

Evaluation of the Angola Portfolio of Activities

The Angola Crisis

Twenty-seven years of civil war have brought widespread insecurity, extreme poverty, and large-scale human suffering to Angola. From 1998 to 2002, the situation in Angola moved from acute emergency to prolonged crisis, worsened by the acute famine from 2002 to 2003. The civil war ended in April 2002, yet Angola continues to face daunting challenges, including the difficulties of resettling four million refugees and internally displaced people (IDPs).

WFP's Angola Portfolio

WFP's assistance in Angola has alternated between relief and recovery since the mid-1970s. To date, nine emergency operations (EMOPs) and six protracted relief and recovery operations (PRROs) have been implemented by WFP in Angola. Following the peace agreement in April 2002, WFP interventions continued to be of an emergency nature. In 2004, as the number of food-insecure and highly vulnerable people declined significantly, WFP began to focus on recovery operations in the highly food-insecure regions. The sharp decline of donations and the absence of government funds for recovery obliged WFP to reduce its coverage of most programmes. WFP began to concentrate on refining vulnerability analyses and implementing recovery activities rather than implementing relief activities. Currently, WFP has reduced its humanitarian assistance in Angola, focusing increasingly on consolidating its efforts and shifting responsibilities to national authorities.

Total Cost from 2002 to Dec 2004: Operational expenditures ranged from US\$109 million in 2002 to US\$145 million in 2003 and US\$79 million in 2004; food distributions ranged from 141,000 metric tons in 2002 to 194,000 metric tons in 2003 and 119,000 metric tons in 2005.

Objectives and Scope of the Evaluation

Objectives

To assess the portfolio, provide evidence-based findings of results, and propose operational improvements with particular focus on: relief and recovery strategies, coordination and partnerships, targeting, monitoring and evaluation. On 7–11 November 2005, the report (WFP/EB.2/2005/6-B) was presented to the WFP Executive Board.

Scope

The portfolio evaluation¹ included an analysis of the three most recent PRROs: 10054.0, 10054.1 and 10054.2, implemented from January 2002 to December 2004. It also included five Special Operations (SOs) that were implemented to assist the PRROs to achieve their objectives.

Key Findings and Conclusions

Relief and Recovery Strategies

Relief and recovery strategies were relevant. Emergency food distribution, medical and social feeding programmes contributed to WFP's objectives of saving lives, improving nutritional status, and preventing malnutrition. WFP's interventions contributed to nutrition objectives primarily by reducing acute rather than chronic malnutrition. The operations were generally efficient, reaching large numbers of beneficiaries despite some delays and gaps. Concentrating efforts in the central highlands was appropriate for improved efficiency.

Food for Work and Food for Assets

Many Food for Work and Food for Assets activities satisfied needs for infrastructure, but were mostly undertaken in exchange for labour instead of constituting activities to improve livelihoods.

School Feeding

School feeding offered an opportunity for broader community participation in development, reconciliation, improving attendance and addressing nutritional concerns. Activities were hampered by weak government support, lack of funds and technical capacity of implementing partners, and competing educational priorities.

Special Operations

The SOs were relevant to the humanitarian operations. WFP responded to the emerging need to improve access efficiently, enhancing its capacity and that of its partners to assess vulnerability, increase food and non-food assistance and monitor activities. The limited access to large areas of the country, however, impeded recovery activities.

Coordination and Partnership

WFP contributed considerably to enriching humanitarian coordination in collaboration with other UN agencies, governmental agencies, NGOs and donors. However, it made little progress in linking short-term emergency relief measures with longer-term recovery efforts. The marginal involvement of the government and its weak financial and technical engagement severely limited the potential of WFP's activities to contribute to sustainable recovery.

¹ Conducted on 1 February–3 March 2005

Targeting, Monitoring and Evaluation

Overall, targeting methods improved and vulnerability analysis and mapping (VAM) data were used for geographical targeting, but were not used systematically for beneficiary selection in particular areas. The monitoring and evaluation (M&E) system improved in terms of efficient data collection and storage, but operated separately from VAM and reported primarily on outputs rather than on outcomes.

Protection and Gender

WFP sought to ensure beneficiary protection, but the task became increasingly complex, involving prevention of discrimination in aid programmes, ensuring access to basic services and protecting land tenure and property rights. Recovery activities involved women, but failed to reflect their priorities for literacy, skills training and income generation. Moreover, gender imbalances in decision-making bodies and the special needs of female-headed households were neglected.

Recommendations

Coordination and Partnerships

Improve coordination with implementing partners in developing programme design, strategies and monitoring systems. Build government capacity for better coordination and advocate for increased financial and technical engagement in recovery.

Health and Nutrition

Adhere to WFP's policy regarding micronutrient fortification and the provision of fortified commodities. Contribute to efforts to prevent and mitigate the impact of HIV/AIDS within an integrated package of inputs.

Food for Work and Food for Assets

Develop standard guidelines to ensure that activities are effective in addressing vulnerability to food insecurity and enhance resilience to future shocks. Continue to provide relief assistance not as a relief strategy, but as required for the transition from relief to recovery.

School Feeding

Ensure the implementation of school feeding within an integrated package of inputs to basic education, including means to address nutrition, health, sanitation and environmental concerns. Specify and closely supervise minimum standards for school meals, school construction, classrooms, feeding facilities and water/sanitation.

Special Operations

Maintain passenger air services to ensure access when data gathering and monitoring are crucial for decision-making for the planned phase-down. Ensure a clear link between bridge locations and the need to improve food delivery and access for needs assessment.

Targeting

Enhance beneficiaries' and implementing partners' participation in targeting. Extend food assistance to currently inaccessible vulnerable populations through working arrangements with other implementing partners.

Monitoring and Evaluation

Expand the scope of the VAM to feed outcome level information into the M&E system. Enhance the M&E system to serve the needs of the programme, logistics, VAM and management. Include outcome-level information and gender-disaggregated data in the system.

Protection and Gender

Analyse protection issues, risks and threats such as discrimination of certain categories of beneficiaries, exploitation, abuse and land tenure, as they relate directly to food aid. Ensure women's active participation in food-related decision making and in asset creation and food management through monitoring and surveys. Organize training in literacy, skills development and leadership for women, and gender analysis and gender-sensitive programming for implementing partners.

Lessons

Programme Design

WFP interventions, including SOs, need to be based on intervention logic and a corresponding logframe with clearly identified output and outcome indicators.

Partnership

In order to cultivate responsibility and ensure the ownership of results, partnership agreements must to be based on joint objectives of WFP and its partners.

Monitoring and Evaluation

M&E and reporting could be labour-intensive and costly. Clarifying staff responsibilities and allocating sufficient budget at the start of operations will help to ensure proper M&E.

Micronutrient Deficiency Prevention

With better planning, and more consistent, timely and accurate monitoring of both food rations and the nutritional status of the beneficiary populations, it is most likely that the pellagra outbreak in Kuito could have been prevented. The experience could be useful in preventing similar situations in the future.

Protection

WFP's role in spearheading protection issues and action, particularly for IDPs, is of crucial importance as WFP has the largest presence and resources in Angola of any UN agency.

Gender

Without adequate information on gender, and a thorough gender analysis of beneficiaries and relief recovery, WFP's task of supporting the Enhanced Commitment to Women is rendered impossible.

Reference: Full and summary reports of the Evaluation of the Angola Relief and Recovery Operations are available at: <http://www.wfp.org/operations/evaluation>

For more information please contact WFP Office of Evaluation at: HQ.Evaluation@wfp.org