

Africa Groups of Sweden's Programme in the Malanje Province – Angola 1999–2002

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**Department for Co-operation
with Non-Governmental
Organisations, Humanitarian
Assistance and Conflict
Management**

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Sida Evaluation 03/27

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Executive summary

Between 1999 and 2002, Sida supported the Malanje (Angola) Programme executed by the Africa Groups of Sweden (AG) and the Angolan NGO Acção para o Desenvolvimento Rural e Ambiente (ADRA). All parties were aware of the turbulence in Malanje (Sida characterized the programme as “high risk”) and not surprisingly, the programme underwent several major changes.

The overall objective was “Increased self-support and self-determination for the population in the province” and the programme was designed as a multi-sector programme with a local development focus, combining traditional emergency relief with long-term development. The programme was not aimed at reaching massive amounts of people in an emergency-relief-only approach. Total project budget was SEK 15 million.

As per the contract between Sida and AG, AG had the responsibility for planning, implementation, monitoring and reporting in the programme. In practice, these activities were carried out in close co-operation with ADRA. AG managed the funds disbursed by Sida, liaised with the donor and provided continuous in-country monitoring. Implementation activities were almost exclusively handled by ADRA who managed beneficiary mobilization involving local governmental and traditional authorities and Internally Displaced People (IDPs).

The immediate results of the programme include provision of shelter, food, clean water, hygiene and education to an extent in line with the expected results. The various sub-projects of the programme showed a high degree of achievement of specific and general objectives. They reached over 30,000 people during a 25–30 months period.

The long-term development areas where the programme achieved the most positive results include peace and democracy, strengthening local (IDP) participation and improving schooling. Weaker results were noted in areas related to mobilization of local governmental authorities, strengthening of the role of women and strengthening of the capacity of local development organisations. The programme was hampered by an unwillingness to co-operate on behalf of senior provincial officials, as some of them perceived ADRA's interventions to be in conflict with their private interests.

The consultants consider that the programme was relevant and effective. Factors contributing to this are the capacity and flexibility shown by AG and ADRA, Sida's willingness to quickly adapt to changing circumstances and the seemingly functional “ADRA working model”.

The absence of baselines makes impact assessment hazardous. Regarding sustainability, perhaps the most significant aspect is that the programme management was carried out by local people, why this competence will remain in situ also after donor withdrawal.

In the absence of comparable data from other programmes, it is not possible to make comparisons in respect to cost-effectiveness. However, the evaluation team believes that the cost per person and day – around SEK 1 – in relation to results does not seem excessive.

Overall, the performance of AG and ADRA seems to have been more than acceptable. The co-ordination cost of AG is not high in relation to alternative programme management schemes.

AG and ADRA have accumulated knowledge about, and achieved credibility among the population in, the Malanje province. There is an opportunity to capitalize on these assets if a continuation of the Malanje programme is provided.

1 Introduction

Between 1999 and 2002, Sida (Swedish International Development Cooperation Agency)¹ supported the Malanje (Angola) Programme executed by the Africa Groups of Sweden (AG) and the Angolan Non-Governmental Organisation (NGO) Acção para o Desenvolvimento Rural e Ambiente (ADRA). The programme has provided both emergency relief to (IDPs) and more development orientated activities.

In January 2003, Sida contracted an evaluation of the programme. This report constitutes the result of the evaluation.

1.1 Purpose and limitations

The evaluation has been carried out for Sida, SEKA/HUM, to serve as a means to assess what results the programme has produced. It shall also serve as a basis for Sida's internal discussions on what kind of possible continuation can be envisaged, as well as a support for the learning of AG and ADRA.

The Terms of Reference (ToR) for the evaluation are enclosed in Appendix 1. The consultants underlined in their offer and contract negotiations that the level of ambition of the ToR is high in relation to the time and financial resources available.²

1.2 Implementation of the assignment

The evaluation work commenced with interviews (see Appendix 2 for a list of people interviewed) with stakeholders in Sweden and Angola during February 2003. During this time, project documentation was also studied.

Based on information obtained in the initial interviews and the documentation, the consultants presented to the Swedish Embassy in Luanda, AG and ADRA a list of organisations and sites they wanted to meet in Luanda and Malanje. With kind assistance from the Embassy, AG and ADRA, the visit was scheduled in accordance with the consultants' request.

11 March–21 March, 2003, the team carried out the field visit in Luanda and Malanje (14–20 March) where data was gathered through interviews with stakeholders. Also, the team corroborated data from the documentation. Sites from all sub-projects in the programme, except for the Kibakanu project, were visited in Malanje.

On 20 March, a meeting was held at the Swedish Embassy. At the meeting, the consultants presented what observations they had made so far and invited the Embassy staff to give comments and make questions.

Draft report production, further consultation with stakeholders and additional interviews were carried out between 24 March and 25 April.

¹ Appendix 3 lists the acronyms used in this report.

² The team had 43 work days (Brandter 24, Abreu 17, Peck 2) available. Of these 43 days, 10 (Brandter) + 10 (Abreu) were dedicated for data collection in Angola, including inter-continental and domestic (Angola) travel.

The evaluation team consisted of Anders Brandter (team leader), Cesaltina Abreu, AIP, Luanda (consultant) and Lennart Peck, Boman & Peck Konsult AB (quality supervisor).³

Information used consists of quantitative and qualitative data gathered from AG's and ADRA's progress reports and interviews.

Regarding quantitative data like number of wells dug, number of ha cultivated or number of families possessing animals, it shall be pointed out that the consultants have not been able to physically verify these figures. The reasons are that for some of the projects, the physical entities do not longer exist. For the projects where the wells etc still are in use, the consultants had no opportunity within the time frames of the field visit to verify the reported data.

1.3 Structure of the Report

Chapter 1 gives an introduction to the evaluation work and report. This is followed by background information on the programme in Chapter 2.

The third to sixth chapters describe the projects, their outcome and results. In Chapter 7, the programme management is discussed, while Chapter 8 assesses the overall programme impact.

The final chapter, Chapter 9, outlines some conclusions and looks forward.

We would like to extend our gratitude to everyone who has contributed to this evaluation with information, ideas and practical support.

¹ Contracting was made through the call-off agreement of Jarskog Konsult AB in which also Boman & Peck Konsult AB is part.

2 Programme overview

2.1 History and Context

In 1997, Sida and the Angolan Ministry of Planning signed an agreement where Sweden assumed responsibility for supporting the Programme for Economic Reactivation of Malanje (PREM). A Swedish consulting firm started to provide services in Malanje early in 1998, but already in June of the same year, a monitoring mission concluded that the project was in great danger of de-railing.

The reasons for the difficulties encountered in PREM related both to external (an increasingly unstable military situation) and internal factors (for example a weak executing organisation and co-operation difficulties with local authorities). According to the monitoring team, “NGOs continue to substitute the public administration, due to the official incapacity to deliver basic services”.

ADRA⁴ was at this time active in Malanje with projects supporting IDPs and rural development. Already in 1997, AG⁵ and ADRA elaborated plans for support to the civil society and applied for Sida funding by mid-1997. The application was processed during more than a year. As the military situation deteriorated, a revised application (more focused on immediate IDP emergency relief, but with a development component) was presented by AG late 1998.

Meanwhile, PREM encountered further problems and the programme was later terminated. This provided an incentive to Sida to decide on AG’s Malanje programme. Sida considered that AG ought to have a permanent representative in Angola in order to be able to accompany the programme. This was, after negotiations, agreed to by AG, and one of the previous PREM consultants took up the position as the AG representative in Luanda in 1999.

With regards to program context, AG’s application highlighted aspects like:

- the provincial/local administration was severely hampered by the military activities
- the Malanje town was repeatedly attacked
- the ongoing influx of IDPs into the Malanje town and to Luanda
- the severely inadequate health service
- several of the top civil servants and all foreign staff had left the province.

Hence, AG assumed that the project would be implemented in an insecure and changing environment. It is worth noting that Sida made the same appreciation in the Assessment memorandum, dated 15 July, 1999, characterizing the project as a “high risk project”.

This problematic background and context is of major importance when assessing the actual versus planned results.

¹ ADRA was founded in the new political environment after 1990 as a non-profit, non-governmental and secular organization without political affiliation. ADRA emphasises beneficiary participation, integrated approaches and sustainability. The NGO has grown rapidly and formed branches (“Antenas”) in various provinces. The Malanje Antena had during the programme period some 100 employees. International donors finance the bulk of activities. ADRA has currently 127 members. It is governed by a board, elected by the general assembly.

² AG has its origins in several local Swedish “Africa groups”, formed in the 1960’s. Today, there are still several local groups working with information, fund raising and promotion of African (development) issues. AG have 50 contractors (individuals) in southern Africa and 2,000 members in Sweden.

2.2 Overall programme objectives and structure

The overall programme objective was

<i>Increased self-support and self-determination for the population in the province.</i>
--

The basis for this was a long term Institutional Development Programme.

The Malanje programme was designed as a multi-sector programme with a local development focus. In addition to traditional emergency relief activities, development activities in several areas – health, education, agriculture and gender – were planned. Thus, the programme was not aimed at reaching massive amounts of people in an emergency-relief-only approach.

However, due to the pressing situation in the province with over 100,000 IDPs settled in and around the Malanje town, the long-term programme was given a lower priority. Short term, projects aimed at improving the situation for IDPs were prioritized. This would still lead to the overall objective, but the more immediate objectives that had to be met included:

- facilitation of temporary settlements for IDPs
- engagement of IDPs in support and service activities
- creation of opportunities for schooling for the children during the temporary living.

Other objectives, as established in the application, that were more related to the long-term interventions included:

- strengthening peace and democracy in the province
- strengthening of the local participation in the development process
- strengthening the role of women in the development process
- increasing the capacity of local development organisations
- increasing the involvement and responsibility of the governmental authorities in the field of social services, for example education
- supporting peoples' self-sufficiency
- increasing the agricultural output and improving the agricultural techniques
- promoting a sustainable use of natural resources
- create better opportunities for the schooling of the children.

In order to meet these long and short-term objectives, the programme was given the following components and budget:

2.3 Stakeholders

The main stakeholders in the programme have been:

IDPs in Malanje

- Direct beneficiaries, but also working actively, constituting an implementation resource.
- Have been consulted during the planning of the interventions.
- In some cases, participated in evaluations.

Table 1:

Overview of the AG/ADRA Malanje Programme, as per the application from July 1999. Amounts in SEK.

Sub-Project	Characteristic	1999 (Jul-Dec)	2000	2001	Total
IDP (1): Kixikila	Temporary settlement	1,000,000	500,000	0	1,500,000
IDP (2): Kibakanu	Temporary settlement	1,100,000	1,100,000	0	2,200,000
Institutional Development Programme	Organisational capacity re-enforcement	480,000	1,780,000	1,330,000	3,590,000
Resettlement: Kuvutuka	Support to returnees	0	0	2,300,000	2,300,000
Income Generation and Trade	Improve family incomes, stimulate small business	0	0	900,000	900,000
Small Projects*	Support nascent NGOs and commercial organisations	400,000	600,000	600,000	1,600,000
Co-ordination	AG representative in Luanda	490,000	755,000	755,000	2,000,000
Over-heads	AG central costs	275,000	380,000	470,000	1,125,000
TOTAL		3,745,000	5,115,000	6,355,000	15,215,000

* Small Projects was later considered part of Institutional Development Programme and called FAPP.

ADRA

- Planned and executed, in collaboration with IDPs and to some extent local authorities, the programme.

Local authorities

- Were invited by ADRA to participate in the planning and execution of the projects.
- In practice, interacted only on a limited scale.

AG

- During the planning and execution of the projects, was a discussion partner to ADRA.
- Provided limited expertise input to the projects (mainly for gender issues).
- Obtained financing from Sida and was, from Sida's point of view, responsible for planning / realisation / monitoring of and information from the programme.
- Channelled information about the programme to AG's members and the public in Sweden.

Sida

- Provided funding.
- Received progress reporting from AG and approved suggested changes.

2.4 Foundations of the programme: Principles and policies

AG stated in the application from July 1999 that their overall objective of participating in development co-operation is to contribute to the creation of conditions for self-support and self-determination in the partner countries.

All activities have to be integrated and supported by the co-operation partners. Planning has to be carried out together with organisations and authorities on different levels. Of utmost importance is to plan the interventions for the long term, often five or ten years. Even emergency / humanitarian programmes shall comprise long term components like the strengthening of peoples' organisational capacity and training.

Furthermore, AG underlined that the Malanje activities would be connected to the work in Sweden with information and communication, campaigns and influencing of public opinion.

By deciding to co-operate with ADRA, AG also endorsed the principles and policies of ADRA. One of the central concepts of ADRA's philosophy is to promote the participation of the communities in the resolution of their problems.

2.5 Changes to the programme

The programme was formally initiated in November 1999, when the first disbursement reached ADRA Malanje. Although Sida had approved the project in July 1999, it was not until September that AG received the first payment from Sida. As there was no bank in Malanje, the physical transfer could not be carried out until a "safe" transport could be arranged between Luanda and Malanje.

In the light of this delay, AG/ADRA suggested in July 2000 that the programme should be extended to 30 June 2002, instead of ending as per the initial plan, 31 December 2001. Sida approved this change immediately.

The military situation remained volatile during most of the programme period. Mines posed a real threat; the safe zone around the town of Malanje was at best 50 km and the IDPs settled in and around the town were not able to initiate the return to their home villages.

In this situation, AG/ADRA suggested, and Sida accepted in 2001, that the projects for support to IDPs (Kixikila and Kibakanu) should be extended with a second phase. The financing of this was achieved by diverting funds from the Institutional Development Programme (including Small Projects) and by cancelling the Income Generation and Trade project. Particularly the Income Generation project was based on the assumption that it would be possible to travel around in the province and also to and from Luanda. This was not feasible given the military situation.

During 2002, it became apparent to AG that due to the delay of several of the programme components, it would be difficult to disburse all funds by 30 June 2002. Also, with the peace agreement in April 2002, a considerable number of IDPs initiated spontaneous resettlement activities. This led AG/ADRA to suggest that the activities should be allowed to go on until 31 December 2002 and that SEK 300,000 of remaining funds should be used to finance a new resettlement project (Kusanguluka). These suggestions were accepted by Sida.

The changes as described above and their financial implications are illustrated in Appendix 4.

3 Project 1: Support to IDPs

3.1 How it was envisaged

The support to IDPs was delivered in two projects: Kixikila (“Solidarity”) and Kibacanu (“Promise”). The Kixikila project envisaged the establishment of around 15 new IDP villages in an area northwest of the town of Malanje, alongside existing villages where the fixed population had remained. In order to allow this, ADRA had to carry out lengthy discussions with the existing population, local authorities and the IDPs, as all parties had to adjust.

The Kibacanu project, on the other hand, intended to develop a village infrastructure in an area (Kulamuxito) 8 km west of Malanje, where some 5,000 IDP families spontaneously had settled in one big village. In this area, there was less interaction between existing residents and the new, large IDP village.

3.1.1 Objectives and Indicators

Matrixes outlining the objectives, expected results and indicators, as per the application 1 July, 1999, are found in Appendix 5 (Kixikila) and Appendix 6 (Kibacanu).

3.1.2 Assumptions

AG’s application does not specify the assumptions made when defining the project. However, the notes on **context** described in Section 2.1 above implied that AG assumed that the project would be implemented in an insecure and changing environment.

3.2 Execution, Output and Results

3.2.1 Kixikila

Appendix 7 presents an overview of the results that were achieved in the Kixikila project, together with the expected results and comments. The following comments related to the achievement of objectives can be made:

Specific Objective 1: Contribute to the satisfaction of the basic needs

The actual quantitative results for housing, food distribution, cultivating (food production), water provision and sanitation were generally better than the expected results. In addition, one result that was not expected – the proliferation of small animals – has been an important contribution. 1,240 families (almost 90%) of all families had by May 2002 hens, ducks, rabbits, etc.

Were these positive developments the fruits of the project or something that the IDPs achieved themselves, independently of the ADRA intervention?

The consultants visited Kissaco (one of the Kixikila villages) 16 March, 2003. The inhabitants (IDPs) still lived in the village, despite that the project terminated in May, 2002. They had not yet moved back to their home village Kahombo as the school was still not functioning there. Furthermore, the rain season had made it difficult to move to, and plant in, Kahombo.

During the visit, the consultants asked the inhabitants about how they had ended up in Kissaco and what had happened after that. The impression was that ADRA had been instrumental in organising the activities mentioned above, but that the actual work had been carried out by the IDPs themselves.

ADRA had, through discussions with the population in general, promoted the formation of interest groups in the areas of agriculture, food distribution, health, water and sanitation – normally consisting of five – seven people whereof often 50% were to be women.

After this promotional work, ADRA left it to the soba (traditional head of village) to suggest candidates for the interest groups. The group members were then elected by the inhabitants. The actual work was subsequently executed, or managed, by the interest groups, with ADRA's project staff acting as advisors.

Achievement: Greater than expected.

Specific Objective 2: Stimulate and support productive and other activities that in an efficient way contribute to the IDPs' self-support and improved nutrition

A larger proportion than expected of the families was cultivating four months after the initiation of the project. At the end of the project, the families had larger plots than expected. The small animal component (see above) was another example of self-support and improved nutrition.

Thus, the 0.5 ha achieved in Kixikila was better than expected from an "area" point of view. However, it shall be kept in mind that the families barely survived⁶. No families were able to produce a substantial surplus allowing them to engage in trade and commercial activities of importance. Still, the consultants consider that the project did stimulate and support the productive activities of the IDPs to an extent reasonably possible under the prevailing circumstances.

Achievement: Achievement as planned.

Specific Objective 3: Promote the idea of self-help and solidarity between and within the groups

The only indicator for this objective detailed in the application is "common actions between the project team, the different groups in the villages and the recently arrived IDPs". As described under Specific Objective 1 above, several common actions were carried out through the interest groups.

The consultants were informed during the visit to Kissaco that the IDPs had, together with the permanent residents, worked on extending an already existing school where the IDP children later studied together with the resident children.

According to several IDPs, one lesson from Kixikila was "The importance of solidarity, to help each other." If other refugees would settle close to the Kissaco IDPs in the future, "we would", they said, "help them in the same way we were helped".

Thus, the consultants found indications that the ideas about self-help and solidarity were embraced by the IDPs and also by the resident population. It is, however, not possible to assess the magnitude of this or comment on the sustainability without conducting further field research.

Achievement: Signs of success.

Specific Objective 4: Contribute to an improved supply of drinking water and an improved hygienic standard

The project was planned to start in August 1999. Due to delay of the disbursements, the actual start was only in November 1999. As very little remained of the dry season by then, fewer wells than planned were dug. It is doubtful that the expected result "50% of the families have access to safe water after two months" was completely achieved. However, by April 2000 (five months after the project start), 70 % had this access.

¹ Generally, a family in Malanje would need 2 or 3 ha of land to be able to lead a "normal" life.

The expected result “50% of the villages shall have organised waste handling after two months” was met through the organisation of interest groups that took responsibility for the establishment of waste stations and pits. These groups also managed an organised cleaning of the villages.

Achievement: Achievement as planned.

Specific Objective 5: Contribute to functioning social services

The application states the indicator “after three months, the schools within the project area shall be in use”. Temporary schools were constructed and taken into use, but initially only for leisure and informal activities.

In ADRA's education programme Onjila⁷ thirteen adults from the villages received pedagogical training. Some of these adults were formal teachers and had taught in their villages of origin. However, the approval of the schools on behalf of the local education authorities took more than six months. Still, both the informal and formal teachers were able to lead activities for the children in the schools.

Basic health education was carried out, but not to the extent that was expected. The application did not state any expected results related to the delivery of health services and the data on actual results in this area are few. One health clinic was constructed by the IDPs in the Bambi village and in collaboration with the local health authorities, the children were vaccinated against polio.

Achievement: Achievement somewhat less than planned.

General Objective: Contribute to an improved social standard and a psychologically stable environment for 1,230 IDP families

Some 170 additional families joined the initial group during the course of the project, why some 1,400 families (around 6,000 persons) in total were assisted. Thus, in numbers, the result exceeded the targets.

According to testimonials from the Kissaco IDPs, the families lived under severe distress in temporary settlements in the town of Malanje from 1998, when they fled from their home areas, to August 1999, when they came to Kissaco. During the time in Malanje, several people died from mal-nourishment and diseases and many more were affected by bad health.

The fact that ADRA supported them in re-initiating the agricultural activities provided not only positive nutritional effects, but also psychological effects. The peasants felt animated by being able to practise their basic activity – farming – and gradually they returned to a reasonably normal life. Some IDPs stated that “ADRA had given them the strength to start cultivating again”.

Several of the people interviewed – from ADRA, other local / international NGOs and aid agencies, local authorities and the IDPs themselves – have maintained that *the way* in which ADRA assisted the IDPs was of particular importance. Rather than merely handing out goods and services in a “charitable mode”, ADRA emphasised that the IDPs themselves needed to reconstruct their own lives and that ADRA would help with this.

Supposedly, this led to a more pro-active IDP population. During the short field visit, it was not possible for the consultants to verify the effects of this *way of operating*. However, a number of people

¹ Financed through AG, but outside the programme that is subject to this evaluation. Onjila was a large scale schooling programme managed by ADRA and in practice an integrated component of the total AG/ADRA Malanje interventions.

have pronounced similar testimonials, giving strong reasons to believe that the reported positive results actually were produced.

Achievement: High achievement.

3.2.2 Kibakanu

Appendix 8 presents an overview of the results that were achieved in the Kibakanu project, together with the expected results and comments.

The project was similar to Kixikila. The consultants consider, based on documentation and interviews, the results and achievement of objectives largely to coincide with those in Kixikila. It must be pointed out, however, that the evaluation team did not visit the Kibakanu area during the field visit.

Judging from the data in Appendix 8, the main characteristics and comparisons with Kixikila that are worth pointing out are as follows:

- The target population was larger and lived crammed together in one big village. This created more problems with regards to water, sanitation, hygiene and health, but the end result was still almost as good as in Kixikila.
- The education efforts (both for children and adult alphabetization) seem to have encountered more problems in terms of lack of interest from the target group⁸.
- The project team and the IDP community co-operated through, inter alia, a formal agreement that set out the rules of engagement.
- The co-operation with the local authorities was (as also was the case in Kixikila) weak due to the lack of interest mainly expressed by the Governor (he was subsequently replaced by the President and several processes have been initiated to investigate allegations of fraud and mismanagement).

The consultants are led to believe, from the information we have been able to access, that Kibakanu's general objective, *Contribute to an improved social standard and a psychologically stable environment for around 2,500 IDP families who have settled in the outskirts of the Malanje town*, was achieved. However, the number of families was somewhat lower, rather in the 2,000 – 2,200 region, resulting in some 8,000 people having been supported as an average.

⁸ ADRA's project report from May 2002 mentions that there were problems with children originating from Quela, Kiwaba-Nzaji and Kalandula being absent from classes.

4 Project 2: Institutional development programme

4.1 How it was envisaged

According to AG's application 1 July 1999, the whole Malanje programme was going to have a long-term institutional development programme as the foundation. It was however recognized that many of the activities in this programme must be postponed due the security situation; several of the planned activities could not be carried out and due to the demands for resources on the emergency side, institutional development simply had to wait.

ADRA had already commenced an institutional development project in Malanje in co-operation with ICCO (1997 – 1999) with the aim to reinforce ADRA, local NGOs, local authorities and community groups, why certain experience from these activities already had been gained.

4.2 Objectives and Indicators

The Overall Objective of the programme (AG application 1 July 1999) was

“to contribute to a sustainable development and involve the local community in the process of national democratization through the training of development agents (peasants, teachers, staff in NGOs, etc)”

The Specific Objectives were (in a summarised form):

- Improved capacity of the peasants in agricultural methods and small business management
- Improved capacity of local teachers and health staff
- Experiment and research activities related to technical methods in agriculture and husbandry
- To systematise the acquired experience in agriculture, husbandry and micro credits
- Train local communities, NGOs and other institutions in civil rights

The application did not present the expected results and indicators in quantitative terms explicitly. However, the planned activities were outlined and can be found in Appendix 9.

In addition to the above (mainly training activities), during 2000/2001 it was decided to also include the two additional components:

- PAONG (service centre for NGOs)
- FAPP (fund for small projects)

The funding was taken from the Small Projects budget as planned. The objectives were to (ADRA document 12 Mar, 2003):

- contribute to the practical application of the lessons learned by the beneficiaries of the training
- generate small projects in the target groups
- improve family incomes through generation of small businesses with the help from the fund
- contribute to the strengthening of the (organisational) capacities of NGOs and other civil society organisations in Malanje
- provide financing to organisations from the civil society so that they may implement small socio-economic projects or actions to support social mobilisation.

4.3 Assumptions

In order to carry out the ambitious training programmes, the Training Centre was considered crucial. The application acknowledged that the whole programme would not be able to start (because the Centre was not completed), other than in a very limited scale, during 1999. The plan was to launch the activities on a larger scale when completing the Centre, “hopefully during 2000”.

4.4 Execution, output and results

4.4.1 The Training Centre and training / education activities

Appendix 9 gives a comparison of the planned activities and the activities actually carried out between 1999 and 2002. Based on the information in Appendix 9, the following comments on the execution, output and results can be made:

- The planned activities were not quantified in the project application. Thus, it is not possible for the consultants to quantify to what extent the output has met the initial ambitions.
- The delay and move of the Training Centre seriously affected the experiment and research cultivation. AG could have reacted quicker and tried to rectify the situation with the Centre. Also the fact that one key ADRA person who was going to lead the activities in this area moved to Benguela affected negatively the results in this area.
- Much of the agricultural training was moved out to, and integrated with the Kixikila etc projects. This is also true for some of the other training activities. This means that some training that was actually carried out is not registered in Appendix 9 as it was embedded in the activities of other projects.
- The *volume* of training in the Health, Education and Social Organisation areas appear to be in line with what reasonably could be expected when comparing with the planned activities. The consultants have not been able to verify the *impact* of this training, but the themes seem to be relevant in the Malanje context.
- The training for Income Generating Activities and small business management seems to have fallen short of the plan.
- The radio debates with participants from NGOs and the Government touched upon themes that are of crucial importance for the development of a democratic Malanje. The consultants do not have access to data about detailed contents, in what language they were broadcast, audience or to what extent the programmes allowed for participation of the community. Hence, no comments can be made on impact, but the evaluation team considers the debates an interesting feature.
- The participation by local authorities in training was limited to health and education staff.
- The consultants were given an impression that the ADRA staff were acting in a uniform fashion and approached their work in a systematic way. If this is true, it may be partly due to the fact that fairly substantial amounts of training were delivered to ADRA's staff. Thus, the project seems to have met the planned output in this area and produced a strengthening of ADRA's capacity.
- The capacity-building activities described in the points above have used various methodologies including formal class-room training, debates in class-rooms, villages and local radio, group work and theatre/drama. Some training was delivered in co-operation with the Portuguese organisation OIKOS that use a psycho-social methodology.

- The consultants have not been able to establish to what degree the experience and knowledge of the target group has been used when supplying the training. The impression is that ADRA emphasize a participatory approach.

An example that was given relates to gender education: In order to illustrate the division of work between men and women in a village, the IDP-group was encouraged to make lists of what tasks are made by whom. At the end of the exercise, when the men saw how short “their” list was in comparison with the female list, several of them admitted that the balance was unjust – and this conclusion derived from their own data!

4.4.2 PAONG and FAPP

PAONG delivered support to 36 organisations that used the service centre for assistance with elaboration of project documentation, presentation equipment, etc. Also, film and audio equipment was lent to the organisations. None of the organisations would have the resources themselves to acquire computers, copiers or cameras, why the concept to share the investments was appropriate (the consultants’ opinion).

The output and results of the FAPP fund can be summarised as follows:

1. Number of project proposals presented: 39
2. Short-listed proposals: 27
3. Approved projects: 10

Most of the approved projects were in the USD 2,000 – 5,000 range, with the exception of one, a cassava mill, that was awarded USD 12,700.

Examples of projects are

- Seed multiplication
- Water wells
- School rehabilitation
- Sexual education

In addition to these projects, 41 activities were financed in a community/family micro credit system, several of which were managed by women or young people. The credits ranged from USD 50 to USD 1,000. Not all credits were paid back; some because the projects were not successful enough and some because people abandoned the projects when the peace came and they moved back to their home villages. ADRA tries to maintain contact with these people and several have declared their intentions to pay back⁹.

The consultants were not able to study or generate sufficient data in order to assess the real results of the approved projects. However, the evaluation team met with representatives of six of the NGOs that had been awarded financing from FAPP. It was evident that the projects would not have been possible to implement without the funding. The NGOs did not have sufficient own resources and co-financing from the government was not an option. In one case, the Ministry of Health had promised USD 780, but the money was never paid out.

⁹ The consultants do not have information about default rates and how much that actually was lost. If further micro credit projects are considered by AG/ADRA, it is important that this information serves as a basis for the project design.

Another characteristic of the supported NGOs is that they normally are very small if measured in number of paying members (at least if compared with European standards). For example, AJESS (Association of Young Sexual Educators) have only 22 members in Malanje. However, their activities (handing out condoms, informing about safe sex) reach 3,000 or 4,000 young people. Thus, the size of the NGO itself is perhaps of less importance, while their reach is what matters for the development of Malanje.

According to ADRA's PAONG/FAPP report dated 12 March 2003, the majority of the supported NGOs manage to elaborate realistic project proposals today. Some have succeeded in arranging financing independently of ADRA and several of them have functioning administration and accounting (the consultants have not verified this information). As the supported NGOs also received training, it appears that the educational efforts have had a positive impact¹⁰.

Problems encountered were

- Several NGOs only budgeted the actual direct project costs (as per the rules of the fund) and ran into difficulties of funding indirect costs / overheads as they overlooked these costs
- Some projects (that did not get funded) were not designed to solve primary problems of the communities
- Reports were not clear in language and financial details and did sometimes not reflect the actual situation in the projects

Given the incipient stage of the NGO development in Malanje, it is only natural that problems of this kind are encountered and it can be considered part of the development process. The civil society, in the form of formal organisations, is thus still weak in Malanje.

However, if less formal interest groups in the villages, associations of residents in certain areas or women's organisations are considered "civil society", the consultants believe the activities both in the Institutional Development Programme and the IDP-focused projects have strengthened the civil society.

¹⁰ Please refer to Appendix 9 for a list of training delivered to NGOs.

5 Project 3: Support to resettlement

5.1 How it was envisaged

In AG's application 1 July 1999, one project (Kuvutuca) was aimed at support to resettlement (the document describing the project was called Appendix 5). The project was meant to start in 2001. During the course of the AG/ADRA Malanje programme, the Kuvutuca project was redefined, with a new document from February 2001 as the official proposal. It is this document that the consultants have used as source for the objectives, results and indicators.

This project had a total budget of almost USD 500,000, including donations from EURONAIID and FAO, whereof the AG/Sida contribution was USD 235,000. Kuvutuca operated between February 2001 and December 2002.

The whole Malanje programme was changed on several occasions and in June 2002, AG solicited an extension of the activity period to 31 December 2002. This was approved by Sida and it also allowed the redistribution of funds to a new project, Kusanguluka, another resettlement project. This project operated between August and December, 2002 and was funded with SEK 300,000 from AG/Sida.

The Kusanguluka project was thus much smaller than the Kuvutuca project. This, plus the fact that AG has not (nor were obliged to) produced a report on Kusanguluka, has made the consultants to choose to focus the evaluation of AG's support to resettlement on the Kuvutuca project. Despite this, comments on Kusanguluka will be presented, as the consultants were able to visit the intervention area and study two ADRA documents on the project (see Chapter 9).

5.1.1 Objectives and Indicators (Kuvutuca)

A matrix outlining the objectives, expected results and indicators, as per the document February 2001, is found in Appendix 10.

5.1.2 Assumptions

The document from Feb 2001 does not state what assumptions were made when defining the project. However, the "improved security situation" is mentioned – a situation that would enable people to return and thus justify the start of the project.

Furthermore, the role of the local authorities is discussed and the conclusion is that the project needs to involve and support also these organisations in order to achieve the General Objective. Thus, the underlying assumption is that the local authorities cannot be relied upon to provide much support and rather need to be supported by Kuvutuca.

5.2 Execution, output and results

Appendix 11 presents an overview of the results that were achieved in the Kuvutuca project, together with the expected results and comments. The following comments related to the achievement of objectives can be made:

Specific Objective: Contribute to improved living conditions for 1,500 IDP families that have returned to villages in the Lombe area.

The number of families involved was 1,606 (resettled from February 2001) + 2,063 (temporary settled in Lombe from February 2001 to February 2002) + 272 (arrived during 2002) rather than 1,500 as per the application. The total number of individuals that benefited from the project is around 14,500 (not for the whole period, though)¹¹. This was made possible due to the extra contributions from EURONAIID and FAO.

The indicators for actual results in nutrition/agriculture show that Kuvutuca reached or exceeded most of the expected results. The same result was achieved in the health/sanitation area, possibly with the exception that the health station seemed to be a bit poor (the consultants visited the health station in Queximinha).

Three schools / halls (as opposed to the two expected) were built. Before the initiation of the project, there were no schools at all in the area. Some of the persons who worked as teachers were not formally certified and the consultants were not able to verify exactly to what extent the “schooling was working” (as was the expected result in the project application). Still, it can be established that the educational situation improved with the project; before Kuvutuca, only 25 children from the target population were registered in schools. During the course of the project, several hundreds of children were attending school.

For the organisation of the local community, interest groups for health, agriculture, education, water/sanitation and distribution of food and emergency equipment were created. The consultants believe that more than one interest group (normally three or four) was founded in each village, indicating that the actual result exceeded what had been expected¹².

Apart from the actual results as per Appendix 11, the project also worked with gender issues. Although this was not part of the expected results and indicators, AG’s application from February 2001 still mentioned that activities would be carried out in this area. The main results from these activities were translated into the formation of several women’s interest groups, an increased participation by men in domestic tasks and an improved understanding among both men and women about the division of work between the sexes.¹³

Summing up, the consultants believe that Kuvutuca’s specific objective thus was achieved.

General Objective: Contribute to the social and economic development of the region.

Based on the data in the previous paragraph, the evaluation team considers that the project has contributed to the social and economic development of the region.

¹¹ These families are not the same families as the ones involved in Kixikila and Kibakanu.

¹² The expected result was “one interest group per village”. However, the dynamics and activity of the interest groups are of more importance than the number of groups. For further information, please see Appendix 11, Result 4.

¹³ For an example, see 4.4.1.

6 Project 4: Income generating activities

6.1 How it was envisaged

AG's application from July 1999 included one sub-project for the promotion of income generation and trade. The main component was a fund for credits to small businesses. Other planned activities included promotion of small business management, technical and administrative training and market studies for the entrepreneurs that were awarded loans from the fund.

As this project never was implemented, the details relating to objectives, expected results, etc will not be presented here.

6.2 Execution, output and results

In 2001, the year in which it was envisaged that the income generation project would be implemented, AG considered that the security situation in the province and on the roads to and from Malanje was not safe enough to warrant the sustainability of the project.

For example, one component was the purchase of a truck that would transport goods around the province. With the very difficult road conditions (lack of maintenance, mines), this was deemed as not viable.

It was agreed with Sida in July 2001 to cancel this project and divert the funds (SEK 900,000) to support income generating activities (among other things) in the Kixikila, Kibacanu and Kuvutuka projects.

7 Programme management

The contract between Sida and AG states that AG were responsible for the planning, implementation, monitoring and reporting. In practice, all of these activities were carried out in close co-operation with ADRA.

Implementation in the field was almost exclusively handled by ADRA. The division of work between ADRA and AG regarding the management of the programme is outlined below.

7.1 The role of ADRA

ADRA was instrumental in the planning and execution of the programme and the various sub-projects. They also provided the progress reporting that was the basis for AG's reporting to Sida.

During the field visit, the evaluation team tried to assess to what extent ADRA's planning had involved the target population and local authorities. Although data for measuring this was difficult to obtain, the consultants were left with an impression that both local authorities and IDPs indeed had been involved.

Some projects had participation from several donors and external parties; ADRA carried out the co-ordination for funding, activities, deliveries of inputs and joint evaluation activities.

Perhaps the most crucial role of ADRA was to act as the link to the target population. Much of the activities in the programme had to be carried out by the target population themselves and it was thus essential that ADRA provided the appropriate guidance.

7.2 The role of AG

While the direct field management was carried out by ADRA, AG participated mainly in the following ways:

- Management of the disbursements of funds and financial follow-up
- Progress reporting to Sida
- Liaison with Sida on two levels:
 - With the Swedish Embassy in Luanda (mainly the local AG representative, but also AG Stockholm staff)
 - With Sida (SEKA/Hum) in Stockholm

This work enabled the programme to be adapted (and the changes to be approved by Sida) to the changing circumstances in Malanje. Of particular importance was the flexibility showed by both AG and Sida in changing and extending the time frames for utilisation of the funds

- Monitoring of the planning and development in the programme through field visits in Malanje (about once or twice per quarter by the Luanda representative and once or twice per year by Stockholm staff) and contacts with ADRA in Luanda
- Facilitation of exchange visits to and from the programme (see Appendix 12 for a summary of exchange activities)
- Active participation as “teachers” / facilitators in gender seminars and providers of ideas and suggestions on how to mainstream gender aspects in the programme

- Being a long term partner to ADRA, AG provided continuity in the relation towards the donor. This also worked in the other direction, so that Sida (despite all the staff changes in the Sida organisation) had a stable interface / channel to ADRA

8 The overall programme impact and fulfilment of long-term objectives

The previous chapters have outlined the fulfilment of the specific and general objectives of the sub-projects of the programme. The following sections outline an assessment of how the programme overall has achieved the long-term objectives.

8.1 Reaching the population of the province

One obvious aspect with implications for the impact is the number of people that were reached by the programme. The table below gives an overview of these figures.

Table 3:

Number of people reached in the different sub-projects in the Malanje programme

Project	Type of support	Number of people reached	Period
Kixikila	Temporary IDP settlement	6,000	30 months
Kibakanu	Temporary IDP settlement	8,000	30 months
Inst. Dev. Progr.	Construction of Centre, Training / Education	n/a	36 months
Kuvutuka	Resettlement support	14,500	23 months
Kusanguluka	Resettlement support	5,200*	4 months
Total		33,700	

*Some of the IDPs were the same individuals as in Kixikila/Kibakanu

There are no reliable data on the total number of IDPs in the Malanje province. One figure, quoted in ADRA Malanje's annual report for 2002, mentions 288,000 IDPs in early 2002 (MINARS¹⁴ data). If the figure is correct, the programme reached just over 10% of the province's IDPs during a little more than two years.

The number of people reached is higher than what initially was planned. Additionally, the specific IDP-support was carried out during a longer period than expected. This "over achievement" was partially made possible by the reduction (compared to what was planned in 1999) of activities in institutional development, small projects and income generating activities.

8.2 Strengthening peace and democracy in the province

During the worst periods of the civil war, ADRA continued their operations. Staff of international agencies and key people of the administration abandoned Malanje, thus leaving the area further confined to military disputes. The struggle to maintain civil life must be characterized as strengthening peace.

¹⁴ Ministry for Social Assistance and Reintegration. The figure seems high and most probably includes IDPs from Malanje that had settled in areas outside the province.

Interviews with representatives of the stakeholders, including other international NGOs and agencies that are active in Malanje, have given the impression that ADRA has played a fundamental role during several years in promoting a democratic and open society. The provincial government showed until recently (when the governor was substituted) an extremely poor performance and negative attitude to transparency and participation.

In that climate, ADRA gained the reputation for being one of the few democratic forces. Their challenge at one point reached the stage of the governor actually jailing the head of ADRA Malanje.

Theoretically, ADRA could be seen as a threat to the traditional leaders (sobas), as ADRA encourage the population to question authorities. However, ADRA have also partnered with the sobas, for example in the process of appointing the members of the interest groups (see Appendix 7 “Overview of expected and actual results, KIXIKILA project”, Result 2). Generally, the consultants believe that ADRA promote a western democracy paradigm. The dimension of traditional leadership in this context is a complex matter that the consultants have not been able to fully analyse.

As seen from Appendix 9, ADRA has carried out a large amount of training and promotion in areas related to peace and democracy.

Hence, the consultants believe that the programme has contributed to the strengthening of peace and democracy in Malanje.

8.3 Strengthening of the local participation in the development process

The consultants witnessed examples of interaction between ADRA staff and the target population. These examples had the characteristic of sincere attempts to encourage constructive participation, even in such small details as how the language is used. Rather than talking about how “they” (the authorities or NGOs) ought to implement improvements to the health services, the IDPs were reminded to say “we”. Obviously, this does not change the supply of health services in the short run, but shows that ADRA care about emphasizing that people must take responsibility for their own situation.

Interviews with other stakeholders confirm this impression.

According to interviews with municipal authorities in three locations, ADRA had always taken great care in involving local authorities in the planning of the interventions. Often, the municipalities had had problems in contributing with resources during the implementation (lack of funds), why their participation had been limited. However, they maintained that they did participate in planning and follow-up.

8.4 Strengthening the role of women in the development process

AG, ADRA and other organisations do not believe that the role of women has changed significantly as a result of the project. Considering the task, changing cultural values that have been embedded in the society for generations, it is futile to think that a couple of years of activities could produce structural changes. Also, bearing in mind that basic needs have been on the forefront of people’s minds the last couple of years, it can be understood that the capacity to embrace new cultural ideas has been limited.

On the other hand, the break down of the traditional life in the villages has created opportunities and demand for a changed behaviour. The need to organize and mobilize the people in the IDP

villages in order to get functioning water, housing, farming, sanitation has also encouraged the creation of interest groups where women often have an important role¹⁵.

Under the external pressure, and with guidance from ADRA and in some instances directly from AG staff, the population was forced to co-operate and discuss how to move forwards. This provided a new opportunity for women to participate in a debate that hitherto not had existed.

It is now more accepted that women participate in village meetings. In a few cases, women are spearheading productive initiatives, creating examples for other women to follow.¹⁶

Hence, the consultants are of the opinion that processes towards changing gender roles have been initiated, even if it today is difficult to talk about real changes.

8.5 Strengthening the capacity of local development organisations

Section 4.4.2 describes the results from the PAONG and FAPP projects. Appendix 9 indicates what educational activities have been carried out with local NGOs.

According to ADRA, the impact has been limited. The Malanje Antena's annual report for 2002 mentions that:

- the NGOs still have a weak role in the province
- many NGOs are not capable of identifying realistic projects (this may not be true for NGOs that received support, though)
- there is little co-operation between NGOs
- the Malanje branches of national NGOs depend on a central / Luanda structure that often is confusing.

The same report states, regarding the implementation of the ten projects mentioned in Chapter 4, “there are still insufficiencies in their identification and management (little participation of the community)”.

Still, some NGOs (AMAKOTA mentioned as an example) have improved their capacity and are now able to define projects, approach donors and implement limited programmes.

The overall assessment for this point is that local organisations have not been strengthened in the way foreseen. One reason contributing to this may be that the budget for the Institutional Development Programme, including FAPP, was reduced by around 30%.

8.6 Increasing the involvement of the authorities in the field of social services

Due to the characteristics of the previous local government, this objective has been difficult to achieve. There are two main reasons for this:

- The top authorities in the province often discouraged civil servants from co-operating with ADRA
- When the authorities managed to get involved, their lack of resources made it difficult to provide much of a contribution

¹⁴ During the field visit, the consultants could not ascertain to what extent these groups actually have survived. See also the discussion in Appendix 13.

¹⁵ Examples include the AMAKOTA corn mill, supported by funds from FAPP, and three women's interest groups running seed multiplication projects within Kuvutuka.

The consultants believe that the failure in this area not is attributable to ADRA. As seen from 8.3, civil servants on municipal level gave witness on the participatory approach showed by ADRA.

Generally, mobilizing local civil servants in Angola is difficult and this programme has also suffered from this institutionalised problem. Many civil servants have low salaries, bad working conditions and do not get recognition for their work. These factors are an additional obstacle for getting involvement.

Despite these difficulties, in all sub-projects there were joint activities, including training, carried out between ADRA and local authorities in the health, education, agricultural and veterinary areas.¹⁷

8.7 Supporting peoples' self-sufficiency

A large part of the activities in the programme have been destined to support IDPs in an emergency. Initially, most of the target population was dependent on nutritional support. Thus, much of the efforts can be characterized as "administering food aid", which to some degree can be seen as the very opposite to self-sufficiency.

Despite this, ADRA did from the outset emphasize that the IDPs must cater for their own survival by producing their own food. As stated previously, most sub-projects reached the objectives set up in this area. The consultants thus conclude that the programme has contributed to an improvement of people's self-sufficiency.

8.8 Increasing the agricultural output and improving the agricultural techniques

Section 8.7 discusses how the programme affected people's self-sufficiency in terms of feeding themselves during the last couple of years. The objective of increasing the agricultural output and improving the agricultural techniques is more related to structural changes in the Malanje farming practices.

The general Malanje environment for working with structural development has not been favourable the last couple of years and some of the resources have for this reason been diverted to short-term interventions. The problems encountered with the Training Centre and the experiment and research cultivation hampered much of the planned activities in this area.

Thus, the assessment must be that this objective only partially has been achieved through delivery of some training, credit support to women's organization for mechanical preparation of seed multiplication lands and development of nurseries within the Kixikila, Kibakanu and Kuvutuka projects.

8.9 Promoting a sustainable use of natural resources

Few activities were dedicated towards this objective due to the general emergency climate in which the whole programme was implemented. An exception was the USD 4,000 funding, through FAPP, of Ecological Youth's (Juventude Ecologica) programme for training of environment activists, planting of trees in schools and cleaning of main streets in the town of Malanje.

The training carried out regarding organic insecticides has also contributed to this objective. Also, the activities related to sanitation and environment in the IDP villages provided some promotion in this field.

Generally, however, this area has not been given much attention in the programme.

¹⁷ Examples of these joint activities are found in the appendices showing the results of the projects.

8.10 Create better opportunities for the schooling of the children

The programme built and rehabilitated several schools and temporary schooling facilities in the intervention area. In the sub-projects, negotiations were carried out between the IDPs, ADRA and the provincial authorities regarding placement of teachers in the settlements, resulting in an improved supply of teachers. ADRA liaised with other agencies, e.g. UNICEF, for the supplies of didactic and sports equipment.

As ADRA also was managing the Onjila project, results from Onjila often had a positive impact on the IDP communities of the AG/ADRA programme (teacher training, methodological development, matriculation and registration of pupils). Substantial education of parents and promotion of formation of parental commissions also contributed to better educational opportunities.

The consultants conclude that the objective to a large extent has been achieved.

9 Conclusions, looking forwards and final remarks

As per the ToR, the evaluation will be an input to Sida's consideration of possible future support to the programme. The examination of the results of the programme, as well as the assessment of the roles played by AG and ADRA in achieving the results, will be central to Sida's considerations.

Sections 9.1–9.3 present the evaluation team's conclusions regarding these areas. The conclusions also reflect what Sida¹⁸, AG and ADRA can learn from the programme.

The last sections (9.4 and 9.5) contain some information about what the stakeholders envisage regarding a possible continuation of the programme, as well as the consultants' final remarks.

9.1 Overall assessment

For conclusions regarding the programme, the standard evaluation criteria provide guidance as follows:

9.1.1 Relevance

The focus on meeting the basic needs of IDP's was appropriate in the Malanje context of 1999 – 2002. The programme also contained development orientated components like promotion of organizational capacities, education in basic health issues, making people aware of political / social development and strengthening the role of women, all of which are relevant to the Malanje environment.

Bearing in mind the massive needs in Malanje, it could be argued that programmes ought to be designed to reach a larger target group. Hence, the AG/ADRA approach with a narrower focus and smaller target group may at first sight appear less relevant as it does not intend to solve “mass problems”. However, the consultants believe that both large reach programmes and more focused programmes have important roles in Malanje – both approaches are needed and relevant.

9.1.2 Effectiveness

Generally, there has been a high degree of achievement of objectives. Some factors that may have contributed to this, including both working methods and the capacity of ADRA and AG, are discussed under section 9.1.3, 9.2 and 9.3.

9.1.3 Impact

The absence of baselines as well as the counterfactual problem – what would people have done if there was no project? – makes the impact assessment complicated. However, we know that the IDPs fled from their villages and ended up, before being included in the projects, in locations where they practically had “nothing”. Thus, identifiable effects include peoples' survival and the physical results (farming plots, houses, wells, animals, etc).

Other “softer” effects are mainly those related to the achievements of the objectives described in Chapter 8.

¹⁸ Mainly, the learning can be applied to similar programmes in Angola if appropriate consideration of the changed context (peace) is taken. The learning can also be applied more generally for projects managed by SEKA/Hum.

Within this evaluation, there has not been room for comparative studies that could illustrate whether this programme has created a more positive impact and sustainable effects than other similar programmes.

However, in order to shed some light on this, the consultants

1. Visited a village that had NOT been part of the AG/ADRA programme (but had received support from other agencies)
2. Visited Quela (Kusanguluka resettlement project), where several of the people who were returning came from the Kixikila and Kibakanu intervention areas.

The objective of the visit to the non-ADRA village was to try to assess how the resettlement had worked for the population and whether differences in resettlement of an ADRA village and a non-ADRA village could be identified.

The objective with the visit to Quela was to try to assess how the IDPs had benefited from the lessons learned in Kixikila, etc, when returning to their native district.

Notes from the visits are included in Appendix 13. The data generated in the visits are not sufficient in order to show that without the ADRA support, IDP resettlement is considerably more complicated.

An additional method for identifying the “ADRA effects” could be to study similar programmes in Angola that have been managed by other organisations.¹⁹ In order to provide some illustration on this subject, Appendix 14 discusses briefly a few other projects that to some extent could serve as comparison objects.

9.1.4 Sustainability

The nature of the programme (short-term emergency assistance mixed with long-term institutional / community capacity enhancements) makes the issue of sustainability complex. The changes in the programme, with an increased emphasis on emergency measures, diverted the interventions away from activities meant to create sustainable changes.

One of the most important areas regarding sustainability is the question of whether the social organisation promoted in the programme will have enduring effects. The consultants were not able to prove (see Appendix 13) that the interest groups formed in the temporary settlements survived when the IDPs returned to their origins. However, the evaluation team found some evidence that the community organisation in some cases had survived.

The fact that the Malanje Antena is comprised of local individuals is some warranty for sustainability. Even if Sida and AG withdraw, much of the management and implementation competence will remain in the province.

The reduction of the institutional development programme, combined with the cancellation of the income generation and trade sub-project, meant that the total programme effects became less sustainable than planned. Still, the results from the educational and small project activities²⁰ have created certain sustainable results.

¹⁹ This would require substantial amounts of studies, something that not can be carried out in this evaluation.

²⁰ Examples: Some NGOs can now formulate projects. Hundreds of people were involved in alphabetisation activities. Village organisations have seen that women can create and run small businesses and manage credits.

9.1.5 Cost-effectiveness

The programme cost amounted to SEK 15.2 million. Of this, a little over SEK 1 million was used for AG's co-ordination of other programmes (see 9.2). The remaining SEK 14 million does not include the contributions in kind from WFP, EURONAIID, ADRA, etc. The value of these contributions is in the SEK 13 million region.

For this money, some 30,000 people have been provided with, in some cases life saving, services during, on an average, 25 – 30 months. This corresponds to SEK 930 per person in total or around SEK 8 per person per week. It shall then be kept in mind that the figure comprises not only the direct emergency relief, but indirect and other costs like AG's and ADRA's administration, construction of the Training Centre, courses and seminars, transports, exchange activities, NGO support and promotion of gender issues.

Only comparative studies of other similar projects can permit a discussion on whether the programme has been cost-effective. However, the SEK 8 per person per week does not seem excessive.

A central idea in the programme was that the IDPs themselves should do the majority of the physical work in the projects. It is impossible to calculate the cost implications of this, but it should generally reduce costs and hence boost cost-effectiveness.

9.2 The performance of AG and ADRA

AG

As described in Chapter 7, AG carried out several direct functions in the programme such as monitoring, administering changes and communicating with Sida and ADRA. In addition to these functions, AG have also provided a continuity in ADRA's relation to the Swedish donor. With frequent changes in the Sida staff, both in Luanda and in Stockholm, AG has been the "stable partner" ADRA has needed.

AG could not have performed the functions described above without having a permanent representative in Angola.

The partnership relation has enabled a smooth communication and joint understanding. However, the consultants perceived from some interviews that the close relationship also may pose risks of restraining constructive criticism.

The frequent visits to Malanje, very much facilitated by their Luanda presence, gave AG a better understanding of the local situation than most international NGOs have. The visits, even in difficult times of insecurity, were an appreciated moral support for ADRA and the target group.

According to ADRA, the visits to Malanje have often resulted in fruitful discussions that have had considerable impact on ADRA's work approach, particularly regarding gender and to some extent environment matters. In this respect, it may be an advantage that AG is a foreign organisation, allowing them to see the Angolan reality from a different (to ADRA) perspective.

Still, AG were not always in a position to assess the progress in the sub-projects²¹, and in the sub-components of these. Examples are PAONG and FAPP, for which clear information on results were not available in the same way as for other projects. To a certain extent, AG took as policy not to

²¹ Statement by AG's Luanda representative. The consultants believe AG and ADRA need to develop the monitoring in this area if the programme continues.

intervene on a detailed level in these projects, allowing ADRA and the local organisations to manage this area.

AG's structure, with a large network in Sweden, enables the Malanje activities to be connected to work in Sweden with information and communication, campaigns and influencing of public opinion.

The cost for AG's co-ordination in the Malanje programme amounted to SEK 750,000 per year. However, about 60% of the time and activities of the representative were dedicated to other projects (as agreed when the project was initiated) which has benefited other AG activities in Angola financed by Sida. Provided that this has funded three years monitoring (in-country, continuous), reporting, advice and many other activities, it can be questioned whether less expensive alternatives to produce the same services can be found.

ADRA

A revision of ADRA's project documentation, its capability to provide financial or other data and its management attitude, both for the Malanje Antena and the central office, gives an impression of a well functioning organisation.

At the same time, the consultants were informed by another donor participating in the programme, that the monitoring activities of the Antena had room for improvement.

By studying internal ADRA reports, the consultants were given an impression that ADRA are aware of many of their shortcomings and appear, at least in the documentation, surprisingly self-critical.

The Malanje Antena has established the organisation as a trustworthy party to authorities (local, traditional), communities and agencies in Malanje. They have therefore accumulated a considerable credibility.

The high degree of achievement of objectives in the programme, while not exceeding the budgets, indicates that ADRA executes the projects efficiently.

AG and ADRA: Managing change

The Malanje programme was on several occasions changed in terms of scope and sub-project budgets. The problems with the training centre made it necessary to re-locate much of the (agriculture related) training to the other programme areas. The military situation changed so that the trade sub-project became unviable and emergency support to IDPs had to be prolonged. With the sudden change to peace, spontaneous resettlement occurred, demanding new initiatives to support returnees.

In AG's application (July, 1999), it was stated that there was a "great uncertainty" about the development. AG requested that Sida allowed for flexibility and changes in the programme. It thus seems that AG (supposedly after discussions with ADRA) were well aware of what could be expected.

The dynamic environment characterized by high levels of uncertainty put pressure on AG and ADRA to manage change. The consultants believe that the performance of AG and ADRA in this area was good. It also helped that Sida reacted swiftly in terms of approving the requested changes.

9.3 The ADRA model

The consultants use the phrase “The ADRA model” to describe the way in which ADRA Malanje have worked in the programme. Possibly, it should be called “The AG/ADRA model” as AG had used a similar way of working already in the 80’s in Mozambique and together with ADRA in Benguela in the mid-90’s. This “model” is said (by ADRA and AG) to be characterized by

- A participatory approach
- Staff commitment
- Social responsibility combined with emphasis on the responsibility of beneficiaries
- Mutual respect
- Horizontal, rather than sector, vision

As presented in Chapters 3–5 and Section 9.1, there has been a high degree of achievement of objectives in the programme. The evaluation has not been able to prove that

- The “ADRA model” in general delivers better results than other approaches
- The high degree of achievement of objectives in the programme is attributable to the “ADRA model” as such

The evaluation has collected data that show that

- The programme to a large extent has succeeded in achieving the objectives – more so for the emergency related components and less for the development related areas
- The “ADRA model” for food distribution creates less negative effects than other approaches such as handing out individual rations from one central location only or channelling all food through the sobas only
- The ADRA work resulted in the creation of interest groups that developed important functions in the villages; these groups may constitute a first step towards the potential achievement of some of the purposed objectives

The results of the programme seem to have been achieved in a way that has preserved the IDPs’ self-respect and without reducing the target population to passive recipients.

It deserves to be mentioned that the lower performance in the development related areas to a high degree was attributable to external factors (see Chapter 4).

9.4 What do the stakeholders envisage?

The majority of the IDPs have now passed the critical phase of merely surviving. On the other hand, no IDPs have yet returned to a “normal life” and the economy and infrastructure of the province are still in a critical condition. The conditions of the roads make trade difficult and the lack of telecommunications slow down the information flow. Poverty is widespread and deep in Malanje.

The local authorities are severely restricted in terms of resources and competence and cannot be relied upon for the improvement of the physical and social infrastructure. Several of the local civil servants indicated in interviews that they actually looked towards ADRA for assistance with the improvements required.

AG have outlined ideas regarding a continuation of the resettlement support (one year) in Kuvutuka and Kusanguluka. This would be followed by recovery projects (two years) in the same locations. The recovery projects would focus on credits, education / capacity reinforcement and a gradual shift of responsibility to the local authorities and associations.

ADRA staff believes that they have skills and a philosophy that enable them to move, together with ex-IDPs, authorities and nascent organisations, to a next phase in the province's development. This phase would be characterized by

- Credits for productive investments, rather than food aid
- ADRA supporting the authorities in planning and executing programmes, rather than ADRA carrying out planning and execution
- ADRA providing thought leadership in areas like legislation for land issues, gender and environment

9.5 Final remarks by the evaluation team

The consultants identified problems in the Malanje programme, but believe on the whole that the programme delivered results that were as good as reasonably can be expected in an environment like Malanje during the years 1999–2002. The central agents, AG and ADRA, have performed well, as organisations and in cooperation.

The funding provided by Sida has achieved a considerable poverty alleviation impact at a relatively modest cost.

There is still a need for poverty alleviating interventions in Malanje for which the Angolan government has the main responsibility. Realistically, it cannot be expected that the government in the very near term will, or are capable of, assuming this responsibility.

AG and ADRA have accumulated knowledge about, and achieved credibility among the population in, the Malanje province. Thus, there is an opportunity to capitalize on these assets if a continuation of the Malanje programme is provided.

In other terms, the consultants believe that Sida's marginal cost for attaining a certain amount of poverty alleviation is lower if funds are used in a continuation of the Malanje programme rather than deployed in a new project elsewhere.

Appendix 1: Terms of Reference

EVALUATION OF THE ADRA / AFRICA GROUPS IN SWEDEN PROGRAMME IN THE PROVINCE OF MALANJE, ANGOLA

1. Background

Sida/Asdi finances a three-year programme 1999–2001 (prolonged until 31 December 2002) in Malanje which is carried out by the Angolan NGO ADRA (Acção para o Desenvolvimento Rural e Ambiente) with support from the Africa Groups of Sweden. The programme was initially planned in a period of relative calm in the country followed by a renewed outbreak of hostilities with subsequent important population movements. During the last phase of the programme, the war ended and peace was finally established after 27 years of warfare. (since April 2002)

The programme comprises four components:

- Institutional Development programme
- Support to IDPs (Kixikila and Kibakanu projects)²²
- Support to resettlement in the Lombe area (Kuvutika project)
- Income generating activities

The total budget for the three year period amounts to SEK 15 215 000 (roughly USD 1,5 million)

A description of the project is available at Sida, Division for Humanitarian Assistance and Conflict Management. (SEKA/HUM)

The support to IDPs (Kixikala and Kibakanu projects) has practically been phased out in the second half of year 2002 as most of the IDPs have returned to their home districts after the peace agreement.

2. Purpose and scope of the evaluation

The main purpose of this evaluation is to examine the results of the project financed by Sida/Asdi through the Africa Groups of Sweden in Angola. The evaluation shall also aim to scrutinise the roles played by the Africa Groups as well as ADRA in achieving these results.

The evaluation will form the basis for Sida/Asdi's consideration of possible future support to ADRA/Africa Group programmes in Angola.

3. The Assignment

The evaluation shall assess the results of the different components of the programme including its long-term developmental results. Proposed areas to be covered are to what extent the planned objectives have been reached and the effects of the activities on the target groups.

Analysis of the support to IDPs and support to resettlement

Short-term objectives

- Have the basic needs (shelter, food, clean water, hygiene and education) of the target groups been met?

²⁴ Most of the IDPs in Kixikila and Kibakanu have left these locations and resettled in Quela or Calandula

- How many from the target groups have been reached?
- To what extent have the target groups been involved in self-supporting activities? What kind of activities?
- What kind of health activities have been carried out?
- What kind of educational activities have been carried out?

Institutional Development/Capacity Building Programme

- Has the programme contributed to improved skills of the target groups in agricultural techniques and in small business management?
- What kind of training of teachers and local health staff has been carried out?
- In what way has this training contributed to an increased capacity of the teachers and of the local health staff?
- Have the local authorities been involved?
- What methodology has been used in the capacity-building activities?
- How have the experiences and knowledge of the target groups been used?
- In what way has the civil society been strengthened?
- In what way has the programme contributed to a strengthening of ADRA's capacity?
- Have any weaknesses and/or strengths been identified in the programme?
- To what extent has the IDPs benefited from the lessons learned when back in their native districts? Examples should be drawn from Quela or Kota which are villages with many homecoming IDPs.
- To what extent has the target group been involved in the decisions and what has been Adra's role in the process of organising the stakeholders in interest groups?
- How many beneficiaries are members of an organisation or interest group today and what are the aims of these organisations?
- How has the local fund for minor projects been used? Number of applications and how many projects have been approved/rejected? Result of approved projects?

Long-term objectives

- To what extent have the programmes succeeded in achieving the goals of:
- Strengthening peace and democracy in the region
- Strengthening the local participation in the development process
- Strengthening the role of women in the development process
- Increasing the capacity of local organisations
- Increasing the involvement and responsibility of the authorities in the field of social services for example education and health
- Increasing the degree of self-sufficiency in the region?
- Increasing the agricultural output and improving the agricultural techniques?
- Promoting a sustainable use of natural resources?
- Increasing the number of children attending school?

General

- What is the opinion of IDPs, resident population, traditional leaders and local authorities within the geographical area of the programme regarding:
 - ADRA and its activities
 - Their own participation – have they had any influence on the decisions taken
 - The biggest problems and difficulties
- How do the above stakeholders envisage a continuation of the programmes?
- Do the target groups have any opinion of what role Sweden (Sida, Africa groups) has played for the activities?
- To what extent has the programme been affected by warfare?
- What has been done to secure the sustainability of the programme?
- What kind of exchange activities have been carried out
 - Between the programme and other regions in the country?
 - Between the programme and other countries in Southern Africa?
 - Between the programme and Sweden?
- Are there similar programmes in Angola carried out by other organisations?

4. Methodology, evaluation team and time schedule

The evaluation team shall consult project documents and reports concerning the project. These documents/reports are available at Sida and at Afrikagrupperna in Stockholm. Relevant documents are also available at ADRA in Malanje in Angola. The consultants shall interview the people in charge of the project at Sida and Afrikagrupperna in Stockholm and at ADRA in Angola.

The consultants shall carry out field visits in Angola in areas where the project has been implemented – the number of field visits and the location to be agreed upon with Sida. The consultant shall also carry out interviews with the beneficiaries.

The Consultant(s) assigned to carry out the evaluation should have the qualifications and knowledge appropriate to the purpose and scope of the evaluation, i.e. through experience in community or rural development work and/or humanitarian programmes.

The evaluation shall be started not later than February 10 2003 and be completed not later than May 17 2003.

5. Reporting

The evaluation report shall be written in English. The draft report shall be submitted to SIDA electronically not later than April 25 2003

. Within three weeks after receiving Sida's comments on the draft report, a final report shall be submitted to the SIDA. Sida has the right to publish the report in SIDA's evaluation publications and the report should be designed in such a way that it will allow publication without further editing.

Appendix 2: List of People Interviewed

ADRA

Patricia Baez	ADRA Advisor
Joaquím Fernandes	Director, Malanje Antena
Domingos Major	Director of Information & Documentation Centre
Luís Augusto Monteiro (“Sila”)	Director General
Manuel Neto	Head of Strategic Planning
Cremilda Ngongo	Director of Monitoring Services
Fernando Pacheco	Chairman of the Board
Project co-ordinators for sub-projects (in Malanje)	

Sida

Yara Fernandes	Programme Assistant, Swedish Embassy
Cecilia Gjerdrum	Co-operation Counsellor, Swedish Embassy
Lars-Olov Jansson	AFRA, Country officer for Angola
Ingela Winter-Norberg	SEKA
Gunilla Petrisson	SEKA
Susanne Spets	AFRA, Former programme officer at Swedish Emb.

AG

Sigrid Bergfeldt	Representative in Angola (from 2002)
Ulrika Holmström	Gender Consultant
Ulla Innala	Representative in Angola (1999–2002)
Margareta Lindström	Finance officer
Hillevi Nilsson	Programme officer, Angola
Berit Wiklund	Co-ordinator, Africa Programmes

Other, Malanje province

FAPP:

Representatives from six 6 NGOs that had received funding from the programme
 Women managing the AMAKOTA mill
 Representatives of the Camizage village shop

Kissaco village	Part of Kixikila
Kambamba + one other village	Part of Kusanguluka, Quela
Kinglés village	Part of Kuvutuka
Queximenha village	Part of Kuvutuka
Fonte Boa	Municipal Administrator, Municipality of Quela
Luís Fravoso Cristovão	Agricultural Officer, Municipality of Quela
name?	Municipal Administrator, Municipality of Lombe
Roquerebelo Morongo	Provincial Director, MINARS, Malanje
Mauricio Codijikila	Head of Social Assistance Dep’t, MINARS, Malanje
Ignacio Correia	Municipal Administrator, Municipality of Malanje
João Assunção	OCHA, Malanje
Isabel Hurtado	Caritas, Malanje

Maria José Fernandes
Lynn Muller
Sister Paulina

Caritas, Malanje
Head of Malanje Base, WFP
Catholic Mission of Lombe

Other, Luanda

Filomena Andrade
Allan Cain
Irene Castro
Cristina Oliveira
Walter Viegas

ex-ADRA Director, now WFP
Director, Development Workshop
OIKOS, Head of Education Department
OIKOS, Training Officer
European Commission

Other

Arie Jongejan

Country officer for Angola , ICCO, Netherlands

Appendix 3: Acronyms

ADRA	Action for Rural Development and the Environment
AFRA	Sida's Department for Africa
AG	Afrikagrupperna
FAPP	Fund for Small Projects
ha	hectare
IDP	Internally Displaced People
MINARS	Ministry for Social Assistance and Reintegration
NGO	Non-Governmental Organisation
PAONG	Fund for Technical Support to NGOs
SEK	Swedish crowns
SEKA	Sida's dept. for co-operation with NGOs and Humanitarian assistance
Sida	Swedish International Development Cooperation Agency
ToR	Terms of Reference
WFP	World Food Programme

Appendix 4: Overview of the AG/ADRA Malanje Programme, as per the actual disbursements.

Amounts in SEK. Source: Afrikagrupperna

Budget or Actual	Sub-Project	1999 (Jul-Dec)	2000	2001	2002	Total
Budget	IDP (1): Kixikila	1,000,000	500,000	0	0	1,500,000
Actual	IDP (1): Kixikila					2,220,000
Budget	IDP (2): Kibakanu	1,100,000	1,100,000	0	0	2,200,000
Actual	IDP (2): Kibakanu					3,035,000
Budget	Institutional Development Programme ¹	880,000	2,380,000	1,930,000	0	5,190,000
Actual	Institutional Development Programme ²					3,600,000
Budget	Resettlement: Kuvutuka	0	0	2,300,000	0	2,300,000
Actual	Resettlement: Kuvutuka					2,300,000
Budget	Resettlement: Kusanguluka	0	0	0	0	0
Actual	Resettlement: Kusanguluka				300,000	300,000
Budget	Income Generation and Trade	0	0	900,000	0	900,000
Actual	Income Generation and Trade					0
Budget	Co-ordination	490,000	755,000	755,000	0	2,000,000
Actual	Co-ordination ³					2,260,000
Budget	Over heads	275,000	380,000	470,000	0	1,125,000
Actual	Over heads					1,125,000
Budget	TOTAL	3,745,000	5,115,000	6,355,000	0	15,215,000
Actual⁴	TOTAL					14,840,000

¹ Including Small Projects (FAPP) SEK 1,600,000 (budget)

² Including Small Projects (FAPP) SEK 863,000 (actual)

³ Actual co-ordination costs were higher than the budgeted as the programme was extended by six months

⁴ All funds not included as some are reserved for auditing and other expenses

Appendix 5: Matrix outlining the objectives, expected results and indicators, as per the AG application 1 July, 1999, Support to IDPs, KIXIKILA

	Description	Indicators
General Objective	Contribute to an improved social standard and a psychologically stable environment for 1,230 IDP families	Not defined
Specific Objectives	1. Contribute to the satisfaction of the basic needs 2. Stimulate and support productive and other activities that in an efficient way contribute to the IDPs' self-support and improved nutrition 3. Promote the idea about self-help and solidarity between and within the groups 4. Contribute to an improved supply of drinking water and an improved hygienic standard 5. Contribute to an as well as possible functioning social service under the present circumstances	Not defined
Expected	1. Temporary settlement in rehabilitated villages from the Kutunga and Reomecar projects 2. Improved nutritional situation for the families 3. Access to drinking water 4. Improved hygienic and sanitary conditions 5. Provide the children with an opportunity to attend school and have access to leisure activities outside school-hours 6. Gender aspect taken into consideration 7. Strengthened co-operation with the local community	<u>Result 1:</u> After 3 months, the families have built their houses and live in them. <u>Result 2:</u> Food distribution is carried out during the course of the project according to established norms. After 4 months, 50% of the families are cultivating agricultural produce that is appropriate for the dry season. At the end of the project each family has 0.25 ha of land where they grow cassava, corn, beans, peanuts and sweet potato. <u>Result 3:</u> After 2 months, 50% of the families have access to sufficient amounts of drinking water. <u>Result 4:</u> At least every second month, there is some kind of training in basic health in each village participating in the project. After 2 months, 50% of the villages shall have organised waste handling and are carrying out regular cleaning in the village. After 4 months, at least 20% of the families shall have constructed latrines that are being used. <u>Result 5:</u> After 3 months, the schools within the project area shall be in use. <u>Result 6:</u> Every second month there is a meeting in each village about gender/women. At the end of the project, a greater participation by women in meetings and decision processes, both project related and other general meetings and decisions, shall be noted. <u>Result 7:</u> After 3 months, common actions between the project team, the different groups in the villages and the recently arrived IDPs shall have been developed.

Appendix 6: Matrix outlining the objectives, expected results and indicators, as per the AG application 1 July, 1999, Support to IDPs, KIBAKANU

	Description	Indicators
General Objective	Contribute to an improved social standard and a psychologically stable environment for around 2,500 IDP families who have settled in the outskirts of the Malanje town	Not defined
Specific Objectives	1. Contribute to the satisfaction of the basic needs, including a better organisation of the area where the IDPs are living 2. Stimulate and support productive, social and cultural and other activities that in an efficient way contribute to the IDPs' self-support, improved nutrition and better psychological health 3. Promote the idea about self-help and solidarity between and within the groups 4. Contribute to an improved supply of water and an improved hygienic standard 5. Contribute to an as well as possible functioning social service under the present circumstances 6. Mobilise other agents to solve the problems that the project cannot resolve	Not defined
Expected Results	1. Better dwellings 2. Improved nutritional and social situation 3. Access to drinking water 4. Improved hygienic and sanitary conditions 5. Provide the children with an opportunity to attend school and have access to leisure activities 6. Gender aspect taken into consideration 7. Strengthened co-operation with the different IDP groups	<u>Result 1:</u> After 3 months, all families have built their houses and live in them. <u>Result 2:</u> Food distribution is carried out during the course of the project according to established norms. All families with access to land have received help with the cultivation and started to plant (vegetables, corn, beans...) by the end of the dry season. All families with access to land have received support to their farming and planted crops for the dry season in December. <u>Result 3:</u> After 4 months, all families have access to drinking water and possess tools for carrying water. <u>Result 4:</u> At least quarterly, there is some kind of training in basic health. From the fourth month, there exists working groups of interest with "promoters" who have received training in health, hygiene and sanitation and who can transfer their knowledge to the IDPs. From the third month, 50% of the target group have organised and use waste tips. At least 30% of the families have made and use latrines after six months. At least 20% of the families use some method for improvement of the water quality after six months. In co-operation with the health authorities, the prophylactic and control programmes for the most common diseases are followed.

	Description	Indicators
		<u>Result 5:</u> After 3 months, there shall be functioning schools within the project area. Also develop an environment where the children can carry out leisure activities. Teachers and school staff from the IDPs shall work in the schools. <u>Result 6:</u> Every third month there is a meeting in each village about gender/women. <u>Result 7:</u> All major activities are carried out in accordance with an agreement between the Project Team and the IDP community.

Appendix 7: Overview of expected and actual results, KIXIKILA project.

Expected Results	Actual Results	Comments
<u>Result 1:</u> After 3 months, the families have built their houses and live in them	All families in at least temporary dwellings after 3 months. 70% of the dwellings were upgraded to semi-permanent houses by May 2001.	The number of families involved was 1,400 (by May 2002) rather than 1,230 as per the application. The project was initiated in Nov 1999, rather than the planned Aug 1999, due to slow transfer of funds.
<u>Result 2:</u> Food distribution is carried out during the course of the project according to established norms. After 4 months, 50% of the families are cultivating agricultural produce that is appropriate for the dry season. At the end of the project each family has 0.25 ha of land where they grow cassava, corn, beans, peanuts and sweet potato.	Food distribution carried out as planned (ADRA's methodology). 90% of the families were cultivating by Apr 2000. At the end of the project (May 2002), each family had between 0.4 and 0.6 ha of land where they grew the planned produce.	ADRA's food distribution was different from other agencies' methods. They encouraged each village to establish a food distribution team. The candidates for the team were nominated by the soba and then appointed after general voting in the village. This enabled ADRA to hand over the responsibility for the distribution and control to the village, rather than organising the village in long queues and handing out individual rations with associated turbulence and waste.
<u>Result 3:</u> After 2 months, 50% of the families have access to sufficient amounts of drinking water .	Initially, the water situation was critical. Only two wells were dug (in food-for-work) before the rain season. However, with Oxfam's help, 70% had access to clean water by Apr, 2000.	The delayed start of the project affected the planned expansion of water supply. As a result of a co-operation with Oxfam, four hand-pumps were deployed.
<u>Result 4:</u> At least every second month, there is some kind of training in basic health in each village participating in the project. After 2 months, 50% of the villages shall have organised waste handling and are carrying out regular cleaning in the village. After 4 months, at least 20% of the families shall have constructed latrines that are being used.	A "series of large and small discussions and conversations" regarding clean water and health were held Nov -99 to Apr 00. Between June 2000 and May 2001, some 10 meetings were held with the interest groups. Four training sessions in preventive health, with 28 men and 71 women participating, were held between June 2001 and May 2002. By Apr 2000, 6 waste stations and 36 waste pits were established and the villages were cleaner. 13 common and 57 family latrines were deployed by Apr 2000	Training was carried out, but probably not in the extent planned. As there were some 15 villages, the figures indicate that each village did not get training every second month. In May 2002, 756 families (54%) used latrines, implicating that 46% do not use latrines.
<u>Result 5:</u> After 3 months, the schools within the project area shall be in use.	The IDPs constructed 6 temporary schools in the refugee villages. These were initially used for leisure and informal school activities as the adults (IDPs) who had been selected as emergency teachers until Apr 2000 not were certified by the provincial authorities. By May 2002, 12 trained teachers (IDPs) were active and able to plan the classes.	In addition to the temporary schools, a school belonging to the existing villages was extended in team work between the resident population and the IDPs to allow for pupils from the IDPs.

Expected Results	Actual Results	Comments
<u>Result 6:</u> Every second month there is a meeting in each village about gender/women. At the end of the project, a greater participation by women in meetings and decision processes, both project related and other general meetings and decisions, shall be noted.	By Apr 2000, women were present in all interest groups and some awareness had been achieved. By June 2001, men showed some changed attitudes and women were more actively taking part in discussions. One group of women had come together to solicit support to realize commercial activities (a cassava mill). In May 2002, there was a greater participation by women, compared to before the project.	The planned number of meetings was not achieved. During a visit to Kissaco 16 Mar 2003 (this village had chosen to stay in the project area rather than returning to Cahombo due to the approaching dry season and the fact that schools were not functioning in Cahombo), the consultants witnessed active participation of 5–7 women in the village meeting with the evaluation team.
<u>Result 7:</u> After 3 months, common actions between the project team, the different groups in the villages and the new arrived IDPs shall have been developed.	ADRA facilitated "interest groups" within the villages that were given the responsibility to drive questions in health, education, water, cleaning, etc. They consisted of some 5–7 individuals, often with up to 50% being women, taking part in both discussion and practical activities (constructing schools, co-operating in house building or taking part in work-shops about citizen's rights and obligations). The groups interacted with the existing villages as well.	When asked by the consultants what lessons the village had learned during the stay in Kissaco, one answer was "The importance of solidarity, to help each other." If other IDPs would settle close to the Kissaco inhabitants in the future, "we would help them in the same way we were helped".

Appendix 8: Overview of expected and actual results, KIBAKANU project.

Expected Results	Actual Results	Comments
<u>Result 1:</u> After 3 months, all families have built their houses and live in them.	All families had simple dwellings made of clay, branches and grass after 3 months. From May 2000, the houses were rebuilt using local bricks and in May 2001, 2,000 families had such houses.	The number of families varied between 2,000 and 2,160. The number of people assisted on average was around 8,000.
<u>Result 2: Food distribution</u> is carried out during the course of the project according to established norms. All families with access to land have received help with the cultivation and started to plant (vegetables, corn, beans...) by the end of the dry season. All families with access to land have received support to their farming and planted crops for the dry season in December (1999).	Food distribution as in Kixikila. Most families planted that gave a first harvest early 2000. However, there was a shortage of seeds and all available land could not be not be planted. The second seeding round in Feb 2000 was better provided with seeds. Some families saved plants/seeds for next planting season and some surplus produce was sold by May 2001. The Project negotiated with the permanent population and managed to borrow 185 ha of irrigable land for vegetable cultivation. 76 fruit trees were planted by Apr 2000. By May 2001, 5,000 papaya and passion fruit plants had been distributed / planted. Each family had then 0.5 ha land.	Also agricultural tools were provided. The lack of seeds in Malanje made it necessary to buy seeds in Benguela. Some of the seeds were damaged during the transport from Benguela. Small animals were also provided (not planned initially). In May 2002, there were almost 1,500 animals. By May 2001, mal-nourishment was virtually non-existent. Heavy rains during the 2001/2002 farming season caused lower than expected production.
<u>Result 3:</u> After 4 months, all families have access to drinking water and possess tools for carrying water.	As the project started during the rainy season, wells could not be dug. The IDPs were able to use pumps installed by UNICEF and World Vision, but those pumps were severely over-utilized. 90% of the families had buckets by Apr 2000. In Nov 2000, there were 234 families for each water source – in May 2001 the figure was 130. By May 2001, an additional 4 wells/pumps were deployed and 14 old springs were rehabilitated. By May 2002, 27 water sources were in use.	There was a shortage of buckets in Angola in 1999 / 2000. The health situation improved with the augmented water supply.
<u>Result 4:</u> At least quarterly, there is some kind of training in basic health . From the fourth month, there exists working groups of interest with “promoters” who have received training in health, hygiene and sanitation and who can transfer their knowledge to the IDPs. From the third month, 50% of the target group have organised and use waste tips. At least 30% of the families have made and use latrines after six months. At least 20%	“Many” discussions were held with the IDPs regarding hygiene and waste management. Families with many children received visits from the project team. The provincial health authorities participated in the group discussions about hygiene and provided polio and measles vaccination. They also trained 6 health promoters. The group discussions made the IDPs aware of the dangers of bad sanitation and waste handling and there was a considerable improvement in the cleanliness during the first 6 months. 19 common latrines and 101 waste pits were constructed by Apr 2000.	The participation of the provincial authorities were rather an exception than a rule. The partnership between Kixikila / Kibakanu and the authorities was not working well 1999–2000 due to the lack of interest mainly expressed by the Governor (he was subsequently replaced by the President and several processes have been initiated to investigate allegations of fraud and mismanagement).

Expected Results	Actual Results	Comments
of the families use some method for improvement of the water quality after six months. In co-operation with the health authorities, the prophylactic and control programmes for the most common diseases are followed.	110 families had their own latrines by Apr 2000. Between June 2000 and May 2001, an additional 12 common and 92 private latrines were constructed as well as 118 waste pits. By May 2002, 340 common and private latrines in use. Oxfam assisted with chemical treatment of water.	
<u>Result 5:</u> After 3 months, there shall be functioning schools within the project area. Also develop an environment where the children can carry out leisure activities. Teachers and school staff from the IDPs shall work in the schools.	The project team and Onjila (another ADRA / AG programme, but not part of this project) registered all children of school age in the beginning of the project. Six representatives from the IDPs were elected by the community to be leaders of the child activities. The six received pedagogical training in Onjila. Two temporary schools were constructed and early 2000, the activities were initiated. Subsequently, assembly halls were converted into schools and an additional school was constructed. 17 official teachers were deployed in the area. Equipment and facilities for sports / leisure activities were arranged.	Previously, children who wanted to attend school needed to be in the Malanje town, where they lived separated from the families and risked becoming street children. Groups of parents, children and even teachers originating from a couple of municipalities showed a lack of interest in schooling. With the peace (Apr/May 2002) these groups left the project and the education was abandoned.
<u>Result 6:</u> Every third month there is a meeting in each village about gender/ women .	The gender aspect is "pointed out during all the daily activities in the project" (as reported in Apr 2000). Men recognized that women have a heavier work load. Gradually, women participated more in meetings / discussions. 100 women (and 126 men) took part in alphabetization.	ADRA themselves point out that the participation in the alphabetization programmes was low due to lack of interest from "pupils" and alphabetizers.
<u>Result 7:</u> All major activities are carried out in accordance with an agreement between the Project Team and the IDP community.	The project team and representatives from the IDPs carried out joint planning sessions regarding the activities for 2000. The schools were constructed through an agreement. Both traditional leaders and local authorities participated in the evaluation of the activities.	In 2001, some improvement in the co-op with local authorities was noted. An American NGO contributed in the education of mothers and a church participated with medicine donations to a clinic in the area.

Appendix 9: Comparison of the planned activities and activities actually carried out between 1999 and 2002, Institutional Development Programme.

Area, Planned Activities	Carried out	Remark
Build Training Centre	– In March 2003, the buildings were erected but not furnished. Equipment purchased, but not installed.	– Initiated in July -98, interrupted due to war in Dec. Thefts and problems with the contractor to Feb 2001. The contract for the plot could not be renewed in 2001 and a new plot was purchased. From June 2001, the construction has been ongoing.
Agriculture: Experiment and research cultivation of local produce and small animal breeding. – Courses, seminars and discussions aimed at those individuals in the local communities that have the best competencies to become “development agents”, i.e. individuals through whom knowledge can be cascaded down / out to the farming villages	– Some experiment cultivation initiated on original plot. When old plot abandoned, plants were moved to project areas, e. g. Kixikila and Kibacanu that benefited by receiving fruit trees. No experiment cultivation initiated on new plot. – Agriculture courses were mainly held in the Kixikila, Kibacanu, Kuvutuca and other non-AG projects/localities. – In 2001, 21 promoters trained in organic insecticides (24 hrs, “central training”)	– Agriculture courses could not be held centrally, partly due to lack of land. – The training is not reported specifically in the projects, but appear as “support to agricultural activities”. Therefore, it is difficult to quantify the training and its effects.
Health: Training of people who can act as basic health promoters (not health professionals) and traditional midwives. – For women: Nutrition education, mother and child hygiene	– 26 health promoters trained 7 days in 1999 and 7 days in 2000. – 39 traditional midwives trained in 1999, 11 in 2000. – 30 women/year trained in human reproduction (10 hrs) – Dangers of sexually transmitted diseases and Aids, 200 pupils/year, 2001+2002, 16 hrs – National cooking, 24 part's (45 days)	– Unclear whether “National cooking” is “Nutrition education” or “Income generating activities”
Education: Training of local teachers and alphabetizers	– Parents' role in children's education, 230 part's (20 hrs) – 15 education / HR promoters (5 days) – 687 alphab. pupils, 6 months, 2001 – Learn, Apply, Train, 31 teachers (5 days)	– Also Parents Associations training, 60 part's (24 hrs)
Social organisation: Leadership training. Seminars on associations, co-operatives and other forms of local organisations. Seminars to promote the position of women.	– Associations, 150 participants (16 hrs) – Leadership and Participation, 45 part's (9 hrs) – Community organisation, 60 part's (9 hrs) – Leadership & Development, 25 part's (10 hrs) – Conflict resolution, 20 part's (9 hrs) – Women associations, 23 part's (2 hrs) – Debates on “The Role of Women”, 300 part's (6 hrs) – Debates on “Women's Participation”, 275 part's (6 hrs)	– Also “Environment”, 120 part's (9 hrs)

Area, Planned Activities	Carried out	Remark
Income generating activities: Training of craftsmen and small business entrepreneurs in business administration, accounting, associations	– Management and Accounting, 10 part's in 1999 (27 hrs), 6 part's in 2001 (3 days) – Cutting, sewing (textile), 25 part's (2 months)	
Training of ADRA staff, NGOs and local (government) authorities in: Associations, co-operatives, leadership, meeting techniques, methodology, management, credits to the informal sector, gender, civil rights, project assessment / planning / implementation and evaluation	– Organisational reinforcement, 10 ONG repr's (12 days) – Project Techniques, 14 ONG repr's (3 days) – Gender & Aids, 15 part's from Association of Young Sexual Education Trainers (6 days) – Participative Impact Monitoring, 8 NGO repr's (7 days) – Accounting & Management, 14 NGO repr's (3 days) – Local power and Development, 5 part's from Gov. & NGOs (4 hrs) – State, Democracy and Civil Society, 5 part's from Gov. & NGOs (4 hrs) – The Law and the Citizen, 5 part's from Gov. & NGOs (4 hrs) – Land law, pre-project, 5 part's from Gov. & NGOs (4 hrs) – Resettlement of the population, 5 part's from Gov. & NGOs (4 hrs) <u>TRAINING FOR ADRA</u> – Participative Impact Monitoring, 25 technicians (7 days) – Community Development, 50 technicians (30 days 2001), 25 technicians (15 days 2002) – Micro Credits, 18 technicians, (7 days 2002) – Human Resources Management, 3 technicians (7 days) – Accounting, 15 technicians (7 days) – FAST Method, 10 technicians (2 days) – Agricultural techniques, 22 technicians (2 days) – LFA, 33 technicians (1 day) – Civic Education, 22 technicians (3 days) – Use of fertilizers, 14 technicians (2 days) – Debate on Sustainability / Participation, 16 technicians (2 hrs) – 3 debates on gender themes, 9 technicians per theme (3 hrs) – Intervention diagnostics, 23 technicians (5 days) – Organizational diagnostics, 30 technicians (7 days)	– The debates with participants from NGOs and governmental institutions were carried out over the local radio network. Thus, the number of (passive, listening) participants is considerably higher than detailed in the middle column. The consultants were not able to assess the impact of these public debates.
Citizenship and civil rights were considered of such importance that they would be part of all other courses as well, particularly for participants from rural communities	– Exercise Citizenship, 80 part's (2 hrs) – Human Rights, 105 part's (2 hrs) – State Organisation, Peace, Reconciliation, 10 promoters (24 hrs) – Danger of Mines, 106 part's (6 hrs)	Not known to what extent Citizenship and Civil Rights were part of all courses.

Appendix 10: Matrix outlining the objectives, expected results and indicators, as per the AG document Feb 2001, KUVUTUKA

	Description	Indicators at the end of the project (minimum figures)
General Objective	Contribute to the social and economic development of the region.	Not defined
Project Objective	Contribute to improved living conditions for 1,500 IDP families that have returned to villages in the Lombe area.	Not defined
Expected Results	1. Higher incomes for the families 2. Better health care 3. Better access to schools 4. Organisation of the local community	<u>Result 1</u>: 40% of the target group have 0.5 ha for their subsistence. 10% of the peasants have acquired new knowledge about agricultural techniques. Every family have two fruit trees. 30% of the families have small animals. 15% of the families use local seeds. <u>Result 2</u>: 60% of the wells rehabilitated. 15% of the families have latrines. 60% of the villages have active health groups. One traditional midwife who has received training in each village. Two health posts built and working in the area. <u>Result 3</u>: 2 schools built and equipped in the area. Schooling working. <u>Result 4</u>: One working association or interest group in each village that is actively working to solve the problems of the villages.

Appendix 11: Overview of expected and actual results, KUVUTUCA project.

Expected results at the end of the project (minimum figures)	Actual Results	Comments
<u>Result 1:</u> 40% of the target group have 0.5 ha for their subsistence. 10% of the peasants have acquired new knowledge about agricultural techniques. Every family have two fruit trees. 30% of the families have small animals. 15% of the families use local seeds.	The families (all 1,606 resettled) had on average 0.7 ha. 21 agricultural promoters trained in "Sustainable Agriculture" + 3 demos of use of organic insecticides made (not known how many that subsequently were trained). In Jan 2002, most families produced fruits. 65 centres of animal reproduction. All families are active n seed (local?) imultiplication.	At a visit to villages in the area 18 Mar 2003, the consultants saw many animals in the villages.
<u>Result 2:</u> 60% of the wells rehabilitated. 15% of the families have latrines. 60% of the villages have active health groups. One traditional midwife who has received training in each village. Two health posts built and working in the area.	11 working wells in 27 villages (Jan 2002), 26 wells in Dec 2002 (no. of villages?). 6% of families had latrines in Jan 2002. Most villages have health groups. Each village had a trained traditional midwife by Jan 2002. Health posts: Early 2001, it was decided to build <u>one</u> larger clinic. It was opened in 2002.	During visits to 9 villages/municipalities (Kuvutuca + other projects) 15–18 Mar 2003, the consultants were told by the population that the villages had interest groups for health and other matters. The consultants visited the health post 18 Mar 2003. It had one nurse but seemed to lack some equipment.
<u>Result 3:</u> 2 schools built and equipped in the area. Schooling working.	Schools built in Queximenha and Balanganga. The school year 2002 was completed with local, not registered, teachers.	In Mar 2003, schooling was not working in Queximenha as the local teachers still had not returned from their official training and certification.
<u>Result 4:</u> One working association or interest group in each village that is actively working to solve the problems of the villages.	During visits to 9 villages/municipalities (Kuvutuca + other projects) 15–18 Mar 2003, the consultants were told by the population that the villages had interest groups for health, education, waste, agriculture and other matters. They consisted generally of 5–7 people, often 50% women.	It was difficult for the consultants to ascertain how active the interest groups were by interviewing the village inhabitants. The impression is that the interest groups have contributed to an improved organization of the villages.

Appendix 12: Summary of exchange activities

Year	Exchange activity	Remark
(1998)	– Director of ADRA Malanje + one Onjila staff visited Sweden	
1999 / 2000	– Visitors from Sweden* – Young members from AG in Sweden + from Swedish school organisation – Director of ADRA Benguela visited Sweden – Comparative study of AG in Mozambique and Angola: Three consultants visited Mozambique and Angola, incl. Malanje	– *People (e.g. journalists) that in a structured fashion relay the impressions of Angola to the Swedish public
2000 / 2001	– The ADRA Malanje co-ordinator for Onjila visited AG's Teacher Development Project in Namibia – Two persons from Malanje visited Mozambique, organized by the NGO network Link. They also visited AG's village development project Ekuru – Several ADRA staff in Benguela and Malanje made mutual exchange visits to learn from each other's operations – Young members from AG in Sweden + from Swedish school organisation	– Onjila is not part of the AG/ADRA Malanje programme, but it is closely linked to the educational activities in the programme – The costs were not covered by the AG/ADRA Malanje programme, but from AG's general funds for regional exchange programmes – AG was instrumental in realizing the Benguela / Malanje exchange
2001 / 2002	– Village representative (woman) from Benguela visited Sweden- Two persons from Malanje visited Mozambique – A woman from Malanje took part in a course for "gender promoters" in the Netherlands – Young members from AG in Sweden	

Appendix 13: Notes from a visits to a non-ADRA village in Malanje and to Quela

1. Visit to a non-ADRA village

The evaluation team visited a village situated about 50 km east of the town of Malanje. The village, inhabited by 84 families, had received some support from other NGOs.

The data collected during the visit can only be used as a superficial indication of whether any major differences can be detected between an ADRA and a non-ADRA village.

The population fled from the village in 1998. They were living in various locations in the town of Malanje until May 2002, when they returned to the village.

Today, there are indications that the non-ADRA village is less well off (no water well, no health station, no school building, no sanitation installations, no small animals / poorer diet). This can depend on that they simply have not been provided with much external support.

They still receive food aid. In September 2002, the NGO that provided the food gave the whole consignment to the soba for further distribution to the families in the village. This system created a lot of protests and accusations about “corruption”. In the next distribution round, the NGO decided to change the system and opted to distribute individual rations directly to each person.

This meant that the individuals had to walk a fairly long distance to the distribution point indicated by the NGO, rather than receiving the food in the village. The women commented that this was burdensome for them and the older people, but still preferable to the previous system.

They had founded a peasants association and hoped to be able to rent a tractor for next year in order to increase the cultivation area. However, there were certain indications that the inhabitants show a “we are waiting for the government to come and help us” attitude during the discussions about the problems in the village.

Women took part in the discussion / meeting.

The visit established that several activities that had been carried out in ADRA villages, e. g. in the Kuvutuka project, had not been implemented in the village.

2. Visit to Quela

Another way the consultants tried to shed some light on the effects and sustainability of the programme was to visit Quela (Kusanguluka project). Several of the people who were resettling in Quela came from the Kixikila and Kibacanu intervention areas.

The return to Quela developed in a spontaneous fashion. When people heard about the peace in April 2002, they initiated the move back. Often, the soba was one of the first to go, together with some heads of families. Gradually, the remaining individuals from the temporary settlement returned, but over a period of several months.

At the same time, people who previously had lived in Quela and later fled to Lunda Sul and Luanda also returned. This meant that the communities that had been developed in the temporary settlements to some degree were des-integrated due to the mixing up with “new” individuals. Additionally, the fact that the IDPs lived both in Quela and the temporary settlements during a period was another factor contributing to the disruption of the communities. Moreover, a few families had actually stayed in Quela the whole time. The implication is that some of the lessons learned by the IDPs could not readily be deployed when they returned to Quela.

According to the head of the Quela municipality, the planning of the support to the returnees was carried out in close co-operation with ADRA and the sobas. One reason why it worked well was that the municipality, ADRA and the IDPs had been co-operating for an extended period while the Quela villagers were in the Kixikila and Kibacanu projects.

The food distribution groups created in the temporary settlements (see Appendix 7 “Overview of expected and actual results, KIXIKILA project”, Result 2) were re-activated where possible and facilitated a swift distribution when the WFP consignments arrived in October 2002. The same pattern was repeated for the groups distributing seeds and agricultural inputs and the sanitation groups (this according the head of the Quela municipality).

According to some women in Quela, their husbands had started to help them with domestic tasks when they were in the temporary village, much as a result of ADRA's gender promotion. Now, when back in Quela, the husbands continued to help out (obviously, the consultants were not able to verify this themselves, though).

The resettlement suffered from a couple of problems:

- The logistics were severely hampered by the difficult road conditions and the prevalence of mines. Some food had not reached certain villages at all due to accidents
- Some of the seeds were of bad quality, the corn type was prone to attacks from monkeys and the harvests were subsequently poor
- Some of the agricultural tools were of poor quality
- ADRA assessed the food needs based on Quela population data from August 2002. When the food arrived, courtesy of WFP, in October, more people had moved in and the rations were proportionally too small

Thus, when the consultants visited Quela in March 2003, the overall picture was mixed. Clearly, the population was still going through difficult times (the road leading to Quela was hardly possible to transit for example). However, it is possible that the situation would have been worse if the population had not benefited from some of the organizational capacities developed in the Kixikila and Kibakanu projects.

Appendix 14: Notes on similar programmes

Huambo projects

In a report¹ on 22 IDP projects in the Huambo province, large amounts of data regarding activities, results, problems identified, etc are presented. However, the data do not permit a comparison with the Malanje programme without generation of further data and a laborious cross reference work. There is no room for this within the Malanje evaluation.

Some projects from Huambo are different in that they also involve activities for re-insertion of ex-militaries in the communities.

Several of the Huambo projects involved, in a similar fashion to Malanje, the establishment of local interest groups, often involving both traditional leaders, local authorities and women.²

The focus of the projects were, as in Malanje, food security, health, sanitation, schooling, while less emphasis seems to have been put on long-term development and institutional building. Plots were more restricted in Huambo: four out of ten families did not have their own land to cultivate.

Most projects involved central and local authorities and, in an important degree, NGOs and agencies. The relationships with the resident populations were in some cases “not the best ones”.

In Huambo, as in Malanje, NGOs were involved in the negotiation process regarding farming land between the traditional authorities of the IDPs and the local sobas.

One of the conclusions was that a strong connection between the project team and the beneficiaries is crucial to the outcome of a project. Another important factor identified was the capacity to negotiate with the beneficiaries in order to take into account their needs and priorities.

The Huambo report does not contain financial data that enable a comparison of cost-effectiveness with Malanje.

Fundo de Apoio Social – FAS (Fund for Social Support)

This nation-wide programme has been more focussed on the reinforcement of the capacities of community organisations than emergency relief. The Fund acted as an intermediary to facilitate identification of the existence, or promote the establishment of, community “nuclei”. In this process, FAS emphasised the need to include women and that the communities themselves should elect the “nuclei”.

The total financing, dominated by the World Bank, was USD 50 million. A large part of the projects were aimed at supporting communities that worked with school projects (60%) and women related activities (30%).

Hence, the FAS projects had a different profile to the Malanje programme, but worked in the same spirit of reinforcing local participation. This fact makes the two schemes difficult to compare.

¹ MINARS – World Bank, “Comparative Study of Resettlement Models”, Angola Instituto de Pesquisa Económica e Social, Luanda, March 2002.

² ADRA were involved also in Huambo where they promoted the creation of “Management Committees”.

An interesting point is that the participation of the local communities (as measured in value of manpower and services) exceeded the participation of the government, showing the willingness of the communities to participate in the solution of the local problems.

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