is however insufficient capacity to provide continued support to the farmers. The sustainability of CDRA achievements will depend on the ability of MINADER to provide both technical and input (mainly fertilizer) support to the farmers associations and groups as they increase agricultural

production. MINADER is currently severely under resourced and has no capacity to provide the required support to the farmers.

Clearly the “emergency” situation in the CDRA program area is under control and there is no requirement for general food distribution. A rapid food security assessment conducted by three PVO partners in January 2005 indicated the existence of emergency situations in small pockets just outside the CDRA area. For example, high levels of food insecurity were indicated in Southern Huambo (CDRA operated in Northern Huambo). This finding needs further investigation so that appropriate interventions are instituted.

Although significant progress has been made in ensuring that beneficiaries in the CDRA target area meet their subsistence needs from their own production and labour, food self sufficiency is yet to be achieved. Beneficiaries in the CDRA target area still remain highly vulnerable as their newly re-established livelihoods are still fragile and exposed to a wide range of risks. A single shock can destroy any recovery or development gains that have been made. Any shock would put these vulnerable communities back into a situation of food insecurity and dependency on external interventions. It is critical that development assistance to these communities is not withdrawn. Development efforts should aim at enhancing the ability of the communities to manage risks. Interventions should strongly support assets creation as more durable and sustainable livelihoods can only be achieved when sufficient assets are available to support risk management.

9.2 Lessons Learned

CDRA was unable to document and share lessons learnt during the life of the program. It is strongly recommended that CDRA should, during the remaining two months of implementation conduct Lessons Learned Workshops for each thematic area. Relevant stakeholders and beneficiaries should participate. Lessons Learned should be documented and shared. Some of the overall lessons learnt are highlighted below.

- Management of a Consortium demands frequent interaction among partners, and requires collaboration with a wide range of stakeholders and total commitment from all the partners. While management by consensus is a labour intensive and time-consuming process, the end result is a stronger buy-in and more effective implementation of decisions by the consortium members. Good coordination is a primary requisite for the growth of a consortium.
- For effective commodity management, it is essential that both a Logistics and Distribution Manager be hired. For accountability, it is critical that the Logistics and Distribution sections are separated.
- To avoid spoilage of commodities, shipment sizes should be limited to what warehouses can support. Shipments should be limited to what can be warehoused for a maximum of 45 days in port silos (if absolutely necessary) or three months in a Lobito warehouse. Corn and other grains cannot be warehoused for long periods of time during the rainy season. Grain should be dispatched to inland warehouses within three months of delivery. The cooler climate inland allows for a longer shelf life.

- In order to facilitate sharing of experiences and lessons learnt among key stakeholders involved in large programmes like CDRA, end of program evaluations should be participatory. An evaluation team led by an external evaluator should comprise representatives from the key stakeholders. For a program like CDRA, the evaluation team should include one representative each from MINADER, donors, CDRA and beneficiaries. .

9.3 Recommendations

Following are recommendations on; i) issues that CDRA should address before program termination ii) recommendations for the improved implementation of future DRP programmes, and recommended developmental interventions for future support to CDRA areas.

9.3.1 Issues that CDRA should address before program termination

- CDRA should in last two months hold Lessons Learned Workshops for each thematic area. Relevant stakeholders and beneficiaries should participate. Lessons Learned should be documented and shared.
- All CDRA funds should be externally audited before the end of program. It is critical that future initiatives should ensure that the PVO responsible for financial management of program funds has adequate capacity to do so

9.3.2 Recommendations for improved implementation of future DRPs

- Working Groups should be constituted at program inception and form an integral arm of program management. The Working Groups would ensure uniformity in programming among the partners through the establishment of common targeting criteria and implementation protocols. Through the Working Groups, the program would collectively develop consistent policies and procedures within each specific thematic area. It is critical that the activities of the Working Groups be well coordinated.
- The commodity management personnel should include a full time commodity Logistics Manager and a Distribution Manager for effective commodity management and accountability.
- The M&E plan should include an end use monitoring system which would provide information on how the food aid is used, the beneficiary perception of registration and targeting and efficiency of targeting. An end use monitoring system should also be developed for FFW activities.

9.3.3 Recommended interventions for future support to CDRA areas

- The consortium approach is strongly recommended for future development assistance programmes as it allows the PVOs to reach a large number of beneficiaries at a given time.
- CDRA has shown that there is geographic variation in food security in Angola. This necessitates careful targeting of interventions and context specific programming is required. Risk and vulnerability analysis frameworks should guide the targeting and design of follow up initiatives.
- To achieve sustainable livelihoods, a holistic, integrated multi-sectoral developmental intervention that includes all sectors e.g. health, agriculture, water and sanitation should be promoted. HIV/AIDS awareness should be a cross –cutting component for all interventions.
- In order to adequately support the farming families, more agricultural extensionists should be made available. There is need for a massive capacity building for MINADER staff. This of course can only be achieved if sufficient resources are allocated to MINADER.
- Development interventions should include a massive infrastructure rehabilitation component especially roads and bridges to improve access to markets. Food insecure communities can be engaged to participate in the rehabilitation of infrastructure using food as a resource.
- Future initiatives should promote the use of fertilizers (organic and chemical) to increase soil fertility and subsequent crop production. The soils in the Planalto are reported to be generally poor²³. Successful crop production in the Planalto requires the use of modest amounts of phosphate and nitrogen fertilizer to achieve reasonable crop yields²⁴.
- Agricultural support programs should also target those areas with the highest potential for high yielding smallholder crops. This will ensure increased availability of food.
- Farmers associations should continue to receive both technical and input support to facilitate the establishment and registration of producer/marketing associations. Efforts to link established farmer associations with input suppliers and markets should be intensified. These linkages will result in increased quantity and quality of marketable products.
- Support should be given to the revival of the livestock sector for animal traction and as a food source. More fertile soil can be obtained by means of better soil preparation (deeper ploughing), which obviously depends on the availability of animal traction. Livestock provide not only work for farming, but also food for the general population. In addition, livestock contribute manure for soil fertilization. Maintenance costs for livestock would be low as grazing pasture is abundant. Reconstituting sizeable livestock resources would have many advantages in addition to potentially increasing the acreage that a family can cultivate.

²³ Food Security and Livelihood Survey in the Central Highlands of rural Angola. WFP, VAM January 2005.

²⁴ Angola Seed Recovery Phases I, II and III. Final Report. WV. February 2002 - January 2005.

- The VDGs should be continuously, supported especially in the creation and strengthening of leadership skills. The capacities of the VDGs varied across the PVO target sites. VDGs therefore still require additional support to achieve the required capacities.
- Local manufacturing of basic farming tools/equipment should be promoted. As has been clearly seen in some countries like Liberia, projects aimed at promoting local manufacturing of basic cultivation tools can efficiently help restore agricultural production. The raw materials needed to make the tools are abundant, as there are massive tonnages of destroyed war machinery available throughout most provinces. Moreover, locally made tools are cheaper and can help activate the local economy. Some of the farmers associations formed under CDRA could be provided micro-credit to set up such an enterprise.

Annex 1

Scope of Work

Consultancy for Final Development Relief Program (DRP) Evaluation

Location: Luanda and *Planalto* Provinces of Benguela, Bié, Huambo, Huila and Kwanza Sul in Angola
Duration: 3-4 weeks
Start Date: 15 July 2005

1. Background Information

The CDRA Development Relief Program (CDRA: Consortium for Development Relief in Angola composed of five PVO agencies: Africare, CARE-USA, CRS, Save the Children-US, and World Vision Incorporated, with CARE as the lead agency) began in March 2003 implementing activities in response to the enormous food insecurity in the rural areas of *Planalto* Angola following the end of the 27-year civil war in April 2002. Vast areas of the country that had been isolated due to the conflict gradually became accessible, revealing very high levels of vulnerability and deprivation among the population. The program sought to address both the immediate food insecurity of the population through Title II food distributions, particularly as they resettled back to their homes of origin, as well as attend to their longer-term food insecurity through agriculture extension training and the distribution of key inputs such as seeds and tools.

Over the 31-month period that covered three fiscal years (Mar 2003 to Sep 2005), the program evolved, continuously responding to the changing needs of rural communities. Emergency food distributions marked the beginning stages of the program to provide basic relief to hungry IDPs, vulnerable persons, demobilized soldiers and resident households – all of whom were in the process of resettling and reestablishing their livelihoods. That process was facilitated by the program by simultaneously focusing on food production of household farmers. Food rations were provided at key points during the year agricultural calendar to assist farmer families in producing their own food: 1) seed protection at the beginning of the cycle, 2) harvest protection at the end of the cycle, and 3) Food for Work during the off season. Food for Work (FFW) interventions were introduced to rebuild basic infrastructure and provide needed food stuffs in food insecure households.

Finally, greater attention was paid to addressing the longer-term aspects of food insecurity towards the later stages of the program, much of which involved engaging communities through Village Development Groups in order to foster good governance, conflict resolution, women's participation and elements of emergency preparedness in the process of reconstituting communities. These latest interventions completed the transition from emergency relief to development within the DRP framework.

Program Objectives:

Given the evolving nature of the situation in the field and the needs of the communities the program targeted, the objectives over the 31-month period were adjusted accordingly. Nevertheless, the general objective of the DRP is to *increase Food Security through agricultural recovery in post-conflict affected communities of five provinces of Planalto, Angola*. More specifically for the current FY2005 portion of the project, the strategic goal is *to meet the subsistence needs of 210,000 vulnerable and food insecure households through their own food production and labor in five Planalto provinces to the extent possible*.

There are three intermediate results:

4. Increased food availability and decreased transitory food insecurity,
5. Increased food production in targeted communities, and
6. Enhanced capacity of communities to protect their food security.

Formatted: Bullets and Numbering

Cross-Cutting Themes (introduced for FY2005) include:

- Women's active participation,
- HIV/AIDS understanding as livelihood issue,
- conflict resolution and good governance promotion, and
- emergency preparedness.

The indicators defined in June 2003 continued to be used for monitoring of outputs and short-term program impacts. A baseline survey was done in July-September 2003, and was the basis for the mid-term survey in the second year in 2004. The same survey will be conducted in July 2005 in order to compare the results and progress of project interventions throughout the life of the program. The indicators of the program are presented below:

- No. of individuals settled before and after April 2002 (to determine how much of the population was resettling versus those who remained in place throughout the war)
- Household production of key staple crops (mean production)
- # ha. of *lavras* (farm fields) cultivated by target farmers
- % of households which save seed (number of households which saved seed)
- Maize, beans, groundnuts seeds saved (average amount saved in kgs)
- Alternative sources for livelihood (% of households participating in each)
- Asset acquisition and ownership (% of households owning assets at a given level)

Monitoring indicators are tracked through routine monthly or quarterly reporting and comprehensively reported on in the Semi-Annual Performance Review. The introduction of capacity development at the local level, and the central role given to community organizations in the current program has required additional indicators.

To supplement the HH baseline survey, an Anthropometric Nutritional Survey was conducted on children 6 – 59 months old in all CDRA areas in April 2004 and 2005.

2. Scope of Work

Main Objective

To review the impact of the 31-month Development Relief Program (DRP) as outlined in the results framework (RF) and evaluate the interventions in relation to the stated targets of the program.

The evaluation will also assess the following aspects beyond the standard impact of project interventions described in the Main Objective above:

- 1) assess the relevance and effectiveness of the strategies and interventions applied by CDRA to address the food insecurity problem;
- 2) review the appropriateness of the targeting criteria, beneficiary selection and discharge process;
- 3) effectiveness of the consortium in operationalizing the program objectives and meeting the needs of targeted beneficiaries; and

- 4) document possibilities of replicating the CDRA approach to other areas, situation or circumstances.

Consultant Activities

The Consultant will be accompanied by the CDRA M&E Coordinator throughout the assessment. Additional CDRA personnel will be present from respective consortium agencies depending on location and project activities in the field. The expected list of activities in the evaluation process is as follows:

- Read CDRA Program proposals and Transfer Authorizations and amendments
- Review quarterly and semi-annual reports
- Review nutrition and HH surveys
- Review minutes of CDRA meetings
- Meet with partners USAID/mission
- Review program M&E process
- Meet with program staff, review program documents, training methodologies and interventions and visit program sites in all the provinces to become familiar with program activities
- Consult with CDRA program staff in evaluating aspects of program interventions
- Consult with beneficiaries to measure their level of satisfaction
- Meet with partner agencies including the Ministry of Agriculture (MINADER), UTCAH, UN (FAO, WFP), NGOs involved in food security program, and local government authorities.
- Determine a sampling of areas for field visits;
- Develop a framework for data collection including the use of participatory tools;
- Document the process and findings
- Establish a list of recommendations for future similar programming;
- Present a first draft of the main findings in a PowerPoint presentation to CDRA partners for comments and feedback. Make necessary adjustments as requested for final report;
- Present a final evaluation report to CDRA within 10 days (normally 1/4 of total time) of departure from Angola, providing detailed observations, analysis and conclusions (and recommendations)

3. Expected Outputs

An evaluation report detailing the following:

- Appropriateness of the strategies and approaches employed by each CDRA partner
- Effectiveness of the beneficiary targeting for the different program categories
- The benefits/challenges of implementing such a program using the CDRA consortium model;
- The changes (positive and negative) and sustainability that have occurred in the beneficiary's livelihoods as a result of CDRA program; and
- List of recommended integrated interventions to be incorporated for future interventions

4. Tentative Schedule:

Duration: 3 weeks in field + 1-2 weeks for report??

15 Jul Arrive in Luanda

5 Aug Meeting and initial presentation of findings with Directors and USAID in Luanda

5. Qualifications

- Profile: Agriculture Recovery Technical Advisor or M&E senior staff
- Significant experience designing, implementing and evaluating Development Relief Programs, preferably in Africa
- Knowledge of current best practices in agriculture recovery
- Experience in designing or implementing DRP programs desirable
- Knowledge of nutrition programming a plus
- Proven ability to work in a team
- Fluent spoken and written English
- Fluent spoken and written Portuguese strongly preferred
- Bachelors or Masters Degree in relevant field

6. Contacts

- Mustaque Ahmed, acting CARE Country Director – mustaque@care.ebonet.net
- Scott T. Campbell, CRA/AO Country Representative – crs.lobito@ebonet.net
- Anne Berton-Rafael-CDRA M&E Coordinator- arberton-crsao@mail.ru

Annex 2

List of Persons met and Organizations Consulted

I. CDRA Staff

Africare

Ms M. Terry	Programme Manager, CDRA
Mr P. Siloca	Provincial Representative, Bie
Mr J Kefa	Commodities Coordinator
Mr S. Diego	Administrator, Kuito
Dr P. Wirsiy	Health Coordinator
Mr E. Katihe	Provincial Coordinator, Agriculture

CARE

Mr R. Bulten	Country Director
Mr M. Ahmed	Assistant Country Director
Mr A. Caires	Commodities Manager, CDRA
Mr K. Chimwayo	M&E Officer
Mr D. Pedro	Finance Manager, CARE
Mr M. Simao	Agriculture Coordinator
Mr S. Duarte	SCOPE Coordinator
Mr J. Rubem	Technico de Compo, Chivaulo DRP
Mr P. Sergies	Commodities Manager, DRP
Mr E. Alvaro	Agriculture Coordinator, Catabola/Camacupa

Catholic Relief Services

Mr M. Ellis	Program Manager, CDRA
Ms A. Berton-Rafael	M&E Coordinator, CDRA
Mr S. Hayarpetyan	Head of Program Support, CRS Angola,
Mr A. Caviti	Base Manager, Balombo
Mr P Nivas	Coordinator, CDRA Municipality- Balombo
Mr B. Cativa	Coordinator, CDRA Communa – Balombo
Mr J. da Cruz	Coordinator, CDRA Commodities & FFW - Balombo

SCF-US

Mr I. Miah	Program Manager, CDRA
Mr G Tiburcio	Program Officer & M&E / Acting Base Manager, Gabella
Mr A. Goncalves	Agriculture Field Supervisor, Gabella
Mr G. Pequenino	Rehabilitation Supervisor, Gabella
Mr J. Lutumba	Acting Commodity Manager, Gabella
Mr D. Kussinduca	Health Supervisor, Gabella
Mr M. Domingos	Team Leader, Kibala Team
Mr A. Bumba	Commodities Checker, Gabella
Ms E. Aruajo	Assistant Warehouse Keeper, Gabella

World Vision

Mr J. White	Operations Director
Dr C. Asanzi	Agriculture Program Manager
Mr D. Guilherme	Assistant Agriculture Manager

Mr L. Canga Municipal Coordinator, Bailundo
 Mr. G. Chawako Agricultural Extensionist
 Mr. M. Kassule Municipality Coordinator of Caala

USAID

Ms D. Swain Mission Director, Angola
 Ms C. Bowes Director of Projects
 Mr J. Neves Project Management Specialist
 Mr A. Wind Acting Program Officer
 Mr A. Sumra Finance Officer
 Ms A. Branco Budget Specialist

Chevron Texaco

Mr M. Beye Project Coordinator, Angola Partnership Initiative
 Mr S. Soares Community Development Representative

II. Key Informants

Ms S. Ruedas Deputy Country Director, World Food Programme
 Ms F. Andrade Programme Assistant, VAM, World Food Programme
 Mr P. da Conceicao Cunha Administrator, Kibala Municipality – Kwanza Sul
 Ms M. Gonzales Regional Field Administrator, OCHA
 Mr A. Miguel Administrator, Balombo Municipality – Benguela
 Mr F. Martins Provincial Director, MINARS – Sumbe, Kwanza Sul
 Mr A. Sayonso Technical Basic – Agriculture, EDA Lubombo
 Mr P. de Castro Technical Social – MINARS, Lubombo
 Mr A. Martinho Technical Basic – Veterinary, MINADER
 Mr A. dos Santos Director, EDA, MINADER – Kuito, Bie
 Mr B. Paulino Administrator, Chicala Communa, Bie
 Mr J. Vionga Vice Administrator, Gamba Communa, Bie
 Mr H. Agostinho Administrator, Chivaulo Communa, Bie
 Mr E. Wassonha Vice Administrator, Chivaulo Communa, Bie
 Mr J. Mapanga Technical Seed Production & Agronomy Manager, Seed Co Botswana
 Mr. L. Sapuile Local seed multiplication contractor for WV, Huambo

III. Focus Group Discussions

Province	PVO	Venue	Males	Females
Kwanza sul	SC/US	Kinjenga - Kibala	23	14
Benguela	CRS	Ukongo service centre, Balombo	17	-
Benguela	CRS	Chico de wait village, Balombo	24	16
Benguela	CRS	Capeco village, Balombo	9	12
Bie	Africare	Vegetable garden, Mblossole village, Kuito	8	1
Bie	Africare	Joaquim II Village, Kuito	6	22
Bie	Africare	Kavimu Village, Nharea	37	72
Bie	CARE	Chivaulo Communa, Andulo	33	8
Bie	CARE	Chivaulo, Okovanjakovaso Savings Group	16	6
Huambo	WV	Bailundo, Bairro 15 Farmers Association	68	52
Huambo	WV	Bailundo, Kinsi Village	12	32
Huambo	WV	Capunje Farmers Association	8	2
Huambo	WV	Caala, Chandenda Association	58	88
Huambo	WV	Huambo, Farmers Association of Munde Bairro	12	4

Annex 3

CDRA outputs and activities by Intermediate Result

<p>IR 1: Increased food availability and decreased transitory food insecurity among vulnerable rural households</p>
<p><i>Output 1.1: Food provided to food insecure farming households to optimize and expand farming systems.</i></p> <ol style="list-style-type: none"> 1. Distribute seeds and tools to newly resettled food insecure and vulnerable rural households. 2. Provide food for increased <i>lavra</i> production and food for agricultural diversification and expansion. 3. Provide food for seed swaps and seed multiplication. 4. Distribute food rations to the most vulnerable households.
<p><i>Output 1.2: Increased rehabilitation opportunities through Food for Work activities.</i></p> <ol style="list-style-type: none"> 1. FFW participants receive food to rehabilitate rural infrastructure, including access and feeder roads, irrigation canals, dams, and <i>nacas</i>. 2. FFW participants receive food to rehabilitate and build community assets (community warehouses and seed storage as well as community centers). 3. FFW participants receive food to improve community water and sanitation. 4. FFW participants, particularly women, receive food for vegetable gardening, fruit tree nursery activities, and forestry tree planting.
<p>IR 2: Increased food production in targeted communities</p>
<p><i>Output 2.1: Promotion of improved agricultural practices.</i></p> <ol style="list-style-type: none"> 1. Promote farmer field demonstrations. 2. Facilitate extension in planting techniques, seed multiplication, inputs use, and composting. 3. Strengthen skills of <i>activistas</i> and lead farmers. 4. Build the capacity of MINADER to deliver effective extension services. 5. Provide farmers with oxen and ploughs for animal traction.
<p><i>Output 2.2: Promotion of agricultural diversification for improved nutrition.</i></p> <ol style="list-style-type: none"> 1. Strengthen community seed systems and improve access to quality seeds. 2. Promote vegetable production for women. 3. Promote high value income-generating crops such as beans and groundnuts. 4. Establish nurseries for fruit trees. 5. Increase access to and utilization of <i>nacas</i>. 6. Introduce and develop small animal husbandry for women. 7. Pilot two community nutrition & health approaches.
<p>IR 3: Enhanced capacity of communities to protect their food security</p>
<p><i>Output 3.1: Increased participation & capacity of all members of community groups.</i></p> <ol style="list-style-type: none"> 1. Facilitate the establishment and strengthened development of Village Development Groups. 2. Reinforce the VDG structure to promote conflict resolution & disaster mitigation. 3. Build the capacity of community farmer associations to enable community participation in agricultural promotion activities. 4. Promote women’s active engagement and participation in farmer and other functional groups. 5. Implement systematic cross visits among CDRA PVO partners to incorporate best practices and assimilate lessons learned.

Annex 4

CDRA complementary Funding

Agency	Project	Sector	Complementary Sources	Project Value (US\$)	
World Vision	Angola Seed Recovery Program	Agriculture	USAID*	7,040,591	
	Huambo emergency seeds and tools distribution	Agriculture	FAO and WV Taiwan	124,209	
	Emergency seeds and tools distribution	Agriculture	EU- Euronaid & WVUK	184,526	
	Bimbe Supplementary Feeding Programme	Food Aid - Nutrition	WFP & WV Japan	850,000	
	Bimbe Emergency Health and Nutrition	Health	New Zealand Gov & WVNZ	83,600	
	Luvemba Emergency Health and Nutrition	Health	German Gov & WV Germany	229,111	
	Luvemba Supplementary Feeding Program	Food Aid - Nutrition	WFP & WVNZ	162,938	
	Ag Packs for demobilized soldiers	Agriculture	FAO and WV UK	168,140	
	Tool kits for distribution with locally produced seed	Agriculture	WFP/FAO	250,000	
	Emergency resettlement packs for vulnerable groups	Relief	USAID /OFDA*	592,754	
	Agricultural Recovery Programme in Huambo	Agriculture	EU- Euronaid & WVUK and WVG	760,290	
	Seeds and tool distribution in newly accessible areas	Agriculture	EU- Eronaid & WVG	374,308	
	Bimbe Nutrition Program Phase 11	Health	WV New Zealand	50,700	
	Agricultural Recovery Programme	Agriculture	WV Taiwan	180,000	
	Huambo HIV/AIDS Project	Health	WVUS	240,000	
	Bailundo Health and Nutrition Project	Health	WVUS	348,770	
	Chiango Proplanalto	Economic Development & Agriculture	Chevron Texaco/USAID/OFDA*	2,707,064	
	Cool Season Agricultural Recovery Program	Agriculture	EU- Euronaid & WVUK	863,700	
	Ekunha Proplanalto	Economic Development & Agriculture	WV Canada	381,060	
	Livestock re-stocking Programme	Agriculture	WVUS & WVUK & WV Australia	813,530	
	Development of National Seed Industry	Agriculture	WVUS	300,000	
	Ukuma and Tchinjaenje Targeted Feeding Program	Food Aid - Nutrition	WFP & WVNZ	816,274	
	Agricultural Recovery Flood Response	Agriculture	EU & WVUK & WV Japan	1,112,940	
	IRSEM- Reintegration of Ex-Military	Agriculture	IRSEM & WVUK & WV Japan	2,353,533	
	PRORURAL - Improved livelihoods	Economic Development & Agriculture	WVUK	323,600	
	TOTAL			21,311,638	
	SCF-US	FAO Seeds and Tools Distribution	Agriculture	FAO	17,859
		World Food Program	Food Aid - Nutrition	WFP	8,417
		TOTAL			26,276
	CRS	OCHA	Agriculture	OCHA	43,826
		Troicaire/ DCI	Agriculture	Troicaire/ DCI	378,888
		Troicaire/ DCI	Agriculture	Troicaire/ DCI	183,388
		FAO	Agriculture	FAO	5,000
Farm Resources Bank		Agriculture	Farm Resources Bank	50,000	
TOTAL				661,102	
CARE	Seeds and tools distribution	Agriculture	Euronaid	3,562,103	
	Seeds and tools distribution	Agriculture	WFP	300,000	
	Seeds and tools distribution	Agriculture	EU	1,128,254	
	Mine Action	Mine action	Private funding	92,240	
	Agriculture	Agriculture	Burpee foundation	50,000	
	Farmer Associations	Economic Development & Agriculture	BP	750,000	
	TOTAL			5,882,597	
GRAND TOTAL			27,881,613		

* Synergy with other USAID funds

Annex 5

Budgeted and Actual CDRA funds received from USAID

	FY 03 Mar to Sept 03	FY 04 Oct 03 to Sept 04	FY 05 (Sept estim) Oct 04 to Sept 05	FY 06 Oct 05 to Dec 05	TOTAL
Budget					
ITSH	7,492,758.00	14,093,578.00	12,692,380.00		34,278,716.00
202e	975,277.00	2,077,407.00	2,557,228.00		5,609,912.00
DA	2,978,138.00	4,056,315.00	1,174,653.00		8,209,106.00
	11,446,173.00	20,227,300.00	16,424,261.00	0.00	48,097,734.00
Obligated					
ITSH	7,571,200.00	14,143,700.00	3,946,200.00		25,661,100.00
202e	975,277.00	1,999,900.00	961,700.00		3,936,877.00
DA	2,000,000.00	5,000,000.00	1,974,652.00		8,974,652.00
	10,546,477.00	21,143,600.00	6,882,552.00	0.00	38,572,629.00
Fund Requested					
ITSH	3,591,183.48	13,980,352.53	5,035,792.27	721,190.00	23,328,518.28
202e	634,081.78	2,501,572.26	914,104.17	277,961.00	4,327,719.21
DA	1,416,655.16	3,071,131.21	1,899,707.62		6,387,493.99
	5,641,920.42	19,553,056.00	7,849,604.06	999,151.00	34,043,731.48
Fund Received					
ITSH	3,537,137.29	14,243,132.44	5,035,792.21		22,816,061.94
202e	620,461.04	2,429,085.41	914,104.17		3,963,650.62
DA	1,991,544.15	4,501,551.74	1,899,707.62		8,392,803.51
	6,149,142.48	21,173,769.59	7,849,604.00	0.00	35,172,516.07
Fund Spent					
ITSH	3,009,092.53	13,614,159.65	6,658,078.27		23,281,330.45
202e	472,299.36	2,444,730.93	1,522,410.57		4,439,440.86
DA	1,266,655.30	4,263,536.12	2,727,829.07		8,258,020.49
	4,748,047.19	20,322,426.70	10,908,317.91	0.00	35,978,791.80

Source: CARE International Angola

Annex 6

Terms of Reference for CDRA Program Coordinator

- Ensure that consortium member logistics, assessment and monitoring staff work closely together.
- Represent the consortium, in close coordination with other members, to USAID, Ensure regular and transparent flow of information and communication among Consortium members.
- Ensure joint review of the program's strategy, progress against objectives and detailed action plans, programmatic and logistical problems encountered, and solutions proposed.
- WFP, other donors, the government, the media and the general public.
- Coordinate with the CRS M&E coordinator to ensure that field level M&E staff are trained and comply with M&E guidelines, schedules and reporting requirements.
- Monitor food aid commodity pipelines.
- Prepare and submit consolidated reports on commodities management, finances and programming
- Establish a system to document and consolidate lessons learned and to share these with consortium members, partner organizations, USAID, national and local government, and UN agencies involved in developmental relief efforts.
- Train consortium member staff to assure that no sexual harassment of beneficiaries occurs.
- Coordinate consultants who work for the consortium to ensure maximum effectiveness.

Annex 7

CDRA Achievements for FY03 and FY04

	FY 03		FY 04		Cumulative		% Achieved
	Target	Achieved	Target	Achieved	Target	Achieved	
IR 1.1: Transitory food needs of rural vulnerable households met							
1. Provide seed protection rations to families	77,620	109,974	144,700	117,488	222,320	227,462	102
2. Provide harvest protection rations to families	48,688	37,030	121,200	112,680	169,888	149,710	88
3. Provide food rations in exchange for seeds to families ('seed swap')	19,150	6,194	43,000	69,502	62,150	75,696	122
4. Provide FFW rations for infrastructure work to persons per month	6,210	2,764	13,342	30,011	19,552	32,775	168
5. Provide food rations for <i>nacas</i> rehabilitation, land preparation and weeding to families	1,890	1,669	9,600	47,501	11,490	49,170	428
6. Provide food rations to agricultural activists, seed multiplication and lead farmers	5,120	710	1,400	1,407	6,520	2,117	32
7. Provide monthly supplementary food rations to vulnerable individuals in resettlement and newly accessible communities	45,560	40,917	32,270	72,573	77,830	113,490	146
IR 1.2: Increased basic food production					0	0	
1. Distribute agricultural input packages to families	132,788	138,258	158,700	230,649	291,488	368,907	127
2. Support the formation of farmer associations, farmer field schools, and women groups	277	56	395	1,030	672	1,086	162
3. Increase access to and utilisation of improved agricultural production techniques*	Yes	Yes	Yes	Yes	Yes	Yes	Yes
4. Provide training, technical resource materials and accompaniment to lead farmers.	1,340	149	3,670	2,431	5,010	2,580	51
5. Identify and train, and accompany local partner organisations working in the agricultural sector	Yes	Yes	Yes	Yes	Yes	Yes	Yes
6. Provision of small livestock on credit to farmer associations and women groups.	112	37	16	282	128	319	249
7. Promote the use of in -field natural -pest control with farmer groups.	317	43	212	239	529	282	53
8. Promote improved post-harvest storage for farmer groups	317	74	197	342	514	416	81
9. Provide training and guidance in market analysis and development to field staff	113	89	50	24	163	113	69
10. Provide training and guidance in market analysis and development to lead farmers	260	150	100	73	360	223	61
11. Provide training and guidance in market analysis and development to farmer associations and groups	142	25	110	228	252	253	100
12. Rehabilitate protected water sources (wells piped systems) and latrines for sanitation.	66	118	NR	NR	66	118	178

* Only reported as participation in activities, targets and achievements not quantified.

Source FY03 and FY 04 annual reports

Annex 8

CDRA Achievements for FY05

	Target	Achieved	% Achieved
IR 1: Increased food availability and decreased transitory food insecurity			
1. Distribute seeds and tools (newly resettled households)	99,161	115,569	117
2. Distribute seeds (for households who received one round of seeds and tools)	147,676	169,978	115
3. Number of households receiving a one month ration for increased lavras production	106,417	98,916	93
4. Number of households receiving a two month ration for increased agricultural expansion and diversification	57,997	24,572	42
5. Number of households receiving food for seed swaps	17,785	4,500	25
6. Number of female headed households receiving food for vegetable gardening activities	6,000	8,644	144
<i>Food For Work activities (number of households)</i>			
7. FFW: Road rehabilitation and Maintenance	12,783	5,876	46
8. FFW: Irrigation canal rehabilitation or construction	3,765	2,628	70
9. FFW: Bridge rehabilitation or construction	4,681	625	14
10. FFW: <i>Nacas</i> rehabilitation	2,500	862	34
11. FFW: Shallow well construction	2,650	1,756	66
12. FFW: Community warehouse and seed storage construction	12,385	150	1
13. FFW: Community center construction	3,405	35	1
14. FFW: Fruit nursery establishment	773	2,482	321
15. FFW: Forestry tree planting	1,027	2,082	203
16 FFW: Vegetable gardening	10,745	3,400	32
17. FFW: TBD by VDGs	52,056	495	1
IR 2: Increased food production in targeted communities			
1. Local community seed systems including seed fairs and seed swaps (number of households)	15,928	10,243	64
2. Animal husbandry (number of animals distributed)	246	1,269	516
3. Number of households receiving training in animal husbandry	240	3,224	1343
4. Number of households involved in seed multiplication	7,470	12,644	169
5. Number of households involved in seed swaps	5,420	5,784	107
6. Number of female headed households involved in vegetable gardening	11,060	16,873	153
7. Number of households involved in farmer field demonstrations	16,050	26,617	166
8. Number of households planting new crops (excluding maize, beans, sorghum, groundnut, cassava, and sweet potato)	24,887	31,127	125
9. Number of households receiving oxen and ploughs and training	7,250	8,281	114
10. Number of households constructing storage facilities	4,865	1,469	30
11. Number of households involved in food processing	1,000	0	0
12. Number of households establishing fruit nurseries	773	2,823	365
13. Number of households planting forestry trees	1,027	2,382	232
14. Number of households participating in extension education/training	53,186	91,507	172
15. Number of activists trained and operational	426	477	112
16. Number of lead farmers trained and operational or farmer demonstrations	534	2,228	417
IR 3: Enhanced capacity of rural households to protect their food security			
1. Number of VDG or other community groups* established and trained	377	385	102
2. Number of additional farmers associations established	218	516	237
3. Number of farmer associations trained in marketing	107	225	210
4. Number of farmer associations established links with inputs suppliers	94	85	90
5. Number of women's groups established and trained	215	447	208
6. Number of mixed farmers' groups established and trained	485	771	159
7. Number of meetings between communities and local government	649	795	122
8. Number of cross visits between PVOs	44	23	52
9. Number of joint PVO technical exercises conducted	26	23	88

Source FY 05 CDRA quarterly reports

Annex 9

CDRA FFW achievements

(by August 2005)

Activity	Year		Total
	2003/4	2005	
Road rehabilitation & maintenance (kms)	1,385	2,582	3,967
Irrigation canal rehabilitation (kms)	625.5	418.1	1043.6
Bridge reconstruction	37	35	72
Naca rehabilitation (ha)	193.5	547	740.5
Shallow well construction	60	12	72
Community warehouse construction	33	10	43
Fruit trees nurseries (ha)	0	15	15
Forestry tree planting (ha)	0	12	12
Food for vegetable production (plots)	5950	10,682	16,632
<i>Djangos</i> (community centre construction)	6	53	59
School constructions	10	7	17
Latrine construction	300	800	1100
Farmers' association seed storage	0	13	13
Community seed centre construction	8	0	8
Piped water construction	7	0	7
Bee hives construction	0	35	35
Holding tanks	76	8	84
Development centres	0	21	21