FWC (SIEA) 2018 – Lot 1 – Sustainable management of natural resources and resilience

EuropeAid/138778/DH/SER/Multi

DELEGATION OF THE EUROPEAN UNION TO ANGOLA

MID-TERM EVALUATION OF THE DELEGATED AGREEMENT WITH THE CAMOES INSTITUTE FOR THE IMPLEMENTATION OF THE FRESAN PROGRAMME IN ANGOLA

Specific Contract N° 300013347

FWC (SIEA) 2018 – Lot 1

FINAL VERSION

December 2021

This project is funded by the European Union

Project implemented by

SOFRECO Consortium
FWCLot1@sofreco.com

DELEGATION of the EUROPEAN UNION

Angola

Mid-term evaluation of the Project nº389710: Delegated Agreement with the Camões Institute for the Implementation of the FRESAN Programme "Strengthening Resilience and Food and Nutrition Security in Angola"

(Fortalecimento da Resiliência e da Segurança Alimentar e Nutricional em Angola)

Specific Contract N°300013347
FWC (SIEA) 2018 − Lot 1

Final Report

English version

December 2021

Team composition:
Key Expert 1: Team Leader: Martin CALDEYRO
Key Expert 2: Food Security and Climate Change: Fernando COSTA

Activities that this report relates to have been funded by the European Commission. The contents of this report is the sole responsibility of the SOFRECO Consortium and can in no way be taken to reflect the views neither of the Angola Authorities, beneficiaries of these rendered services nor of the European Commission.

Acknowledgements

The Mid-Term Evaluation (MTE) team would like to thank the staff of the EU Delegation in Angola for their thorough briefing, provision of relevant documents, and always making themselves available for consultations.

Because the great majority of the time was spent with the UIC staff, the technical officers of the 3 Provinces and NGOs´ staff, the MTE team would especially like to thank all of them for their efficiency and flexibility in helping to organise the whole country visit, and in particular, the field visits. The Camões I.P. provided all documents which the mission requested. The MTE team developed the preliminary findings, conclusions and recommendations presented as a constructively critical assessment, in order to improve and secure sustainable Programme impact during the remainder of the implementation period, enabling the Government of Angola to deliver better livelihood and nutritional outcomes to vulnerable subsistence smallholders.

TABLE OF CONTENTS

LIST OF TABLES

LIST OF FIGURES

LIST OF PHOTOS

LIST OF ACRONYMS

ADECOS	Agentes de Desenvolvimento Comunitário e de Saúde
ADRA	Acção para o Desenvolvimento Rural e Ambiente
ANEPC	Autoridade Nacional de Emergência e Proteção Civil – Portugal
AVSAN	Avaliação da Vulnerabilidade e SAN do GSA
CC	Climate Change
CDP	Comité de Direção do Programme (ex Comité de Direção da Ação)
CICL	Camões, Instituto para a Cooperação e a Língua
CIT	Comité de Implementação Técnica.
DGS	Direção-Geral da Saúde
DSA	Departamento de Segurança Alimentar
DUE	Delegação da União Europeia
ECA	Escola de Campo Agrícola
ECAP	Escola de Campo Agro-Pecuária
ECHO	European Civil Protection and Humanitarian Operations
ECP	Estratégia de Combate à Pobreza
EDA	Estação de Desenvolvimento Agrário
ENSAN	Estratégia Nacional de Segurança Alimentar e Nutricional 2010-2015
EMA	Estação Metereológica Automática
FAO	Organização das Nações Unidas para a Alimentação e a Agricultura
FAS	Fundo de Apoio Social
FFS	Farmers Field School
FED	Fundo Europeu de Desenvolvimento
FIIAPP	Fundação Internacional e Ibero-Americana de Administração e Políticas Públicas
FSN	Food Security and Nutrition
FONAS	Fórum Nacional de Água e Saneamento
GT	Grupo de Coordenação
GAA	Gabinete de Avaliação e Auditoria do Camões, I.P.
DSA	Departamento de Segurança Alimentar – MINAGRIP
IDA	Instituto de Desenvolvimento Agrário – MINAGRIP
IDV	Instituto de Desenvolvimento Veterinário – MINAGRIP
IETAC	Instituto de Ecologia Tropical e Alterações Climáticas (ex CETAC)
IIMS	Inquérito de Indicadores Múltiplos e de Saúde 2015-2016
INAMET	Instituto Nacional de Meteorologia e Geofísica

INDC	Comunicação Intencional. Nacionalmente Determinada
INE	Instituto Nacional de Estatística
INFORM	Índice para Gestão de Risco
INIA	Instituto Nacional de Investigação Agropecuária
INIAV	Instituto Nacional de Investigação Agrária e Veterinária
INN	Inquérito Nacional de Nutrição
IPCC	Painel Intergovernamental sobre Mudanças Climáticas
IPMA	Instituto Português do Mar e da Atmosfera
IPROCAC	Instituto de Promoção e Coordenação da Ajuda às Comunidades
ISA	Instituto Superior de Agronomia
ISV	Instituto dos Serviços Veterinários – MINAGRIP
ISCED	Instituto Superior de Ciências da Educação de Luanda
MAA	Monitorização, avaliação e aprendizagem
MAT	Ministério da Administração do Território e Reforma do Estado
MED	Ministério da Educação
MINAGRIP	Ministério da Agricultura e Pesca
MINCTA	Ministério da Cultura, Turismo e Ambiente
MINFAMU	Ministério da Acão Social, Família e Promoção da Mulher
MINCT	Ministério do Ensino Superior, Ciência, Tecnologia e Inovação
MINSA	Ministério da Saúde
NTFP	Non-timber Forest Products
OE	Objetivo Específico
ONG	Organização Não-Governamental
OSC	Organizações da Sociedade Civil
PANA	Plano de Ação Nacional de Adaptação
PANCOD	Programa de Ação Nacional de Combate à Desertificação
PASAN	Plano de Ação de Segurança Alimentar e Nutricional
PDNA	Documento de Avaliação das Necessidades Pós-Desastre
PEC	Programa Estratégico de Cooperação
PIDRCP	Programa Integrado de Desenvolvimento Rural e Combate à Pobreza
PIN	Programa Indicativo Nacional para Angola 2014-2020
PIRAN	Projeto Integrado de Resiliência Angola e Namíbia
PDMPSA	Plano de Desenvolvimento de Médio Prazo do Sector Agrário 2013- 2017
PND	Plano Nacional de Desenvolvimento de Angola 2013-2017
PNUD	Programa das Nações Unidas para o Desenvolvimento
RbM&E	Results-based Monitoring and Evaluation
RETESA	Reabilitação de Terras e Gestão das Áreas de Pastagem nos Sistemas de Produção Agro-pastoris dos Pequenos Produtores do Sudoeste de Angola
RIMA	Análise e Medição do Índice de Resiliência
SADC	Comunidade para o Desenvolvimento da África Austral
UA/AU	African Union
UIC	Unidade de Implementação do Camões
CQNUAC	Convenção Quadro das Nações Unidas sobre as Alterações Climáticas
SAN	Segurança Alimentar e Nutricional
SISAN	Sistema de Informação e Alerta Rápido para a Segurança Alimentar e Nutricional

EXECUTIVE SUMMARY

Development context

The Agricultural Sector in Angola suffers from food insecurity and recurrent climate change vulnerability. According to the Ministry of Agriculture and Fisheries' (MINAGRIP) 2018-2019 Agricultural Campaign Report, the national agriculture sector is strongly based on family farming (FFs) which constitutes 92% of the country´s total estimated cultivated area (5,6 M hectares). Family Farming is, by far, the largest food producer. However, agriculture is heavily dependent on climate and much of its production is rain fed. Smallholders' farmers work essentially for subsistence and are highly vulnerable to climate change. Indeed, for the past 30 years, climate change has negatively affected the livelihoods of Angolan farming families, increasing the country's food access fragility and exposure to natural disasters.

Extreme events such as droughts and floods have become more frequent and more intense, especially in the southern provinces. Pest incidence is increasing, with *Locusta migratoria* (gafanhoto gigante) that is seriously affecting maize production in Namibe and Cunene Provinces.

According to the 2015-2016 Multiple Health Indicators Survey, the prevalence of chronic malnutrition in children under five was 39% in Cunene, 44% in Huíla and 34% in Namibe, which is considered as very high by the World Health Organization´s international standards.

The Project

The Project to be evaluated is the Nº 389710 titled: Delegated Agreement with the Camões I.P. concerning the implementation of the Programme "**Strengthening Resilience and Food and Nutrition Security in Angola**" by mitigating the results of extreme climate events.

The Project has a budget of EUR 48.6 M. out of the total amount of EUR 65 M. foreseen for the overall FRESAN Programme. The Project aims to introduce and promote activities geared to protect the subsistence and livelihoods of the population of Angola´s Southwest provinces: Huila, Cunene and Namibe. It involves support to provincial authorities and local communities and civil society organisations via

matching grants, through an integrated approach to combat paramount problems related to human survival: agriculture and nutrition.

The Project intervenes at different strategic levels through 3 components:

- **Component I - Increase production**: to introduce "innovative" agro-ecological technologies and practices for soil and water conservation and selected improved varieties, while preserving and valuing traditional agricultural practices; and improve farmers organisations, as well as their capacity for producing, processing and preserving food products, including their management and marketing skills necessary to obtain more value from the marketing of any potential surpluses;
- **Component II - Nutrition:** to strengthen household food and nutrition security, with more diversified and nutritious food and the introduction of social transfer systems, which generate additional income, and increase resilience to food crises and seasonal market fluctuations;
- **Component III - Governmental Institutions capacities and coordination:** to reinforce the information management mechanisms of Angolan institutions with reliable forecast, alert and reaction systems; ensuring future sustainability and best practice models developed by providing capacity-building support to institutions and communities.

The EUD delegated the implementation of the Project to Camões I.P. of the Portuguese Cooperation, who is implementing it through a PMU (hereafter referred to UIC "Unidade de Implementação do Camões") based in Lubango (Huila) as its "central office", and 2 provincial offices covering Namibe and Cunene for operational implementation activities. The UIC is expected to provide overall management, coordination and the necessary technical support to Angolan partners to implement all 3 above-mentioned components. Two other agreements established under complementary contributions modality were signed between EUD with FAO and EUD with UNDP. FAO is responsible for the Farmer Field Schools (Component I) and UNDP is in charge of the Disaster Risk Management System (Component III).

Purpose of the Midterm Evaluation

The scope of the assignment was to undertake the Mid-term Evaluation (MTE) of the Project through an assessment of its results achieved during the 3-year period (9 May 2018 to 26 April 2021).

The main objective of the MTE is to provide the European Commission and other key stakeholders with an overall independent assessment of the Project´s performance (Components I, II, III) paying particular attention to its results measured against their expected objectives, as well as the factors enabling or hampering an efficient result delivery process, in order for their design and/or implementing issues to be adjusted. The MTE report is based on the ToR of the Request for Services.

The target provinces are Huila, Cunene and Namibe, and with particular focus in the following 17 Municipalities, where Project´s grants are being implemented:

- **Huila**: Gambos, Quilengues, Chicomba, Jamba, Humpata, Chibia,
- **Cunene**: Cuanhama, Ombadja, Cuvelai, Cahama, Namacunde, Curoca,
- **Namibe**: Moçamedes, Tombwa, Bibala, Kamacuio, Virei.

The MTE team was formed by two experts who visited Angola from 26 April to 28 May 2021 and spent most of the time in all 3 Provinces. The team was duly briefed by UIC key staff who presented the Project´s design, implementation, management,

and monitoring. Also, a 12-day field visit was implemented to observe locally the realities of 11 Municipalities, to meet with 14 Focus Group. A total of 504 people were interviewed (146 staff and 358 farmers/beneficiaries). The COVID-19 situation was a clear constraint on face-to-face interviews with stakeholders in Luanda, but not in the field.

The issues addressed in this MTE comply with the five standard OECD-DAC evaluation criteria and EU-specific evaluation criteria related with EU added value and related to gender, environment and climate change. The MTE team employed a mixed method approach, using qualitative research techniques to validate the information provided by UIC and the degree of progress to date. The MTE team prioritized meeting with direct beneficiaries, mainly farmers in their homes, to see production systems and livelihoods (kitchens), as well as the way they perceived Project´s actions and how they benefitted them.

Conclusions

The Project's objectives are relevant and coherent with the identified problems, but its implementation design is overly complex. The Project is aligned with EU and GoA objectives, focusing on food production, nutrition security and reducing vulnerability to climate change and rural poverty. However, the MTE´s dominant question was to understand how priorities were taken into account during the Project formulation and matched to relevant demand driven subject matters (e.g. scientific and technical problems, experts´ profiles, man-days allocated to each human resources, operational budget forecasts, empowerment and exit mechanisms, capacity building approach and methodology, and focus on sustainability).

The logic of intervention has, to a certain extent, been lost by Camões I.P. and, subsequently, by the UIC throughout the implementation process of this large and complex undertaking. The Project design has identified a problem (production, nutrition, water, institutional, etc.), but did not present the practical methodology to solve it. This may explain the large number of studies, assessments and diagnostics which led to UIC overdependence on Portuguese Technical Partners, on Technical Assistance inputs, and on NGOs experience of field realities. These limitations have led to a lacking of a clear and overall vision on FSN issues.

The complex set-up design of the Project organisational chart, with 32 full time staff coupled with multiple technical and implementing partners, is worsened by the UIC limited management skills and coordination capacity. Moreover, the Project design has poorly integrated the vision of the Paris Declaration on Aid Effectiveness (2005). Although ministerial officials and provincial services staff are consulted, they all know that decisions are taken in Lisbon.

The Project formulation was tentatively based on a multidimensional and multisectorial approach to Food Security and Nutrition, however implementation is fragmented and carried out mainly by NGOs without an integrated overall view of FSN. The Project is implementing a fragmented “micro approach” (community based) in contrast to a broader provincial-level approach, although having enough budget to enable a working environment to empower a large number of provincial technical staff.

The Project has low efficiency / effectiveness in implementation. The Project has been running for 35 months, but little was achieved in the first 2 years. It really started after the redesign phase, following the endorsement by the 1st PSC of Addendum Nº 1 (July 2020). Subsequently, with the COVID pandemic and a limited number of activities, there are no tangible results to show during the MTE. As a result:

- 79 % of the activities of the 3 components are delayed in implementation, when compared to the Action Plan of the Project Document of July 2020. Only 2% of the activities have been completed and 4 % have some degree of fulfilment. This shows that UIC is delayed in the majority of the activities of the Project;
- Only 3 outputs were achieved, 12% have reached more than 50% of progress, 32% had some degree of fulfilment, and 41% registered no advance at all.

Hence, it has very low ratios of efficiency and effectiveness to show up to the MTE mission's cut-off date.

The Project has proven to have a low absorption capacity and needs to improve the implementation rate. The expenditure was only EUR 2 827 875 at mid-December 2020, representing about 6% of its total budget spent over circa 47% of its total foreseen implementation period. As such, without major improvements, the Project will not reach full budget absorption and total implementation of its objectives. This raises the question of "value for money" about Camões, I.P. capacity to implement the Project present approach, thus demanding changes.

The Human and technical resources are one of the major constraints and limitations of the Proje*ct.* The Project had 3 different Project managers over 3 years, which restricted its implementation capabilities. Moreover, skills such as leadership, global vision, submission of innovative proposals, coordination and dialogue over synergies with other projects appear to be limited amongst the actual UIC staff.

It should be noted that the Project set-up is not conducive to dynamic implementation of its activities. Indeed, the MTE team had difficulty to identify the "technical added value" of the Lisbon-based staff, except for administrative backstopping support – a limited contribution compared to the actual work being undertaken by UIC staff in Southern Angola. The contributions of the Portuguese Technical Partners have been unbalanced and it is necessary to assess to which extent their continuity is justified. This is particularly the case with the INIAV. In addition, the M&E technical assistance requires adjustments to its baseline and monitoring must be carried out with more in-country presence.

There is an imbalance of human resources within the Project´s Components. Indeed, Component 2 as more technical staff related to nutrition, health, community development in UIC Angola and Portugal in comparison with Component 1, which is the key component in any FSN project and is critical to address and deliver solutions for subsistence farming, low productivity, continuous droughts and periodic famine.

There are major concerns vis-à-vis the prospects for the sustainability of the Project action. The MTE team experience is that a large percentage of the Farmers Field Schools (FFS) implemented in this type of projects usually comes to an end when the link with MT and the external assistance stops. Thus, a strong supervision system by GoA´s extension service (or other organizations) will be necessary to sustain the Project activities. Unfortunately, such system is not in place with

adequate national resources and may not be in the foreseeable future. Therefore, the very sustainability of Project´s objectives becomes problematic.

To anticipate this, provincial-level budgeting training by UIC staff is advisable, to quantify the Project´s operational costs of activities that will need to be further carried out with public funds at Project's end. The training aims at "knowledge transfer" to enable national staff to identify and quantify annual budget needs for continuation of activities as part of Provincial Extension services.

Global Conclusion: As the Project stands today, the MTE team does not foresee that it will be capable of achieving all its objectives. Therefore, urgent changes and well-focused objectives are needed to guarantee that the Project will reach expected results by the end of its implementation period and sustainability.

Recommendations

1. The Project is now halfway through its implementation period, and present results demand that Camões I.P., the GoA and the EUD decide about strategic changes needed to ensure that it reaches its objectives during the remaining period. **Key adjustments** required are:

   - A simplification of the work plan, in particular the list of 99 activities spread over 3 components being implemented by 9 NGO consortia;
   - An adjustment of the Project´s activities to reflect beneficiary needs to boost food production and critical access to water;
   - A well-structured focus to ensure that the Project addresses activities of Component 1;
   - An adjustment of the logical framework, including SMART indicators, to reflect a new logic of the Action and outputs/results;
   - An adaptation of the Project´s Component 3, in view of strengthening the Paris Declaration on Aid Effectiveness through empowering GoA involvement and technical decision-making;
   - An adjustment of the work plan schedule to take into consideration the impact of the COVID-19 situation in the next 2 years (minimum);
   - An adjustment of the budget to address the revised Action Plan.

   A 2–3-month process should be facilitated in the 4th quarter of 2021. It is strongly recommended that the above undertakings should be facilitated by an external independent formulation consultant, taking advantage of MTE team´s findings.

2. **To improve UIC field expertise and human capital to strengthen its technical capacities and management skills**, it is highly recommended to the Camões I.P.:

   - To hire a high-level international Project Manager (m/f) to be based in Lubango, with a broad experience in EU programmes (design and implementation), with proven leadership and executive vision to implement the project of this size, complexity and budget;
   - To appoint the actual Acting General Coordinator as Deputy General Coordinator and Oversight of Huila, in order to capitalize on her positive experience and knowledge gained since July 2020;

- To hire an external international specialist in food security and nutrition with experience in EU programmes to provide technical production knowledge, secure and improve the implementation of Component 1;
- To streamline and reorganize UIC´s organizational chart of staff (both based in Angola and Portugal) according to the Project´s reassessed needs;
- In order to improve technical knowledge and boost inter-institutional relationship, it is suggested that 3 high level UIC staff and 3 provincials' officers (IDA or ISV directors) jointly visit an EU-funded Food Security and Nutrition (FSN) project with similar characteristics (semi-arid zones, relevant cattle and pastures problems, cyclical droughts) being implemented in a neighbouring country.

3. **Gaps were identified by the MTE team**, which need to be addressed:

- As the Project started effectively after Addendum Nº1´s approval, it is necessary to review the Action Plan, re-assess and adjust the contributions of the 4 Portuguese Technical Partners. This is especially true for the INIAV. The Project requires technical assistance provided by a specialized development agency with broad semi-arid agronomic production, climate change constraints and social environment experience;
- The M&E technical assistance must be reorganized, in accordance with the newly proposed logframe. Also, their physical presence in Angola to carry out field work is highly recommended.

4. **It is highly suggested to cancel the 4th Call for Proposals and use the funds for other proposed activities**.
   Considering:

- The proven low efficiency and effectiveness of UIC implementation capacities;
- The form of selection of the bids submitted in previous calls;
- The subsequent NGOs' fragmented and dispersed actions, mostly with limited sustainability;
- The lack of an adequate monitoring component for subsidies by UIC;
- The limited technical capacity of the UIC staff to supervise and keep timely coordination;

It is suggested to cancel the 4th Call for Proposals and reallocate the funds for most urgent needs in the 3 provinces.

The Recommendation 5 (below) is suggested to the EUD for the reallocation of funds intended for Call for Proposals Nº 4 and other reallocation of funds made from the revised project´s budget.

It is proposed to be implemented by another organization under a financial contribution modality to be defined.

5. **To develop effective with rapid impact actions in the water and livestock sectors**, funds should be reallocated to:

- Support the Provincial Water Development Plan (in close collaboration with provincial authorities) to produce a Water Points map based on demand-driven needs) with indication of the foreseen modalities (wells, boreholes,

covered cisterns, small dams, chimpaca, açudes, others) to secure water access for drinking, livestock production and crop irrigation;

- Support the Provincial Livestock Development Plan (in close collaboration with provincial authorities) to produce a map of critical sites for the future construction of a network of “cattle infrastructures” (vaccination corridors and tick baths) for village and transhumance herds.

1 INTRODUCTION

1.1 Overall Context

The agricultural sector in Angola suffers from high food insecurity and climate change vulnerability. National agriculture is strongly based on family farming. According to the Ministry of Agriculture and Fisheries (MINAGRIP)'s 2018-2019 Agricultural Campaign Report, Family Farms (FFs) constitute 92% of Angola's total estimated cultivated area (5,671,261 hectares). This means that Family Farming is by far the largest food producer. In 2018, the FFs produced over 17,500,000 tons of agricultural products.

The Agrarian Development Institute (IDA) records 2,846,912 FFs across the country. However, only 33% of these receive some type of technical assistance and only 4% benefit from technological packages. Mechanisation of agriculture is scarce. According to the 2018-2019 Agricultural Campaign Report, 3,740,784 ha of the total worked areas (72%) were worked manually. Hence, only 1,298,883 ha (25%) were prepared using animal traction, and only about 155,866 ha (3%) were prepared resorting to mechanical means. Agriculture in Angola is heavily dependent on climate and much of its production is still rain fed. Farmers work essentially for subsistence and are highly vulnerable to climate change. Indeed, farm-based production to address supply market demand is limited. Food and Nutritional Insecurity are increasing.

In the past 30 years, climate change has negatively affected the livelihoods of Angolans farming families, increasing the country's fragility and exposure to natural disasters. Extreme events such as droughts and floods have become more frequent and more intense, especially in the southern provinces. Land degradation and loss of arable land for small farmers implied the loss of production means and income, therefore increasing their vulnerability. Climate models predict that Angola will experience increased temperatures, more extreme weather events, and more climate-induced crises. Also, pest's incidence is increasing, such as done by *Locusta migratoria* (gafanhoto gigante).

Periods of severe drought have particularly hit the country´s southern provinces of Huíla, Cunene and Namibe. This affected the agricultural campaigns of 2011-2012 and 2015-2016. This cyclical event is still extremely felt today in the Project intervention areas and are leading to the loss of livelihoods and the deterioration of

the nutritional status of the population. The last Post-Disaster Needs Assessment (PDNA) estimates that one third of the inhabitants of these provinces (1,139,064 people) were affected by drought, with a particular strain on the rural population, traditionally the most vulnerable. According to the 2015-2016 Multiple Health Indicators Survey, the prevalence of chronic malnutrition in children under five was 39% in Cunene, 44% in Huíla and 34% in Namibe.

1.2 The Action to be evaluated

The Project to be evaluated is the Project Nº389710: Delegated Agreement with the Camões I.P. concerning the implementation of the Programme "Strengthening Resilience and Food and Nutrition Security in Angola" (Fortalecimento da Resiliência e da Segurança Alimentar e Nutricional em Angola). This Project has a budget of EUR 48.6 M. out of the total amount of EUR 65 M. of the overall FRESAN Programme.

The Project aims to protect the subsistence and livelihoods of the population of the south of the country (provinces of Huila, Cunene and Namibe) by mitigating the results of extreme climate events. It involves provincial authorities and local communities and supports to civil society organisations via matching grants, and using an integrated approach to combat problems related to two key human survival issues: agriculture and nutrition.

Figure 1: Action to be evaluated

The Project intervenes at different levels to:

- Introduce "innovative" agro-ecological technologies and practices for soil and water conservation and selected adapted varieties, while preserving and valuing traditional agricultural practices;
- Improve the organisation of farmers and herders (in particular women) as well as their capacity for producing, processing and preserving food products and their management and marketing skills necessary to obtain more value from the marketing of surpluses;
- Strengthen household food and nutrition security, with more diversified and nutritious food and the introduction of social transfer systems, which generate additional income, and increase resilience to food crises and markets' seasonal fluctuations in the markets;
- Reinforce the information management mechanisms of Angolan institutions with reliable forecast, alert and reaction systems; ensure the sustainability over time of the benefits and best practice models developed by providing capacity-building support to institutions and communities.

The EUD delegated the implementation of the Project to the Camões I.P. of the Portuguese Cooperation, which is implementing it through a PMU here forward referred to (UIC) Unidade de Implementação do Camões. The “central office” is based in Lubango for the project´s operational implementation activities while coordinating 3 “provincial offices” (one in each province), which are expected to provide advice and the necessary technical support to Angolan partners to implement components I, II, and III.

Two complementary contribution agreements for capacity building support to rural beneficiaries were signed between the EUD, the FAO and the UNDP. The FAO is responsible for the Farmers´ Field Schools (Component I) and the UNDP is in charge of the Disaster Risk Management System (Component III).

1.3 The purpose of the evaluation

The scope of the assignment is to conduct a Mid-term Evaluation (MTE) of the Project Nº 389710: Delegated Agreement with the Camões I.P. for the Implementation of the Project, and to assess results achieved during the three-year implementation period ranging from 9 May 2018 to 26 April 2021.

The main objective of the MTE is to provide the European Commission and other key stakeholders with an independent assessment of the Project´s past performance (Components I, II, III) paying particular attention to its results measured against their expected objectives, as well as the factors enabling or hampering a proper delivery of results, in order for their design and/or implementing issues to be adjusted.

The MTE provided an opportunity to identify achievements and constrains until cut-off date, to recommend possible design modifications aiming to optimise progress towards planned objectives within the remaining lifetime of the Project and to provide suggestions on how to improve the impact of current activities.

With the Project’s implementation period well advanced, the MTE team concentrated its efforts on the analysis of the cause and effects links (inputs, activities, output, outcomes and impacts), and if-and-how these results were linked to the EU intervention. The evaluation is delivered based on the ToR of the Request for Services.

Figure 2: Project locations (provinces of Huila, Cunene and Namibe)

Scope of the evaluation:

- The period evaluated is from 09/05/2018 to 26/04/2021;
- The geographic administrative target are the provinces of Huila, Cunene and Namibe (Figure 2), with a particular focus in the following 17 Municipalities where Project´s grants are being implemented:
  - **Huila:** Gambos, Quilengues, Chicomba, Jamba, Humpata, Chibia,
  - **Cunene**: Cuanhama, Ombadja, Cuvelai, Cahama, Namacunde, Curoca,
  - **Namibe**: Moamedes, Tombwa, Bibala, Kamacuio, Virei.

1.4 Country Field Visit

1.4.1 Description

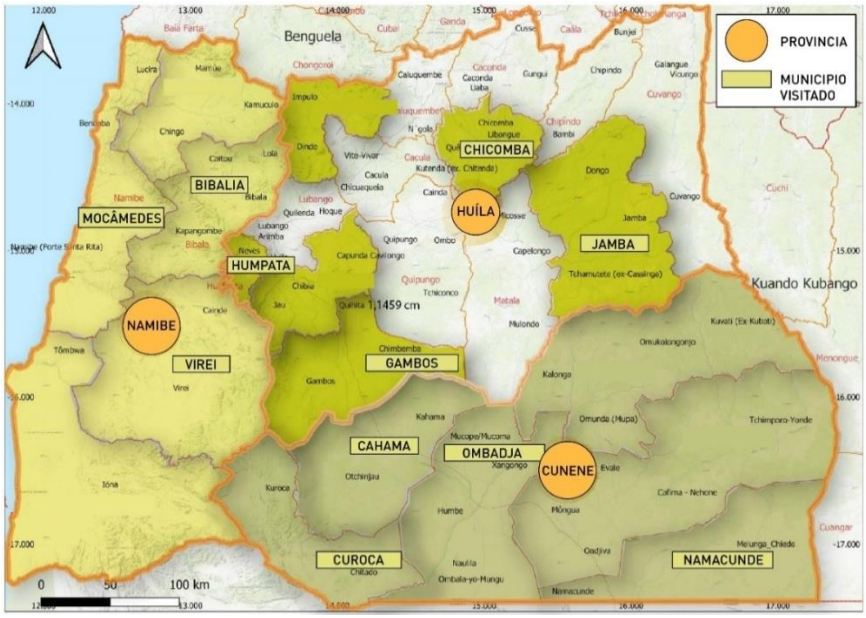
The MTE team was formed by two experts who visited Angola from 26 April to 28 May 2021 (see the mission's workplan in Annex 6). The first five days were spent in Luanda (due to compulsory COVID quarantine), where a briefing meeting with the EUD and the Camões I.P. took place (via videoconference). The team was also briefed by several Governmental FRESAN focal points.

The MTE team spent most of the time in all 3 Provinces of the Southwest part of Angola. The team was also briefed by UIC key staff who presented the design, implementation, management, and monitoring details of the Project. Furthermore, a 12-days field trip was planned with the UIC staff to selected activities and interventions in the following 11 Municipalities:

- Huila: Gambos, Chicomba, Jamba, Humpata;
- Cunene: Ombadja, Cahama, Curoca, Namacunde;
- Namibe: Mocamedes, Bibala, Virei.

Annex 6 presents the itinerary and agenda of the mission, and Figure 3 illustrates the various locations that were visited in the 11 Municipalities. The last two days of the mission were spent in Luanda, where the EUD and the Camões, I.P. of the Portuguese Embassy were debriefed, and meetings with National Authorities (MINAGRIP, INAMET) were held.

Figure 3: 11 Project Provinces and Municipalities visited during the field visit



1.4.2 Methodology

The MTE team assessed the Project using the six standard DAC criteria: relevance, coherence, effectiveness, efficiency, sustainability and impact. One specific EU criteria was included: EU added value (the extent to which the Actions bring additional benefits to what would have resulted from Member States' interventions only).

The MTE team has identified, in line with the ToR, three additional assessment criteria: gender, environment and climate change.

During the Angola country visit, the MTE team interviewed a total of 504 persons (Table 4) of which 358 were direct beneficiaries - mostly farmers and persons attached to final beneficiaries (71%) and 146 staff who were directly involved with the Projects' implementation (29%). The list of persons/organisations interviewed is presented in Annex 4. Interviews were conducted individually, in focus groups or through videoconference:

- 21 persons were interviewed in Luanda (Ministries, EUD, FAO, staff). Other persons located in other countries by videoconference;
- 129 persons were interviewed during field visit: 12 families of direct beneficiaries were visited at their farms and/or farms' kitchens, and 117 members of implementing organisations (see Annex 4 for more details);
- 14 Focus Groups were met comprising a total of 354 people, of which 346 were farmers or beneficiaries, together with 8 staff (provincial staff) (see Annex 5 for more details).

An overview of the distribution of interviews is presented in Table 4 (below), which reflects the MTE priority to meet direct beneficiaries (71 %) in their homes, production systems, and livelihoods (kitchens) in comparison with only 29 % technical staff.

Table 1: Distribution of MTE interviews

	Farmers/beneficiaries	*Staff*	*Total*
Luanda	0	21	21
Field Visit	12 families in their homes and kitchens	117	129
14 Focus Groups	346	8	354
Total	**358**	**146**	**504**
%	**71%**	**29%**	**100%**

Source: MTE 2021

1.4.3 Limitations and constraints

The COVID situation was a clear constraint for in-person (face-to-face) interviews with stakeholders and respondents in Luanda, but was not an obstacle in the field at provincial level.

2 MAIN FINDINGS

The following chapter presents the evaluation findings per OECD-DAC and other evaluation criteria. It builds on the answers to the EQs based on the judgment criteria described in the Evaluation Methodology presented in Annex 3.

2.1 Relevance

EQ 1. Relevance	***Are the problem analysis, design strategy, logical framework, resources and agreements for the Project implementation adequate?***
JC 1.1. The relationship between problem analysis in the formulation phase and its revision (September 2020).	▪ Ind. 1.1.1 Evolution of social, political and institutional environment ▪ Ind. 1.1.2 Objectives of the Project
JC 1.2. Consistency of design approach.	▪ Ind. 1.2.1 Grade of match of identified needs and project design ▪ Ind. 1.2.2 Grade of consistency of project design and methodology ▪ Ind. 1.2.3 Resources available (human, technical and financial) adequate to achieve target outcomes
JC .1.3 Quality of Delegated agreement between EU and I Camões.	▪ Ind. 1.3.1 Logical frameworks and activities are adequate - inadequate to achieve target outcomes
Judgement criteria	**Findings (per indicator)**
JC 1.1. The relationship between problem analysis in the formulation phase and its revision (September 2020)	It should be noted that the FRESAN overall Programme is constituted by 4 different projects: (i) the main one led by Camões I.P. and henceforward referred to as “the Project”, (ii) the FAO-FRESAN is implemented by FAO under a separate EU contribution, (iii) the UNDP-FRESAN is implemented by UNDP under a separate contribution and (iv) the FRESAN-SENA implemented by the University of Val D´Hebron (Spain) under EUD direct management. **Ind. 1.1.1. Evolution of social, political and institutional environment** The EUD formulation phase of the FRESAN Programme took place in the period 2015-2016. The initial Programme design was drawn up, described in the Action Fiche of the FRESAN and culminates with the signature of the Financing Agreement signature in August 2017, between the EUD and the GoA. Its approach to the problem is based on combating poverty, reducing

EQ 1. Relevance	Are the problem analysis, design strategy, logical framework, resources and agreements for the Project implementation adequate?
	hunger and vulnerability to FSN and climate change, through 4 components: (i) introduction of extension methodology (FFS), to promote adoption of innovative technology (production and resilience), income generation and access to markets; (ii) Nutritional improvement through education, improvement of water infrastructures through monetary contributions (cash for work); (III) Development of institutional capacities to improve the delivery services of the GoA (extension, multisectoral coordination, disaster risk management, civil protection and data management and (iv) Testing cost-effective nutrition sensitive actions . A second stage of project formulation done by Camões I.P. ended with a Delegation Agreement between EUD and Camões I.P on May 2018, including the Project Description of the Action (Project Document) and the budget. In September 2020 the Project Document was adjusted in its Action Plan and Logical Framework. This is the version that has been evaluated by the MTE team. There were relevant changes in the political and institutional context during the period early 2015 to September 2020. The main ones are: ▪ The presidential election on September 2017 and the subsequent appointment of a new Cabinet of Ministers, which occurred only 39 days after the formal signature of the Financing Agreement of the FRESAN Programme; ▪ With the appointment of H.E. João Lourenço as the new President, the country entered into a new era of changes and reforms that are being strongly pursued, while reinstating that his government will continue to promote the agriculture sector to sustain food production and security for vulnerable farming-based households, enhance resilience of smallholder's farmers. However, in practical terms, Angola is still far from the AU Malabo target of 10% of budget dedicated to Agriculture. Therefore, budget allocations and resources to support smallholders' farmers are insufficient; ▪ The political dialogue about decentralisation of central-level State Administration responsibilities is continuing, although not at the desired pace. The initial expectation that it could be formally approved after the next legislative election of 2022 is yet to be confirmed. However, some pilot schemes in the health sector are being implemented in selected Municipal administrations; ▪ The country's macro-economic instability due to its high dependence on oil has been accentuated. Lower oil prices[1] since mid-2014 placed the Angolan economy under stress affecting negatively the allocation of State funds to service delivery in the rural development/agricultural sector; ▪ Legislative Decree No. 4/20 of 04/01/2020 generated a series of mergers between different organizations, which directly affected several institutions linked to the Project, such as: (i) fusion of the Ministry of Agriculture and Forestry with the Ministry of the Sea, creating the Ministry of Agriculture and Fisheries (MINAGRIP); (ii) suppression of the Food Safety Cabinet (GSA), creating the Food Safety Department within MINAGRIP. Consequently, the SAN issue lost hierarchy and direct resources; (iii) the Agricultural Research Institute and the Veterinary Research Institute were merged creating the Agricultural Research Institute (INIA); (iv) the CETAC merged with CAPA and created the Institute of Tropical Ecology and Climate Alterations (IETAC), within MINCTA; ▪ The appearance of COVID 19 in March 2020 affected the continuity of the UIC international staff and the possibility of meetings, seriously slowing down the implementation of the Project from that date until September 2020. Furthermore, it affected the effective presence of Portuguese's Technical partners' experts, other Technical Assistance

[1] Angola petrol (average U$D per barrel): year 2014 96,9; year 2018 62,5. IMF Country Report No. 18/156. 2018.

EQ 1. Relevance	Are the problem analysis, design strategy, logical framework, resources and agreements for the Project implementation adequate?
	staff in Angola and NGOs personnel in target communities. **Ind. 1.1.2 Objectives of the Project[2]** The Project's 3 Specific Objectives are relevant and worked out in other countries: ▪ SO1: To strengthen the resilience of the family farming in the context of climate change; ▪ SO2: To provide food intake, quality of diet and access to water; ▪ SO3: To compile and reorganize information and coordination mechanisms for food and nutrition security and climate change. The EU's approach to address food insecurity covers the four dimensions of food security: availability, access, quality and stability. Also, it focussed on the most vulnerable, building on three strategic priorities: (i) making sustainable agriculture an engine for growth and jobs; (ii) fighting undernutrition /stunting; and (iii) building resilience to climatic, economic and political shocks of the most vulnerable populations Therefore, the Project objectives are consistent with the standard Food Security and Nutrition Programmes of the European Union. The MTE key issue is to understand how some paradigms are interpreted and priorities are given. The MTE assessed that the logic of the intervention has been lost by the UIC during the project implementation process, as expressed below. The Description of the Action endorsed under the Delegated Agreement EUD - Camões I.P. (May 2018) is declined into three objectives, which have been transformed into a very complex and bureaucratic Project. Indeed, the operational set-up involves a large number of Angolan institutional partners (5 ministries, 10 national level entities and 3 provincial governments and local authorities) as well as Portuguese Technical Partners (1 University and 3 national level entities) actively participating in the 3 components, and interacting with FAO-FRESAN and UNDP-FRESAN to ensure coherent capacity building actions. In addition, following several Calls for Proposals, 9 consortia of NGO groups were awarded grants. In parallel, the UIC launched a call for procurement of civil works companies to implement 10 livestock infrastructures in Cunene[3]. This resulted in a substantial set of activities and implementing calendars to be carried out by a multitude of stakeholders that turned the Project into a network difficult to coordinate. Moreover, the GoA vision and demand-driven requirements were not adequately included in the original Camões I.P. design. From the beginning, it was clear to the former first and second General Coordinators that the Project was making limited progress; therefore, some adjustments were needed. During the 1st CDP held in 14/11/2019 proposals[4] raised the need for a change of approach that would reflect the vision of GoA and inclusion of other sectors[5]. Therefore, the necessity to proceed to the Addendum nº 1 to the Project was agreed, based on the following proposals: ▪ Proposal 3 (A1.2.1). Expansion of the Project approach from a family farming approach to an approach combining family farming, pastoralism and inclusion of non-timber forest products; ▪ Proposal 6 (A.3.1.3). Strengthen the capacities of provincial extension services in sustainable agriculture. Institutional strengthening must include technical and logistical means to be able to implement the activities foreseen in the Project (equipment and training, to be defined in the institutional diagnoses). The vehicles will be kept in the Project's orbit and will be transferred at the end of the Project.

[2] Delegated Agreement Camoes and EUD
[3] A 4th Call of Proposals is foreseen, which will bring more NGOs organizations demanding to be supervised.
[4] Victor Serrano. Presentation to the FRESAN Steering Committee (14/11/2019)
[5] Anexo B. Annex B. Justification of the proposed amendments to Addendum No.1 (July 2020) to the Project

EQ 1. Relevance	Are the problem analysis, design strategy, logical framework, resources and agreements for the Project implementation adequate?
	▪ Changes in the budget. (i) the budget to the Portuguese Technical Partners is reduced, (ii) a budget line is added for rehabilitation/construction of water points and veterinary infrastructures. The MTE team highlights that the initial CESO[6] Diagnostic (May 2019) included some important findings on the weak methodology and flaws in the design of the Project by the Camoes IP. Unfortunately, such findings were not used to improve the Project with the baseline study, and therefore were not taken into consideration by the Camoes IP to reformulate the Project. Briefly, these issues are: ▪ The Camoes. I.P original document "Description of the Action" correctly identified the problems and causes of food insecurity in the region. However, the Project does not clearly identify the form and methodology to contribute to its resolution. The Project refers to studies to be carried out during the implementation of the Action to solve this situation; ▪ There is no guideline with clear technical and organizational priorities and proposals for the different components of the intervention. It is unclear how the Project intends to reinforce the resilience of communities and institutions in relation to Food and Nutrition Security and adaptation to climate change; ▪ In the Component 1, the relation between the different results and the different partners involved is unclear. At this level, it is considered that the action plans developed so far by the different technical partners do not address the failures of the Description of the Action. This issue will be deepened throughout the Project implementation, with the risk of a segmented implementation of the project by different institutions; ▪ The Component 1 does not refer to the involvement of the Angolan structures responsible for research and rural extension in the Project. The strengthening of Angolan partners (especially those under the MINAGRIF) related to community-support activities in agricultural production should not be planned and implemented separately between the different components of the Project. Likewise, the FAO's involvement through the development and follow-up of Farmer Field Schools cannot be developed independently of the project, since this is methodology is to be institutionalized by the rural extension services of MINAGRIF; ▪ Given the central role of Extension and Agrarian Research structures for the Project's objectives, it is not clear how the Project intends to strengthen their operational capacity, which is a central aspect that needs to be clarified in order to operationalize the Project; ▪ Institutional reform components seem to have been designed by Portuguese Technical Partners, without national ownership and with weaknesses in terms of adaptation of the proposals presented in the Description of the Action. It can be seen that all these issues were not included in the Project redesign. The MTE team has found (at cut-off date) that these issues keep hindering the Project progress. Therefore, these issues need to be taken into consideration in a future reorganization of the Project.
JC 1.2 Consistency of design approach	**Ind. 1.2.1. Grade of match of identified needs and project design and methodology** The EU Action Document is highly relevant to the needs of the target groups, but the Camões IP Project design contained in the Delegated Agreement faces significant challenges in the context of chronic rural poverty and people exposed to famine. The Project design identifies the key issues (production, nutrition, water,

[6] Estudo de Base no Ambito do Ptojecto da UE para o fortalecimento da Resiliencia e da Seguran(ca Alimentar e Nutricional Angola (FRESAN). Relatorio de Instalacao. CESO. Mayo 2019. Pages 13-15.

EQ 1. Relevance	Are the problem analysis, design strategy, logical framework, resources and agreements for the Project implementation adequate?
	institutional, etc.), but doesn't identify "the practical methodology" to solve them. This led to the need to plan and undertake many studies, assessments and "diagnostics". Most of these have not been implemented yet (see EQ 5). This situation finally leads to the Projects' lack of vision on implementation, on UIC's overdependence on the NGOs action, and the outsourcing of their services through Calls of Proposals: ▪ The Project does not have an agricultural technical package to improve crop productivity, diversification and farm resilience; ▪ The Project formulation documents mention the necessity of a multidimensional and multisectoral approach to Food Security and Nutrition; but its design has fragmented actions implemented mainly by NGOs without and integrated SAN perspective; ▪ The Project has a narrow approach, in contrast to the required territorial/provincial approach, working hand-in-hand with the provincial staff; ▪ The important number of partners gives a critical importance to coordination and implementation skills. Unfortunately, this is one of the major constraints faced by the UIC staff in Angola and Portugal. The Project Document design and approach was expected to be updated during installation in the second semester of 2018, but it didn't happen**.** The process has dragged on and some elements have now lost their appropriateness (including several diagnostics). Many of these studies have not been implemented yet. They are expected to be completed by the end of 2021. It is legitimate to wonder whether these studies and diagnostics will remain theoretical contributions with little "value for money", or will constitute paramount tools for the Project to achieve the expected results. **Ind. 1.2.2. Resources available (human, technical and financial) adequate to achieve target outcomes** As expressed before, the Project's objectives are pertinent, but overambitious given the human and technical resources made available by the Camões I.P. **Human and technical resources** are a major limitation of the Project. Annex C of the Action defines the human and material resources for the Project implementation. Progress so far has shown that the existing management has taken a very bureaucratic approach, with management offices in Portugal financed by the Project and other Central offices in Lubango and 2 more in Cunene and Namibe. The MTE team[7] has clearly identified some issues: ▪ Lack of experience and management required for this type of EU Programme and size of budget; ▪ An over-dimensioning of Component 2 in comparison to Component 1, with numerous technical staff related to nutrition, health, community development in UIC Angola and Portugal; ▪ The limited technical contribution done by existing agriculture and veterinary staff in Angola; ▪ The difficulty to appreciate the technical added value of the staff of the Camões I.P. Lisbon's office; ▪ Leadership, innovative proposals, coordination and creation of synergies with other projects are actually out of the professional expertise of the UIC's staff. Therefore, the implementation of a complex project of this nature with several partners, dispersed in the territory (Portugal and Angola), requires an excellent Project Coordination, with strong leadership and global executive vision to champion the project at both political (through the PSC) and Operational (through the CG and TWG) levels, and translate

[7] Meetings and analysis of the CV staff of Camões I P Portugal and UIC staff Angola

EQ 1. Relevance	Are the problem analysis, design strategy, logical framework, resources and agreements for the Project implementation adequate?
	the Action Plan into tangible results. Addressing these concerns will improve the functioning of the Project, thus introducing a short-, medium- and long-term vision. Unfortunately, the staff with these qualities is not in place, and these issues are not perceived as problems by the Camões I.P. staff. The low efficiency and effectiveness of the Project -presented in EQ 5 and EQ 6 - is partly linked to this staff constraint. **In conclusion**, the structure of the Project does not tend to a harmonized implementation and delivery of expected and sustainable results. The Project has financial resources to hire a high-level expert to guide and coordinate the Project. **Financial resources** do not constitute a limitation. In addition, the devaluation of the local currency has expanded Project's investment capacity. The most important issue is how to use these resources in the most efficient way in the Project's remaining time. Hiring an experienced high-level General Coordinator is considered a relevant investment.
JC 1.3 Quality of Delegated Agreement EU- Camões IP**.**	**Ind. 1.3.1 Logical framework and activities are adequate - inadequate to achieve target outcomes**[8] The Project's logframe has three Specific Objectives, each built on 2-5 Results, corresponding to 3 substantive components. Some activities are implemented under the responsibility of the Camões IP and Portuguese Technical Partners, while others are implemented separately by UNDP-FRESAN and FAO-FRESAN under subsidiary logframes (cascading). To a certain extent, it is unclear how the FAO activities will contribute to the Project, especially as their implementation will start in the Provinces several years later. The logframe was to be amended at project start-up with a baseline study, to establish baselines and targets for following up logframe's key indicators, assess quality/quantity data documenting the outcomes and impact of the interventions. Although some attempts were done[9], the baseline study did not provide sufficient baselines and targets for the indicators. It proposed amendments at the level of the Components, which was out of the scope of the exercise. The Project logframe and activities received adjustments in September 2020, in accordance with the Project modifications already presented in Ind 1.1.2. Although these modifications were positive, they were insufficient to address the issues coming from the initial Project design done by Camões I.P. and guide the new action. This surpasses the limitation of COVID19 and has more to do with project design and its implementation. The Project's action plan is complex (99 activities, see Annex 10). Although it reflects good aspirations, it is implemented through fragmented actions, and lacks the consistency expected from a Food Security and Nutrition and Resilience project of this magnitude. **Component 1:** The Project lacks a strong technical proposal. Studies were planned to compensate this situation. However, a Project of this nature must be clear from the start about what is going to be implemented and how problems will be solved. This has affected the Project's implementation: ▪ Studies, assessments and "diagnoses" have been requested, whereas their relevance can be questioned, thus loosing precious time and resources; ▪ There is a lack of experience on knowledge transfer (low-tech farming knowledge, innovative technologies, etc.) which renders coordination

[8] Delegated Agreement Camões IP FED 2017/389-719
[9] Estudo de Base no Ambito do Projeto da UE para FRESAN. Proposta de Ajuste da Ação e Indicadores. CESO October 2019

EQ 1. Relevance	Are the problem analysis, design strategy, logical framework, resources and agreements for the Project implementation adequate?

with the whole Component 1 difficult. The FAO-FRESAN is doing what it considers the best, with its own technical package[10], and so do the NGOs. The Project assumes what they are implementing is adequate. However, until now the Project doesn't technically have a good monitoring system for the NGOs[11]. Although some reporting is in place, the Project's awareness of the activities implemented by the NGOs is limited. Per example:

- World Vision International (WVI) started a women "savings" project providing 500 small goats. This project had 25 % of goat mortality rate in a short period, without any clear reason[12]. Nobody assumed responsibility. WVI didn't address this problem[13], and the UIC was not aware of it[14],
- Activities for component 2 are being delivered (such as demonstrations kitchens); but no qualitative monitoring on the access to food for the targeted populations is being done.

- The Project is over-depending on NGOs' actions;
- The Project was mainly based on the thematic contributions of the four Portuguese Technical partners (selected by Camões I.P.), and to a much lesser degree on the GoA organizations' expectations. Hence, the project´s focus has been mostly supply-driven, rather than demand-driven;
- The productive component has been disjointed: the FAO-FRESAN started its actions very late, and so far, the Project has only been exposed to the NGOs achievements.

There is a gap between the vision of the Project staff (which is calling for additional diagnostic and studies), and the needs of a population requiring solutions and swift action while facing famine and drought. The priorities are dispersed and the central axis of the Project (increase in production and the adoption of technology) has been lost.

Component 2: *Improvement of nutrition through education and nutrition-focused social transfers* seeks the nutritional improvement of families, but without greater and regular access to food volume and better nutrition, the component cannot reach its intended goal.

The Project Document (Descrição da Ação) lost the link in the design phase between result 2.2 of the Pro Doc and result 2.1 of the Description of the Action.

The Pro Doc provision for Result 2.2 expressed: to develop nutrition-focused social transfer scheme in the form of cash-for-work with the aim of providing seasonal income to enhance food access in those households affected by chronic food crisis with seasonal fluctuations, which was not implemented.

The Component 2 could have benefited of the consistent Social Transfers Scheme (foreseen in the FRESAN FA) with EUR 10 M. which could have been converted into social transfers (cash for work), to provide impact on nutrition in local communities. However, the implementation mechanism of Social Transfers Scheme was not indicated in the Project and partially used to build/reconstruct water infrastructures, which was not the initial main purpose of social transfer scheme.

Component 3 seeks to develop capacities and improve inter-institutional coordination. Mainly, it is based on training to be carried out by the Portuguese Technical Partners, however:

- The implementation of Component 3 goes through diagnostics carried out by external consultants, who ask the provincial staff for information and professional opinion, but do not include/integrate

[10] FAO-FRESAN staff interview 04/05/2021
[11] Field spot verifications of NGO actions. Meetings with Project Grants responsible and other Staff.
[12] MTE Team Leader requested a technical report on these issue to WVI General Manager. The TL never receive it.
[13] MTE spot check visit.
[14] Meeting UIC staff.

EQ 1. Relevance	Are the problem analysis, design strategy, logical framework, resources and agreements for the Project implementation adequate?
	them in the subsequent proposals for capacity building. The MTE team assessed that this approach creates a distant relationship and ends in proposals that poorly reflect the Provincial views. It is unclear how the Project will strengthen the capacity of provincial and municipal agencies using this methodology, instead of working together with the beneficiaries to develop joint training programs and generate the expected capacities for sustainability; ▪ The governance model of the Project does not contemplate the Paris Declaration. Provincial Government are consulted, but the provincial services do not participate in the decisions such as the Selection Committee of proposals, even though it is clearly defined in their ToRs; ▪ The capacity strengthening to GoA institutions has remained unmodified yet[15]. A clear example is the strengthening of provincial extension services in sustainable agriculture and FSN actions. The institutional strengthening must include technical skills, equipment/input provision (ex. agriculture inputs, equipment, software), and infrastructure support (e.g. vaccination corridors) to improve the Provincial service delivery and provide sustainability at the end of the Project. Equipment and input to be provided have to be selected on the possibility for the service concerned to ensure their maintenance and running costs. Therefore, a contribution to the extension services' budget is often necessary to achieve sustainability. This is important considering the decrease in the national budget to finance operations of public services; In conclusion, the Project objectives are highly relevant to address poverty, reduce hunger and beneficiaries' vulnerability to FSN and climate change. However, the Description of the Action endorsed under the Delegated Agreement EUD-Camões I.P. (May 2018) reflects a rather ambitious project with a very complex and bureaucratic set-up, involving a large number of Angolan institutional partners, four Portuguese Technical Partners actively participating in the 3 components, and several calls for proposals to be implemented by 9 consortia (total of 21 NGOs). As such, the MTE team has serious reserves regarding the relevance of the Project´s design to achieve the expected results in the foreseen implementation calendar.

2.2 Coherence

EQ 2 Coherence	Is the design of Action interventions being in line with policies of GoA and the EU, and MS interventions in the provinces?
JC 2.1 Alignment of the Project interventions with GoA and EU.	▪ Ind. 2.1.1 Degree of correlation between the Actions' EU and GoA interventions
JC 2.2. Internal Coherence.	▪ Ind. 2.2.1 Evidence of existence of synergies between the Project with other interventions in the province
JC 2.3 Interventions have been coordinated with other actors' and MS interventions resulted in synergies.	▪ Ind. 2.3.1 Action project proposals financed are in line and coordinated with other Actor's' interventions ▪ Ind. 3.1.1 EU intervention in comparison with Member State's intervention (added value)

[15] Some minimal improvements are related with vaccination campaigns and some fridge equipment.

EQ 2 Coherence	*Is the design of Action interventions being in line with policies of GoA and the EU, and MS interventions in the provinces?*
Judgement criteria	**Findings (per indicator)**
JC 2.1 Alignment of the Project interventions with GoA and EU.	**Ind. 2.1.1. Degree of correlation between the Actions' EU and GoA interventions.** ***EU Policies*** The EU-Angola bilateral cooperation strategy is intended to help the country developing, combating poverty and achieving the Millennium Development Goals, by strengthening institutions and training staff. As such, the Project is in line with the EU[16] strategy in Angola, which has "Sustainable Agriculture" as key focal sector under the **National Indicative Programme** 2014-2020 (NIP) [17] with a total budget of EUR 127 million. Indeed, the Project was formulated with its main interventions focusing on (i) the promotion of sustainable agriculture, (ii) food and nutrition security for vulnerable agricultural households and (iii) strengthening institutional and multi-sector information management. Also, it seeks to enhance the resilience of the rural population to the effects of climate change, through the adoption of improved climate smart technologies and the disaster prevention and reaction preparation. It also expects to include activities aimed at strengthening the capacity of smallholder's farmers and agriculture extension agents in land and water management, food diversification, nutrition, climate change adaptation and resilience. Furthermore, it is in line with the EU's approach to address Food Insecurity[18] and Resilience[1920], where are outlined the measures with which the EU helps vulnerable populations and reduces the impact of future crises and disasters. The Project is also consistent with EU development policies; in particular with the "Agenda for Change" on the priority area of "Inclusive and sustainable growth for human development" as covered by focal sectors Sustainable Agriculture. Hence, growth of environmentally sustainable agriculture involving smallholders, especially rural women, is foreseen to prove highly effective in reducing extreme poverty and hunger, by generating decent employment for the poor and improving the quality of their diet. The Joint Way Forward is another EU-Angola strategic agreement in promoting an active political cooperation aiming at Angola's active involvement in the different regional and multilateral fora and prioritises key areas of common interest. The same refers to the Joint Africa-EU Strategy (concerning security, governance, human rights, economic growth, energy, transport, environment, science and technology, training and education) and, so far, five ministerial meetings have taken place, the latest on 8th of September 2020. Also, the EU strongly endorses the Sustainable Development Goals (SDGs), specifically the following ones: SDG 1. End poverty in all its forms everywhere; SDG 2. End hunger, achieve food security and improved nutrition and promote sustainable agriculture; SDG 5. Achieve gender equality and empower all women and girls; SDG 6. Ensure availability and sustainable management of water and sanitation for all; SDG 13. Take urgent action to combat climate change and its impacts; SDG 15. Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss.

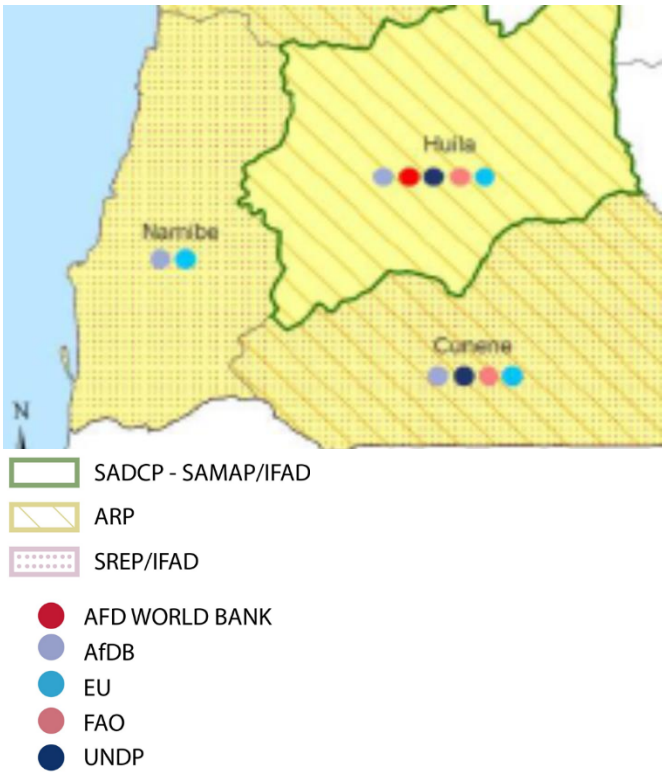
[16] CARDNO. Formulation of the FRESAN for Angola. Presentation 06/03/2016
[17] Republic of Angola - European Union. National Indicative Programme (NIP) 2014-2020 – after mid-term review of 2019
[18] COM (2010) 127
[19] COM (2012) 586

EQ 2 Coherence	Is the design of Action interventions being in line with policies of GoA and the EU, and MS interventions in the provinces?
	Nonetheless, the Project´s design was constrained with regards to some areas of the Paris Declaration on Aid Effectiveness (2005) and the Accra Agenda for Action (2008): ▪ Ownership: Countries have more say over their development processes through wider participation in development policy formulation, stronger leadership on aid co-ordination and more use of country systems for aid delivery; ▪ Capacity development: to build the ability of countries to manage their own future. One example which reflects the situation is that **Camões I.P. has shown little interest to involve the Angolan authorities in the Project at last in some implementation decisions**. GoA organizations are consulted, but do not participate in the decisions which are taken mainly in Lisbon. This can be seen for example in the Project´s Bid Evaluations, where no Governmental staff participates in the proposal's Selection Committee, such as (i) 4 calls of grants (NGOs selection)[21], (ii) selection of building contractors for the cattle vaccination infrastructures in Cunene province, (iii) selection of M&E technical assistance for the AVSAN advisory support, and (iv) selection of Technical Portuguese Partners and others. ***Angola Policies*** **National Strategy** The Project is aligned with the Angolan long-term National Development Strategy "Vision 2025" which identifies sustainable agriculture as one of the Government's main priorities in terms of diversification of the economy with a view to mitigate and/or reduce hunger and under-nutrition, as well as eradicating poverty. In this context, it recognizes the key role of improving and increasing crop, livestock, forestry, and fishery through family-based agriculture in its key policy documents. The Project is in accordance with the National Development Plan 2018-2022 (PND), which focuses on increasing agricultural, livestock, forestry and fishing production through sustainable agriculture. **Agriculture Sector Policy** The Project is in line with the Mid-term Development Plan of Agricultural Sector 2013-2017 (PDMPSA), developed by the Ministry of Agriculture (MINAGRI) which is the overall policy to guide agricultural and rural development. The new Mid-term Development Plan for the Agrarian Sector (PDMPSA) (2018-2022) is more aligned with economic diversification agenda. The Government is currently pursuing a new growth model for economic diversification through the agriculture sector and private-sector development, which has significant potential for rural agricultural transformation. The National Strategy of Food Security and Nutrition (ENSAN) 2009-2013 and its implementation plan, the Action Plan for Food Security and Nutrition (PASAN) and the Integrated Programme for Rural Development and the Fight Against Poverty (PIDRCP) are also in line with the Project. The sector policies endorse the Project's objectives to tackle the dramatic results of the drought period – 2012 to 2016 – which still affects the 3 provinces of Southern Angola (covering 230,000 Km²) causing severe effects and critical impact at different levels (human, environmental and ecological). This led to the PDNA 2016, an analysis providing key "lessons-learned" from the drought recovery efforts identified by the SNPC (with UNDP support) related to El Nino-induced droughts of 2015/2016 and described in the Disaster Recovery Framework (DRF) 2018-2022. **Climate Change Policies** The Government of Angola has ratified the Paris Declaration on Climate

[21] The only designated participation was of Mr Alipio Oliveira that was formally appointed to represent MINAGRIP in the 1st Call of Proposals. Note of the Cabinet. Secretary of State MINAGRP. 21/10/2019

EQ 2 Coherence	*Is the design of Action interventions being in line with policies of GoA and the EU, and MS interventions in the provinces?*
	Change (Adhesion Letter nº 20 dated 20 October 2020) stating that it concurs rigorously with its content. This means that since 2020, national strategies and policies will aim to comply with the broader context expressed in the Paris Declaration agreement on climate change. On the international arena of Aid Development, the EU is the most important partner for Angola, being the largest exporter to Angola (mainly due to its commercial links to Portugal) and 3rd-largest trading partner (under the "Everything but Arms" initiative) whereby the country receives free access to EU markets for all non-military products. Yet, Angola was not involved in the Economic Partnership Agreement concluded in 2014 with 6 other SADC countries, as it has not signed the SADC Trade Protocol. In summary, the Project is aligned closely with EU and GoA objectives, focusing on production increase, nutrition security and reducing vulnerability to climate change and rural poverty. But to a lesser degree with the Paris Declaration on Aid Effectiveness (2005).
JC 2.2. Internal Coherence.	**Ind. 2.2.1 Evidence of existence of synergies between the Project with other interventions in the province.** The main potential synergies between the Project and other actors as identified by the MTE team, are at Provincial and Municipal levels, rather than between the Project and Central governmental entities[22]. The Provincial Coordination Groups and Technical Working Groups (TWG) that were established by the Project, have proved useful in trying to harmonise the efforts of several local partners[23]. Nonetheless, the potential for the Project to take advantage of these synergies is yet to be fully exploited with a pragmatic approach and problem-solving attitude, leading to solutions for actual constraints affecting project implementation. Unfortunately, the UIC staff is not grasping that the contribution such Groups may assist the implementation of the Project.

[22] The only coordination at national level is with the Department of Food Security (DSA) - MINAGRIP.
[23] The support to set-up the Observatory for Climate Change is one such thematic issue where the Project should be proactively involving IPMA with MCTA-DAC, CEPAC, Cuvelai Project, INAMET, others projects being implemented in Angola. The UIC should explore a thematic link with similar platform with the Namibian Authorities

EQ 2 Coherence	Is the design of Action interventions being in line with policies of GoA and the EU, and MS interventions in the provinces?
JC 2.3 Interventions have been coordinated with other actors' and MS interventions resulted in synergies.	**Ind. 2.3.1. The Project proposals financed are in line and coordinated with other Actor's' interventions.** Coordination and harmonisation of donor-funded activities are rather limited in Angola[24]. The figure below shows which Development Partners are involved in the southern Provinces of Angola, where the Project is undertaking some field operations with other projects, such as those being implemented by UNDP and FAO under overall FRESAN. ***Figure 4: Locations of Development Partners in Southern Angola***  Source: Elaborated by MTE based on IFAD. Country Strategic Opportunities Programme 2019-2024 in Angola The MTE team has noted that the Project has taken very few initiatives to initiate synergies with other interventions identified in the Description of the Action in the provinces, except for the specific coordination carried out by NGOs at municipal level. For example: CUAMM – Doctors for Africa in Cunene, was able to create a synergy with the Chiulo Municipal Hospital under MINSA and the local Catholic Diocese, thus joining efforts with a government institution and a CSO entity. Synergies with the following projects deserve to be pursued and, if suitable, workshops organised for data sharing, as well as promoting EU visibility: ▪ **Family Agriculture Development Project (SAMAP)** of the Ministry of Agriculture and Fishery: SAMAP is a project funded (USD 68 M) by the GoA through the International Fund for Agricultural Development (IFAD). The project focuses on supporting the production and marketing of family farming products through small farmers in intervention areas to improve production techniques, increasing productivity in cereals, legumes, tubers and various horticultural

[24] Opinion expressed by TA to NAO (TCF V), although recent efforts by NAO are addressing the issue.

EQ 2 Coherence	Is the design of Action interventions being in line with policies of GoA and the EU, and MS interventions in the provinces?
	crops. Chicomba is the first municipality located in the province of Huíla which, as such, benefits both from SAMAP and the Project. However, the Project has not yet developed specific synergy linkages; ▪ **Smallholder Agriculture Development and Commercialization Project (MOSAP):** Implemented from 2017 by the Agricultural Development Institute (IDA), in the provinces of Bié, Huambo and Malanje with funding from the World Bank (USD 95 M), it aims through FFS to increase smallholder agricultural productivity, production and marketing in the project areas, improving food security and reducing poverty in rural areas. This project is not yet operational in the so-called Project provinces and, as such, no synergies have been developed, but should be a target to collect "lessons-learned" and to share experience; ▪ **Smallholder Resilience Enhancement Project (SREP**): (2019-2026). It's an IFAD loan project (USD 43 M) implemented by IDA-MINAGRIP. It will contribute to GoA efforts to enhance resilience among rural households and promoting sustainable farming practices and agricultural technologies adapted to local conditions. It is implemented in the north and the south of Angola. In the south, the SREP will facilitate smallholders' transition from recovery (following the 2012-2016 droughts) to longer-term resilience; ▪ **KWENDA programme – executed by the Social Support Fund (Fundo de Apoio Social - FAS):** it was created with World Bank funding in 1994. The KWENDA project has a "cash transfer" approach to improve the social and economic conditions of the residents, with the creation of small projects, such as business, agricultural production, as well as the acquisition of utensils. It has also been carrying out other social projects, such as the construction of schools and health post. KWENDA is working in pilot provinces, such as Cunene and Huíla developing the community and health workers (ADECOS)[25]. FAS is formally a partner of the NGO consortium which is implementing the PARMES Project[26] coordinated by World Vision International. But due to some discrepancy no agreement has been signed yet[27].The UIC didn't follow up on this issue, until it was raised by the MTE team[28]; ▪ **CUVELAI Project:** in Cunene, mainly founded by USAID. Some lessons learned in satellite cartography and IT georeferenced database were drawn about all digital capacity building training provided to the SNPC provincial office, but no clear capacity building synergies have been identified, although the Project (through IPMA) is coordinating the technical specifications and site locations of the 6 agro-climatic stations sub-Programme; ▪ **WFP:** This UN Programme established last November 2020 a regional office covering 4 provinces for Southern Angola (Huila, Namibe, Cunene and Cuando Cubango) to work with small farmers and provide local food (milk, massango, massanbala, horticulture crops, etc.) to the School Feeding Programme. This is a strong opportunity for the Project to develop linkages at community level with WFP in some Municipalities where both Projects are operational. Moreover, it's important to highlight that WFP has appointed (on their own initiative) a technical assistance to the Director of DSA-MINAGRIP in Luanda, working with the thematic issues involving of AVSAN and others platforms; ▪ **UNICEF:** no clear synergies have been established, although the Project has strong nutrition and mother-child activities through

[25] Agentes de Desenvolvimento Comunitário e Sanitário (ADECOS).
[26] Projeto de Apoio a Resiliência para Mitigação dos efeitos da Seca financed by the Project 2019. WVI, ADESPOV, Stichting WV Netherland and FAS.
[27] Meeting with WVI-FRESAN Project Manager. Ricardo Ma Jose 10/05/2021.
[28] Meeting with UIC General Coordinator. 13/05/2021.

EQ 2 Coherence	Is the design of Action interventions being in line with policies of GoA and the EU, and MS interventions in the provinces?
	Component II. Although opportunities to create synergies with other project interventions are limited, the Project has taken scarce initiative to coordinate and develop jointly specific proposals with other Actor's interventions. **Ind. 2.3.2. EU intervention in comparison with Member State's intervention (added value).** The EU finances the Portuguese Cooperation to implement the Project but the generation of additional value, beyond the financing and some technical assistance, has not been identified. According to the NAO, there are no projects financed directly by EU's Member States in Southern provinces related to the Project activities. Nevertheless, the MTE team has identified an agreement of the French development agency (Agence Française de Développement (AFD)[29]), which signed in December 2020 a €300 million loan to the UN's International Fund for Agricultural Development (IFAD) for the SREP. The objective is to help small-scale farmers in high-risk countries build their resilience to shocks and increase their productivity to tackle the impact of climate change on rural hunger and poverty, which includes the Namibe and Cunene provinces.

2.3 Efficiency

EQ 3 Efficiency	Do the implementation framework, coordination and communication mechanisms lead to an appropriate delivery of the Action results?
JC 3.1 Productive engagement and partnerships between Project stakeholders.	▪ Ind. 3.1.1. Degree of quality of the technical assistance from the technical Partners of Portugal (INIAV, UP, IPMA and ANEPC) reinforcing capacities of their counterparts in Angola
JC 3.2 Adequacy of communication mechanism between the Project, main IPs, and beneficiary institutions.	▪ Ind. 3.2.1 Adequacy of the Project communication structure within and with other public bodies (ministries, Provinces, Municipalities), and other projects in the sector
JC 3.3 Adequacy of coordination between the Project and main Project stakeholders.	▪ Ind. 3.3.1. Adequacy of the Project organisation and management structure within and with other projects in the sector ▪ Ind. 3.3.2 Consistency of stakeholder coordination meetings
Judgement criteria	**Findings (per indicator)**
JC 3.1 Productive engagement and partnerships between Project stakeholders.	**Ind. 3.1.1. Degree of quality of the technical assistance from the Technical Partners of Portugal (INIAV, UP, IPMA and ANEPC) reinforcing capacities of their counterparts in Angola.** The Delegated Agreement with the Camões I.P. was signed in May 2018 and was based on the perception that Portugal could bring technical added value coupled to a knowledge of Angola´s realities, grounded in the long tradition of its cooperation with Angola in several sectors. According to TAP of FA[30], "*This implementation is justified because the three components build up on actions and on a methodology which is already being implemented by Camões, I.P. and on the large cooperation experience in the country. Camões, I.P. has proven its technical and financial management capacity to implement the programme*".

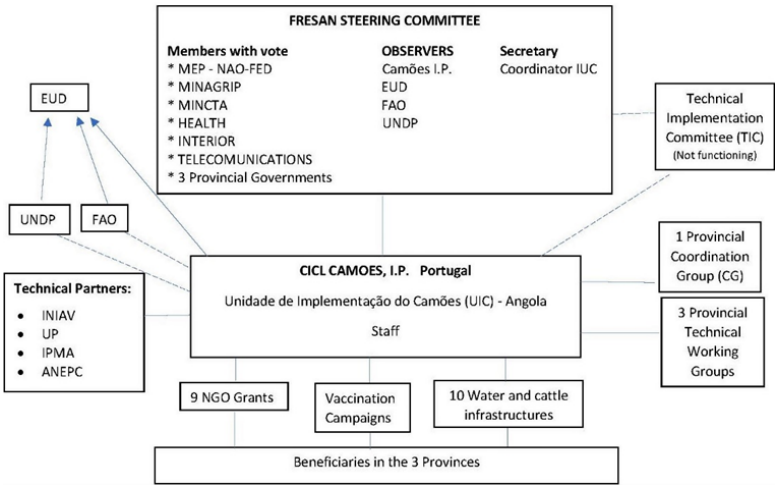
[29] https://www.afd.fr/en/actualites/communique-de-presse/eu300-million-loan-afd-ifad-support-millions-small-scale-farmers
[30] Technical and Administrative Provisions (TAP) of the Financing Agreement 037-593

EQ 3 Efficiency	Do the implementation framework, coordination and communication mechanisms lead to an appropriate delivery of the Action results?
	However, the MTE team believes that the EUD has overestimated the real capabilities of the Portuguese Cooperation organisation to undertake such a technically diverse project in semi-arid regions, with the very large budget (EUR48.6 M.) covering 3 provinces all being impacted by serious drought constraints and an agonising population facing desperate food insecurity and hunger. Moreover, Camões I.P. major inadequacy is that it must comply with Portuguese Public Administration norms for management of finance and Human Resources, thus involving a slow and bureaucratic management track record. All 4 selected (public sector) Technical Partners use their own staff, often not having the best profile and field experience and frequently subject to executing prior in-house professional commitments than travelling to Angola. According to the Project Document, the Portuguese Technical Partners provide their added value through technical assistance, knowledge transfer and the development of capacities through trainings, their technical and scientific knowledge and sector experience in defined areas. The Project has used Technical Partners' knowledge to develop proposals (e.g. proposal Agricultural Research Station of Namibe and Cacanda) to provide technical support and trainings, identify special equipment and Agroclimatic stations, and analyze AVSAN nutrition data. The four Portuguese Technical Partners fielded observation missions to the Project´s target provinces in November 2018 and later continued their tasks by videoconference or emails. Angolan counterparts mention the existence of a "distant relation" with the Portuguese Technical Partners. Their capacity in mobilizing staff is low. It can be argued that the COVID19 pandemics affected their activities; but the mission could find evidence that only one mission took place in 2018. Given Camões I.P. management procedures being highly centralized, a slow mobilization of staff, coupled to the COVID19 pandemic, forced Camões I.P. and UIC staff to micro-manage most of Project activities remotely and, consequently, after 3 years implementation the use of this technical added value is limited. The MTE team's main finding about the four Portuguese Technical Partners is presented below: ▪ **The Instituto Nacional de Investigação Agrária e Veterinária (INIAV)** is an important agricultural research center in Portugal, with international renown on modern technologies. However, its main scientific expertise is not aligned with the requirements of subsistence agriculture and FSN in a developing country in semi-arid tropical conditions. The FRESAN's lack of technical proposal for the Component 1 is related to this issue. The ROM Mission[31] had already made explicit the little additional value of this Institutional selection; an opinion that is totally endorsed by the MTE Team; ▪ The **University of Porto** (UP) is actually performing the data analysis of the nutritional issues collected in the AVSAN exercise, with the UIC's supervision. However, the beneficiary[32] Department of Food Security-MINAGRIP is not able to assure the quality of the work done by the UP, because it didn't participate in the definition of ToRs to hire the UP, nor in the definition of their tasks, and has no information regarding the costs of this Technical Assistance. Moreover, the beneficiary's expectation (MINAGRIP) was that data analysis would be carried out in the DSA premises in Luanda, thus having the DSA department staff trained on the job on data analysis and the use of specific software and equipment by the Porto University. However, it did not happen. Actually, the DSA claims to have a "distant and

[31] ROM C-389710. 12/03/2020
[32] Meeting Director Food Security Department-MINAGRI. 28/05/2021

EQ 3 Efficiency	Do the implementation framework, coordination and communication mechanisms lead to an appropriate delivery of the Action results?
	impersonal" relation with the UP, which is managed via the UIC; ▪ **Instituto Português do Mar e da Atmosfera (IPMA):** Being an institute under the Portuguese Ministry of Environment, it is the INAMET counterpart. According to the IPMA´s Focal Point, these two institutions have established a good professional relationship and share strong technical and thematic knowledge[33]. They are working on the setting-up of the National Agro-Climatic Platform, which will also concern activities of DSA-MINAGRIP and SNPC-MININT. However, the provincial governments are unaware of what the Project is doing on environmental issues. For instance, there is no interaction between the Huila Provincial Government, IPMA and the Project[34]; ▪ **Autoridade Nacional de Emergência e Proteção Civil – Portugal (ANEPC)**: This entity assists the Angolan Civil Protection/Fire Fighters services (Serviço Nacional de Proteção Civil - SNPC) through the procurement of specialised emergency equipment and online capacity building. The Provincial Chief of SNPC in Cunene stated that his service has a productive working experience with ANEPC[35]. IPMA and INAMET have strong thematic interest. Because of the COVID19 travel restrictions, they have implemented online capacity building until field visits become possible again. Under the present contract within the Project. none of the two institutional partners (IPMA and ANEPC) have detailed information about the cost of their intervention in Angola and are not able to do a cost-benefit analysis. Potential replication of positive results is, therefore, compromised. A management issue was raised by the Provincial and National senior technical staff interviewed by the MTE team. From their perspective, the Project's Technical Partners (TP) are only accountable to the Camões, I.P. and do not inform the GoA. The four TP are not obliged to submit any technical/financial report to key national State Administration entities (MINAGRIP and MTCA). Consequently, a supervisory action by MINAGRIP of the Technical Partners' Project activities (other than a follow-up) is not feasible.
JC 3.2 Adequacy of communication mechanism between the Project, main IPs, and beneficiary institutions.	**Ind. 3.2.1 Adequacy of the Project communication structure within and with other public bodies (ministries, Provinces, Municipalities, and other projects in the sector.** The FRESAN Steering Committee (CDP)[36], considering the limitations of information exchange within overall FRESAN partners, requested the creation of the "FRESAN Bulletin" to share information between implementing agencies and partners in order to enhance synergies and avoid duplication. The Project UIC was responsible to do it; and it has developed 24 monthly bulletins, which are an excellent way to inform about the implemented activities to stakeholders within the Project. The communication modalities between the Coordination Group and the Technical Working Groups is addressed in Ind 3.3.2

[33] Meeting with INAMET focal point 29/04/2021
[34] Meeting Province of Huila staff. 14/05/2021
[35] Meeting with MININT-Project focal point 24/05/2021
[36] Minute Programme Steering Committee. 1º Comité de Direcção do Programa (CDP) 14/11/2019.

EQ 3 Efficiency	Do the implementation framework, coordination and communication mechanisms lead to an appropriate delivery of the Action results?
JC 3.3 Adequacy of coordination between the Project and main Project stakeholders.	**Ind. 3.3.1. Adequacy of the Project organisation and management structure within and with other projects in the sector.** The FRESAN Financing Agreement[37] with GoA and the Project Description of the Action (Addendum 1) defines the organizational set-up of overall FRESAN and responsibilities. It consists of a Programme Steering Committee (CDP in Portuguese), a Technical Implementation Committee (CTI) in addition to 3 Technical Working Groups (GT) and one Coordination Group (GC) to be constituted at the provincial level (see Figure 5 below). (i) The Programme Steering Committee (PSC) is constituted to direct and review the operations of the Programme, and validate its overall direction and work-Programmes[38]. In order to ensure ownership, the management of the Programme is decentralised at provincial level. The PSC will bring together government stakeholders as voting members and the EUD with the Implementing Partners (CICL, FAO, UNDP) as observer. Other stakeholders, including CSOs and donors may be invited in order to improve coordination and complementarity of interventions. The UIC is the Secretary of the Committee. The MTE team didn't participate in these meetings; therefore, it cannot provide an objective view of the performance of the UIC. However, analysing the minutes of the two CDPs enabled the MTE team to understand that this political dialogue mechanism serves as a platform to present the progress of each IPs of the overall FRESAN, with limited dialogue and technical exchange or follow-up discussion. The PSC meetings expected frequency was twice a year rotating in each focal province[39]. During the 3-year period under review (09/05/2018 - 26/04/2021) (cut-off), there were only 2 PSC meetings, that is, approximately 2 PSC meetings in 36 months (1 every 18 months). Despite the COVID pandemic, the FRESAN would have benefitted from more frequent decision meetings to improve its performance, leadership and management. ***Figure 5: The Project Organization set-up***  Source: elaborated by the MTE team based of TAP Financing Agreement FED 2017/037/953 and Description of the Action Addendum 1. July 2020. FED 2017/389-710 (ii) A Technical Implementation Committee (TIC) meeting should be held

[37] TAP Financing Agreement FED 2017/037/953 and Description of the Action Addendum 1. July 2020. FED 2017/389-710
[38] The FRESAN Steering Committee CDP is an advisory body responsible for validating the FRESAN strategy. Conclusion and Recommendations Minute 1 FRESAN Steering Committee.
[39] Source Steering Committee's minutes.

EQ 3 Efficiency	Do the implementation framework, coordination and communication mechanisms lead to an appropriate delivery of the Action results?
	in Luanda, two times per year, between Government (provincial and central level), implementing partners and EU. Although referred to in the Financing Agreement between EUD and GoA, the TIC meeting has never been held as such. Nevertheless, meetings took place at ON level (2 March and April) with Ministerial Focal points and the implementing partners happened. (iii) Coordination Group (CG) and Technical Working Groups (TWG) have been created by the PSC; TWC are located in each focal provinces. They work in close cooperation with the concerned departments of the provincial governments. The CG is composed by the coordinators of the TWGs for each component and implementing partners. It is responsible for the implementation of the Programme following the orientations of the PSC. They are expected to meet semi-annually. The TWGs consist of members of the Implementing Partners and concerned departments of the provincial governments and stakeholders involved in the activities. The TWG for each component should meet quarterly to define, follow and monitor the project activities. Varying between provinces, they gathered between 1-3 times only. (iv) CICL: The Camões I.P. is implementing the Project under its management procedures. This means that even though it has a large number of stakeholders to deal with in the implementation of its activities, the UIC has to comply with micro-management modus operandi enforced by Portuguese public financial administrative legislation. This implies that all financial commitment (and many technical ones) by the Project staff – either based in Lisbon or in Angola – has to be submitted through a detailed proposal to obtain approval (or "no objection") from Camões I.P. The UIC had initially an expenditure ceiling of EUR 50 000, which was later increased to EUR 200 000 to facilitate the local procurement of 4WD vehicles, but always under Camões I.P. oversight and agreement. If the decision-making is not the major concern, the time required by such "operational procedures" is often time consuming. This recurrent constraint clearly indicates that the UIC should have been designed to allow certain degree of management autonomy with financial expenditure capacity for the General Coordinator to be capable of solving unforeseeable issues and take most appropriate responses with sufficient flexibility and timely. The MTE team reckons that some operational issues need to be considered and adjusted: ▪ The Project´s organizational structure is not sufficiently anchored into the GoA Institutions to enable promoting the empowerment of national entities, such as the Provincial Government structures. Another institutional arrangement would have allowed the Project staff to work more closely with Provincial Directors (Agriculture, Livestock, Health, etc.) and Municipal Administrators, helping the respective IDA Officer to keep them fully informed of the Project´s actions; ▪ Although NGO grantees report to the UIC and to a lesser degree coordinate at Municipal level, GoA national and provincial level staff are not informed of NGOs implementation, thus hampering data sharing on supervision[40] and potentially affecting future sustainability.
	Ind 3.3.2. Consistency of stakeholder coordination meetings Despite the provinces´ limited administrative and technical capacity, the Provincial Vice-Governors have been providing a good support to the Project's organisation and assistance to facilitate its activities, through internal leverage of provincial services (e.g. Provincial departments directors, Municipal administrators, other stakeholders). ▪ **Coordination Group**: The Project has institutionalized these fora to

[40] Meeting MINAGRIP FRESAN focal point 14/06/2021.

EQ 3 Efficiency	Do the implementation framework, coordination and communication mechanisms lead to an appropriate delivery of the Action results?
	enable an open communication of thematic issues. The stakeholders[41] express a positive recognition to the work but also pointed out that the implementation of agreed resolutions is often very slow; ▪ **3 Technical Working Groups:** Several stakeholders expressed the need to have two full days´ period to allow for an in-depth debate of implementation issues and sharing NGOs ongoing experiences. This could facilitate the Project to capitalize information and develop "practical technical packages "for beneficiaries. According to Provincial staff the meetings are positive, but often have limited focus on tangible results; ▪ At the technical level, although coordination is one of its key formal functions, the UIC has not been able to properly coordinate Technical Partners (TP) actions. The decision-making process is highly stratified, with Camões I.P. exercising operational control over both TP and UIC. This modus operandi leads to slow "collegial agreements", which places a higher priority on Camões I.P. and the TP rather than on UIC in-country urgencies; ▪ The lack of strong project management expertise at UIC staff level might be the cause of the observed Camões I.P. "micro-management". The FRESAN's multifaceted set of activities requires a strong leadership and technical guidance to implement the Project, as well as to mobilize the TP's staff appropriately; ▪ Interviews were held with the IDA and ISV Officers in the three Provinces to assess their role into the Project. They showed that IDA and ISV Officers did not receive enough support from the Portuguese Technical Partner and/or NGOs. This lack of capacity building and teamwork threatens the sustainability of the Project (technical, budgetary, organizational, including behavioural and environmental); ▪ The MTE team has assessed that although Angolan authorities express their interest to participate in the Project, their actual involvement in the day-to-day implementation is insufficient, due to time constraints or limited technical expertise of issues being discussed. Furthermore, the UIC does not provide detailed results of project deliveries to encourage a pro-active involvement by the Angolan Authorities. The "diagnostics" carried out by the Project to prepare capacity building actions did not properly consult or involve Provincial staff. Therefore, these "diagnostics" are missing relevance and cannot properly address the beneficiaries' needs in the subsequent trainings. The point of view of several staff consulted by the MTE team was that "small, concrete and realizable actions" would have been more appropriate.

EQ 4 Efficiency	Do the Monitoring design and implementation framework, lead to an appropriate assessment of the Action results?
JC 4.1 Adequateness of the logical framework and its indicators.	▪ Ind. 4.1.1 Present validity to current institutional needs and realities ▪ Ind. 4.1.2 Indicators are SMART and continue to be valid today
JC 4.2 Efficiency and effectiveness of the Project monitoring mechanisms.	▪ Ind. 4.2.1 Existence of a baseline that fits the indicators to evaluate all project outputs and outcomes ▪ Ind. 4.2.2 Existence of a Monitoring system adequate - inadequate to assess the measurement of the Project target outputs and outcomes
Judgement criteria	**Findings (per indicator)**

[41] Interview with technical staff from the 3 provinces (Huila, Cunene and Namibe)

EQ 4 Efficiency	*Do the Monitoring design and implementation framework, lead to an appropriate assessment of the Action results?*
JC 4.1 Adequateness of the logical framework and its indicators	**Ind. 4.1.1 Present validity to current institutional needs and realities.** As expressed in Ind. 1.3.1, the MTE team does not visualize that the actual development of the Project will lead to the achievement of the expected results in a sustainable way. Therefore, the Project Action Plan and the logical framework require an adjustment: ▪ To overcome the complexity of the project's initial design, while addressing the excessive number of actors involved and theoretical activities (studies, diagnostics, etc); ▪ To overcome the limitations and delays due to the COVID19 pandemic; ▪ To include appropriate measure aimed at tackling the increasingly deteriorating living conditions in Southern Angola due to the exacerbation of drought effects on rural population. This calls for the revision of the Action Plan and the logical framework of the Project providing for more efficient and simplified activities, leading to the development of practical solutions to urgently and better address the farmers and their family's needs. The ROM service of the EC/INTPA was used by EUD in June 2020 to carry out a cross check revision of the logframe, in order to improve the indicators. Results of the exercise were shared with the Camões I.P. and taken into account to produce a new version of the logical framework, which was included in the July 2020 revision of the Project Document. However, lack of data and absence of solid baseline study have limited the reach of the ROM exercise. Despite the ROM service's support to improve the logframe, establishing baseline values and indicators targets, the logical framework needs further adjustments to capture the improvements that are required for the Project. **Ind. 4.1.2 Indicators are SMART and continue to be valid today.** The initial baseline study was not able to provide a meaningful baseline to quantify or qualify the relevant indicators. Most Project indicators are reflecting outputs and measuring activities only, not results. For example, it lacks key indicators that reflect the increase in production and productivity for the beneficiary populations as a result of the direct Action of the Project. There are some indicators such as 1.2 Area (hectares) with newly introduced technologies, which can allow for an indirect and qualitative measurement only. In a similar fashion, the indicators do not allow measuring the increase in income for the beneficiaries, neither can they be disaggregated by sex. Moreover, it could have been relevant to link Project actions and their expected results in the logical framework, such as the number of FFS formed (existing indicator) and the expected consequences of the FFS: adoption of technology, higher production in the FFS (non-existent indicators). It must be noted that many indicators have unclear terminology (not SMART) or are poorly drafted, often allowing for different interpretations. For example, Ind 1.2.2 say that farmers are "supported", raising the need to understand and define what such indicators referred to in practical terms. The MTE team verified that, after 3 years, none of the farmers monitored as "supported" have benefitted from a tangible and objectively verifiable growth of agricultural output or diversified production to address nutrition requirements.
JC 4.2 Efficiency and effectiveness of Project monitoring mechanisms.	**Ind. 4.2.1 Existence of a baseline that fits the indicators to evaluate all project outputs and outcomes.** The currently available data of the baseline is largely insufficient, which does not allow evaluating all Project outputs and outcomes. Camões I.P. initiated several actions to develop the Project baseline and M&E system: ▪ The Project hired in December 2019 the CESO consulting firm, with

EQ 4 Efficiency	Do the Monitoring design and implementation framework, lead to an appropriate assessment of the Action results?
	the task of developing the baseline and a M&E system for the Project, however its report also included a range of project reformulation issues deemed out of scope and was not approved. Therefore, no baseline was in place; ▪ The Project tried several times to hire a local consultant for data management and M&E purposes, without success; ▪ Finally, in October 2020, the Project hired a team of international consultants to provide technical assistance to the UIC to develop the baseline and the M&E system of the Project; ▪ The Project collected field data (March-May 2021) in the 3 Provinces in order to develop its own baseline (year 2021); However, the data collection has been carried out separately by various organisations, such as: ▪ FAO for the RIMA; ▪ The University of Porto for the AVSAN-Nutrition component in Portugal; ▪ The DSA-MINAGRIP (with WFP technical support) for the AVSAN-Food Security data; ▪ The Project with its external technical assistance analysed the rest of the information collected by NGOs in the field. This led to an overlap and duplication of data collection between these organisations, a reduced scope of data, and the fragmentation of data analysis which diminished its relevance. Finally, at the actual cut-off date of the MTE mission, the Project is missing an operational baseline, with relevant and actualised data. Therefore, the MTE team was not able to assure that the design and/or quality of the new data collected will provide adequate indicators to evaluate the project outputs and outcomes. **Ind. 4.2.2 Existence of a Monitoring system adequate - inadequate to assess the measurement of the Project target outputs and outcomes**. The M&E component is being developed by an external team of 3 experts. However, due to COVID situation they are implementing the baseline and Monitoring system remotely. The technical proposal is the usual for this type of evaluation, including a statistical analysis[42] [43]. The task is complex. The field data was collected in late April 2021 by field teams organised by UIC with the assistance of the Project NGOs, and is now in its processing phase. It is difficult for the MTE team to express a well-based opinion without having full access to the results of the “inventories” processed by the statistical system, although it is general knowledge that a fully functional M&E system database may take several months to fine-tune relevant outputs and produce regular reports. On the other hand, the MTE team wishes to highlight some elements that could be considered in the near future to improve the measurement of the Project target outputs and outcomes: ▪ The M&E team assumed that all "agricultural practices" are new[44] and introduced only by the Project, which is not adequate and generates a bias in the baseline and its subsequent evaluation. The MTE team verified (through spot check visits and interviews in several places) the previous existence of some of these “new practices” in the Project´s communities. These “practices” range from simple practices like row planting, to more complex like drip irrigation and have not been detected in the baseline. The lack of clarity of the

[42] Project information System. Propose indicators to be included in Base Line 2020.
[43] Project M&E technical proposal. 28/12/2020
[44] Interview Project M&E team consultants. (zoom) 14/05/2021

EQ 4 Efficiency	Do the Monitoring design and implementation framework, lead to an appropriate assessment of the Action results?
	methodological approach of the Project Component 1 is also reflected here; ▪ The M&E methodology used compares the Project´s beneficiary groups with non-beneficiary groups. The method chosen to select the control population (not benefited) and its representativeness are vital to avoid any bias. As mentioned previously, there is already some knowledge and use of technologies in the communities; ▪ The MTE team did not detect any participation of government technicians in the design and implementation of the baseline and monitoring of the Project.

EQ 5 Efficiency	Have the Actions' interventions delivered innovative technologies, extension methodologies (FFS), markets, nutrition sensitive agriculture, water sources rehabilitation, nutrition education and GoA capacity building activities as planned?
Introduction to EQ 5	
JC 5.1 Increased capacity to deliver to research and extension services.	▪ Ind. 5.1.1 Nº FFS established under the project (disaggregated by sex) ▪ Ind. 5.1.2 Nº of small farmers benefitting from FFS by sex ▪ Ind. 5.1.3 Nº of small farmers adopting at least one new sustainable practice ▪ Ind. 5.1.4 Analysis of type of innovative and sustainable technology packages proposed and implemented by the Project ▪ Ind. 5.1.5 Nº of new water sources and/or rehabilitated and fully operational ▪ Ind 5.1.6 Type of Input supply systems developed ▪ Ind.5.1.7 Nº of small farmers association developed by the Project
JC 5.2 Increased capacity to deliver and improve availability and accessibility of affordable adequate, diversified and nutritious foods for all seasons for the target groups.	▪ Ind. 5.2.1 Nº of households (with population under 5, women with child bearing and adolescent girls) benefiting from Nutrition extension services supported by the Project. (If data is available) ▪ Ind. 5.2.2 Nº and type of social transfers implemented ▪ Ind. 5.2.3 Increased utilization of adequate, diversified, safe and nutritious foods
JC 5.3 Increased capacity for multisector entities governance and to deliver GoA services.	▪ Ind. 5.3.1 Number and type of multisector governance structures develop by the Project ▪ Ind. 5.3.2 Two research station improved ▪ Ind. 5.3.3 Dev extension services in Sustainable Agric, resilience, FSN, Animal health ▪ Ind. 5.3.4 M&E FSN (SISAN) ▪ Ind. 5.3.5 Civil protection
JC 5.4 Identification of factors limiting the interventions.	▪ Ind. 5.4.1 Nº of Action-limiting factors
JC. 5.5 Budget	▪ Ind. 5.5.1 A Project Brief Budget Analysis
Judgement criteria	**Findings (per indicator)**
EQ 5: Introduction and Conclusion	The present EQ was assessed based on the Project Document, the logical framework, several UIC reports and field spot verifications. The information presented below in this EQ allowed the MTE team to observe the low efficiency of the Project to date. Although it has been running for 35 months, almost 2 years have been lost in the installation

EQ 5 Efficiency	Have the Actions' interventions delivered innovative technologies, extension methodologies (FFS), markets, nutrition sensitive agriculture, water sources rehabilitation, nutrition education and GoA capacity building activities as planned?
	and redesign phase of the action. In practice, the Project started to be operational in September 2020. Consequently, there has been little time for implementation and for the generation of products of the Project. Moreover, several changes of Coordinator General (3 different Project managers in 3 years) constrained the continuity and consistency of the implementation. To this date, the Project does not have an adequate baseline, nor does it have technical information on the results that could be obtained with the NGOs activities. The improvement of the beneficiaries' resilience, production and productivity resulting from the Project cannot be measured.

In order to complement the overall view of the Project efficiency, two annexes have been developed specifically for this purpose:

- Annex 9: Case Study presenting the implementation difficulties with the Activity 2.2.1: Cattle infrastructure (vaccination and bath) and water points in Cunene Province;
- Annex 10: State of progress per activity of the 3 components of the Project.

The table 2 and 3 below summarize the achievement of the Project's outputs.

Table 2 presents the grade of achievement per output within the 3 components. The MTE team took the progress reported by UIC and adjusted it to data obtained in several meetings and check point verifications. It can be seen that only 3 activities were achieved; that 12% have reached more than 50% of progress, that 32 % had some degree of fulfilment, that 41 % are at initial stage and 11 % have not started yet.

Table 2: Output summary fulfilment at MTE Cut-off date (26/04/2021)

REFERENCE			Component 1	Component 2	Component 3	TOTAL	%
	100%	Completed	3	0	0	**3**	3%
	> 50%	Advanced state	2	1	9	**12**	12%
	21% - 50%	In progress	20	9	3	**32**	32%
	< 20%	Initial phase	9	8	24	**41**	41%
	Not started	No deadline	2	0	9	**11**	11%
		TOTAL	**36**	**18**	**45**	**99**	100%

Source: elaborated by the MTE, based on the Project Action Plan 2020-2024, information provided by UIC and check point verifications done by MTE

Table 3 shows that 79 % of the activities of the 3 components are delayed in implementation, when compared to the Action Plan 2020-2024 of the Project Document of July 2020. Only 2% of the activities were completed and 4 % have some degree of fulfilment. This shows that UIC is delayed in the majority of the activities of the Project.

Table 3:Output summary of implementation considering the Project Action Plan 2020-2024 and MTE Cut-off date (26/04/2021)

REFERENCE			Component 1	Component 2	Component 3	TOTAL	%
	100%	Completed	2	0	0	**2**	2%
	> 50%	Advanced state	1	0	1	**2**	2%
	21% - 50%	In progress	1	1	0	**2**	2%
	< 20%	Initial phase	27	16	35	**78**	79%
	Not started	No deadline	5	1	9	**15**	15%
		TOTAL	**36**	**18**	**45**	**99**	100%

Source: elaborated by the MTE team, based on the Project Action Plan 2020-2024, information provided by UIC and check point verifications done by MTE team

EQ 5 Efficiency	***Have the Actions' interventions delivered innovative technologies, extension methodologies (FFS), markets, nutrition sensitive agriculture, water sources rehabilitation, nutrition education and GoA capacity building activities as planned?***
JC 5.1 Increased capacity to deliver to research and extension services.	**Ind. 5.1.1 Nº Farmers Field Schools established under the project (disaggregated by sex).** Main Target: 300 FFS established in 2024. The main entity responsible for establishing the FFS is the FAO-FRESAN[45], with a target of 225 FFS under FAO Activity 1.1.1. However, until the cut-off date (26/04/2021) none was established, basically because the FAO-FRESAN component started very late. The Contribution Agreement with FAO was signed by the EUD in December 2019 and the operationalization in the provinces was initiated in February 2021. The FAO-FRESAN is undertaking the training of Master Trainers and FFS facilitators (also for the Project) to be later implemented in the FFS[46] in the selected localities. The NGOs started to develop 111 FFS (26/04/2021). No data about members disaggregated by sex was provided to MTE team. As mentioned in the FAO-FRESAN Prodoc[47]; *a crucial element is the coordination and harmonization with Instituto Camões that are directly related to FFS, in particular, Project Activity 1.2.1: Test and adoption of Sustainable Agriculture technologies, which are suitable for the agro-climatic conditions of the three focal provinces; Activity 1.2.2: Selection and introduction of adapted varieties of crop and support to community seed production and seed banks and Activity 1.2.3: Develop initiatives and techniques for the rehabilitation, conservation and sustainable use of soils and pasture*. Until now, the UIC did not develop a proposal translating these activities into field operations. The UIC is expecting to develop a future diagnostic to define this issue. The UIC is relying on the NGOs proposals and on their fragmented technical packages. Furthermore, the MTE team has noted a degree of misunderstanding and lack of technical knowledge from the Project staff about the FAO-FRESAN methodology, which already includes a technical package and the topics of the technical Training Curricula of Master Trainers implemented by FAO. **Ind. 5.1.2 Nº of small farmers benefitting from FFS by sex.** None belonging to the FAO-FRESAN component. 4.012 farmers out of 8.248 are benefiting from FFS (26/04/2021) and being implemented by NGOs. In December 2020, 41% were women. However, the MTE team verified in the field that despite the NGOs are working with farmers, none of the farmers have yet benefitted from a sustainable increase of agricultural productivity and diversified production[48]. For now, the FFS are mostly being selected, established and organised.

[45] FAO Logic Frame. Description of the Action. 01/12/2019.
[46] FAO-FRESAN staff meeting 04/04/2021
[47] FAO Description of the Action. 01/12/2019.
[48] MTE. Focus Groups discussion with beneficiaries and spot checks verifications. (cut-off date)

EQ 5 Efficiency	Have the Actions' interventions delivered innovative technologies, extension methodologies (FFS), markets, nutrition sensitive agriculture, water sources rehabilitation, nutrition education and GoA capacity building activities as planned?

Photo 1: FFS modality in Huila Province

Ind. 5.1.3 Nº of small farmers adopting at least one new sustainable practice.

Although the main areas of sustainable practices were known by the UIC[49] (soil and pastures improvement and improved seeds use) aiming to improve resilience and sustainable family farming production; the Project design and later the UIC implementation evaded defining its technological package proposal. The Project foresees to carry out a "diagnostic" to identify the traditional practices, in order to better know what is done by the farmers and what improvements can be made.

Unfortunately, this approach is not translated yet into practice, because the "diagnostic" has been delayed until December 2021. Unfortunately, it will be completed too late, as most of the FFS will have already been established with the NGOs' technical packages. There will be a lack of Project overall view with a systematic practices and technical packages analysis.

Moreover, as the Project did not define what are the new sustainable practices, nor does it have a baseline identifying the already existing traditional practices used by farmers in different locations; it is assumed by the M&E system that every practice introduced by the Project is new. Therefore, for the MTE team this indicator cannot be measured.

As witnessed by the MTE team and based on experiences in similar conditions in neighbouring countries, the favoured variables being tested on FFS plots and that may be adopted by farmers' individual plots are those that have none or very limited cost to farmers, such as plantation density, use of natural insecticides to control insect pests, and use of manure.

These are positive practices, but the adoption of at least one of these practices will be insufficient to increase production to secure Food Security and Nutrition for a family. These can only be considered as an "initial stage" of adoption, because of the small farmers' low resources and adoption capacity. In order to really improve the expected Result 1.2 (increase productivity and resilience of farming systems) a "second stage"

[49] TAP Financing Agreement

EQ 5 Efficiency	Have the Actions' interventions delivered innovative technologies, extension methodologies (FFS), markets, nutrition sensitive agriculture, water sources rehabilitation, nutrition education and GoA capacity building activities as planned?

is needed, with the adoption of improved technologies which require new skills and an adequate inputs supply system with access to credit to stimulate the adoption. The Project has no clarity on these issues. As already said before, it depends on future diagnostics and the NGO action. Therefore, the MTE team recommends that the Project develops and implements its own vision.

Photo 2: Maize and tomato with drip irrigation developed by CODESPA

One example of a "second stage" of technologies implemented by NGOs is the use of drip irrigation, which is expected to increase production in the near future (Photo 2), supported by CODESPA in Cunene communities. Drip irrigation is one of the most efficient use of water for irrigation in agriculture in conditions of scarce water.

In developing countries, usually, this type irrigation system fails because they lack a stable source of water and an efficient group organization to ensure that the irrigation equipment remains operational (good hoses, clips, petrol, engine oil and spare parts). In this particular case, the fields are located very near river arms and are already organized to buy petrol and safeguard it after usage. The MTE hopes this to be a success story at the end of the project.

Ind. 5.1.4 Analysis of type of innovative and sustainable technology packages proposed and implemented by the Project.

The FFS methodology is based on the implementation of farmers studies to develop collective investigation through a 'learning by doing' approach. The evaluation of new innovations and technologies to solve local problems for improved and smart agricultural productivity is the task of FFSs. The MTE team verified in the field that the FFS were testing in their plot some practices focused on pest and disease management, soil fertility management, planting regime, soil and water conservation, crop variety performance.

However, the open basket-type of technological proposal may drive to inefficient results because it lacks potential outcomes to improve the expected Result 1.2.[50] It is necessary to take a step forward and adjust the technological packages to the actual possibilities and provide resources of the various producer segments. It needs to be highlighted that CODESPA is the only NGO that developed technological packages tailor-made to specific differential farmers groups. This innovative approach for extension needs to be promoted to other NGOs.

[50] MTE Team spot verification in the field and Focus groups with FFS beneficiaries

EQ 5 Efficiency	Have the Actions' interventions delivered innovative technologies, extension methodologies (FFS), markets, nutrition sensitive agriculture, water sources rehabilitation, nutrition education and GoA capacity building activities as planned?

Moreover, no analysis has been done by UIC and/or NGOs about the result of the different practices proposed at household level (such as the increase in production resulting from the use of organic fertilizer and others practices). Therefore, the potential for better productivity and diversification results of the Project remains unclear. The activity stops at FFS plot, and no verification is done and what kind of adoption exists or may exists at FFS members at household-level plots (cascading effect of FFS methodology).

Ind. 5.1.5 Nº of new water sources and/or rehabilitated and fully operational.

Data provided in the Project progress reports mention the existence of 122 infrastructures out of a total of 500 infrastructures identified or in the process of rehabilitation. The MTE team was only able to identify one rehabilitated water sources that was in operation and providing water to beneficiaries in Huila.

Photo 3: Newly built Cisterna calçadão model completely empty (Tunda 2, Municipality of Gambos)

Photo 4 & Photo 5: Calçadão empty with building construction defects

The MTE team verified the functioning of the Cisterna Calçadão (a model imported from Brazil) for human consumption and crop irrigation, built by the NGO ADRA in Tunda 2 (Gambos). Both cisterns were not operational (no water supplied and with construction defects). Therefore, the site was unused due to lack of water.

In addition, the MTE team identified the limited validity of the Cisterna Calçadão model in places with scarce rainfall. It is necessary for the UIC monitoring NGOs to evaluate the actions they implement in order to suspend and/or thoroughly improve them. Moreover, other technological alternatives can be considered, such as condensing the absolute humidity of air with the aid of a refrigeration plant with a solar energy supply system. For example, the Aquaer system is mentioned to be used in Namibia desert[51]. A cost/benefit analysis needs to be done.

[51] http://aquaer.com/es/

EQ 5 Efficiency	Have the Actions' interventions delivered innovative technologies, extension methodologies (FFS), markets, nutrition sensitive agriculture, water sources rehabilitation, nutrition education and GoA capacity building activities as planned?

Photo 6: Project beneficiaries with the Cisterna Calçadão (Tunda 2, Municipality of Gambos)

Ind. 5.1.6 Type of Input supply systems developed.

The Project is expected to develop some input supply systems, mainly improved food crops seeds and pasture seeds for animal feeding and soil improvement. No financial credit is provided to farmers/herders for technology adoption.

The Project, through the NGOs actions, is distributing free seeds for FFS plots and for pastures, as well as goats for savings scheme. There has been some training on the production and use of organic fertilizers. However, inputs supplied by the NGOs are dispersed and of little significance. It is difficult to perceive how such inputs can contribute to production increase and soil improvement, resulting on better adaptation and farmers/herders' resilience to climate change.

The technical packages proposed to improve the situation are not clear and the possible results rather widespread. Therefore, the UIC needs to formulate a clear technology package that will ensure direct impact on production. The provision of the necessary farm input may be necessary (for free or through a credit) so that the farmers may access them. The Project has the financial resources to do it.

Ind.5.1.7 Nº of small farmers association developed by the Project

The ProDoc[52] defines the activity 1.3.1: to support the creation and the development of farmers associations and cooperatives in the areas of management, organization and commercialization.

In this case, the Project proposes again to develop several studies with the following products:

- (i) One report of good practices and functioning of cooperatives and associations in the target municipalities;
- (ii) One study of value chains carried out through a review of the existing literature, with the support of INIAV;
- (iii) Through NGOs projects, identify, validate and support the implementation with farmers of organizational models and strategies of associations and cooperatives identified, including the development of value chains and good operating practices;
- (iv) A list of associations and cooperatives in operation with project support;
- (v) A training program and training sessions held for pastors contributing to the reactivation of the figure of "Jango Pastoril"

[52] TAP Financing Agreement FRESAN.

EQ 5 Efficiency	Have the Actions' interventions delivered innovative technologies, extension methodologies (FFS), markets, nutrition sensitive agriculture, water sources rehabilitation, nutrition education and GoA capacity building activities as planned?
	(Pastoral Management Forum). According to data provided by UIC (see Annex 10), the implementation status of the activity 1.3.1 is as follows: ▪ (i), (ii) and (iii): The reports are expected to be ready by the end of 2021, therefore no UIC proposal has been developed to focus this activity at field level yet; ▪ (iv): The UIC has not drawn up the list of associations with which NGOs are working, it has not monitored them and has not developed a situational analysis (at MTE mission cut-off date); ▪ (v) No action have been implemented regarding the reactivation of the Jango Pastoril. All these activities ((i) to and (v)) have been delayed. They were initially planned to be implemented before the end of 2020. Data provided in the Project´s progress reports (up to April 2021) mention the existence of 142 small farmers associations out of a total of 202 associations identified or in the process of creation by the NGOs. The MTE team verified that most of the "recently" created farmers associations resulted in fact from the regrouping of members from previously organized ones by other projects or have been just initiated. The NGOs are implementing individual activities, such as: ▪ PIN (Huíla): preliminary studies were developed regarding farmers commercialization and access to markets. No action have been implemented yet to improve them; ▪ NCA/ADRA (Huíla): Meetings were held between members of the old associations, involving members of GAS to take ownership of the associative movement. 17 women participated in gender and human rights activities; ▪ WVI (Humpata-Huíla): 260 women were trained and formed 26 savings groups. A specific issue is that these women were trained theoretically in savings, but no training was given about animal health, namely of the goats received. Many have died and women don't have the basic element to produce savings. The MTE team registered several complaints on this issue; ▪ CODESPA (Cunene): there are 30 ECAS with Management Committees; and 4 are in the process of preparing statutes to be constituted into associations and/or cooperatives duly formalized/legalized during the second quarter of 2021. Therefore, the Project does not have a well-focused proposal on how to implement this action yet, and is relying entirely on NGOs initiatives and being driven by NGOs experience on the issue.
JC 5.2 Increased capacity to deliver and improve availability and accessibility of affordable adequate, diversified and nutritious foods for all seasons for the target groups.	**Ind. 5.2.1 Nº of households (with population under 5, women with child bearing and adolescent girls) benefiting from Nutrition extension services supported by the Project. (If data is available).** The Pro Doc[53] provision for this indicator focused the improvement of households' food and nutrition security (FNS), increasing consumption and availability of more diversified and nutritious food, through 2 main activities. ***Activity 2.1.1 - To develop the capacity of nutrition support services with the following products*** (summary): ▪ (i) one study containing the characterization of the food and nutritional situation of pregnant women and children < 5 years old (nutritional profiles); ▪ (ii) to develop training plans and modules by professional category of health technicians;

[53] TAP Financing Agreement FRESAN

EQ 5 Efficiency	Have the Actions' interventions delivered innovative technologies, extension methodologies (FFS), markets, nutrition sensitive agriculture, water sources rehabilitation, nutrition education and GoA capacity building activities as planned?
	▪ (iii) 82 health technicians and 500 ADECOS trained; ▪ (iv) Awareness sessions in FFS and communities held; ▪ (v) Operational Nutritional Surveillance System implemented. According to data provided by UIC (see Annex 10), the tender for this study is expected by UIC to be ready by September 2021. Therefore, Activity 2.1.1 is delayed, and no UIC proposal jointly with MINSA and Porto University has been developed to focus this activity yet. Only some partial activities implemented by NGOs[54] explained below. ***Activity 2.1.2 - To develop food reserves systems and other safety nets initiatives at local level for food availability and accessibility with the following products*** (summary): ▪ (i) Diagnostic on traditional knowledge and practices of food storage; ▪ (ii) 1 Basic guide (for NGO's, EDA's and FFS's); ▪ (iii) Provincial plan (one for each province) for the creation of a storage and reserve creation system food at provincial level defined with provincial government. According to data provided by UIC (presented in annex 10), the diagnostic study is delayed (UIC expects it to be implemented by end of 2021) and no other activity has been implemented. Moreover, the project Activity 2.1.2 has addressed the issue of food reserves through diagnostics; but did not address the development of safety nets for food availability and accessibility. **In conclusion**, until cut-off date no action has been implemented to improve households' food and nutrition security (FNS) by increasing consumption and availability of more diversified and nutritious food. This is further aggravated due to the lack of results in Component 1, promoting a greater productivity increase. The data provided by the Project reports mentions the existence of 14.263 women in the communities (out of a total of 60.000 women) identified or in the process of receiving awareness-raising by the NGOs. The MTE team could verify that women received training by NGOs with community kitchens, showing how to cook new foods with crops that would be available in the future and WASH issues. The greatest constraint presented by the communities was the lack of actual access to food items. Unfortunately, the home kitchens are not yet supplied with food and ingredients and therefore are not operational, as women benefitting from nutrition extension services and training cannot apply their newly acquired knowledge (Photos 7, 8 and 9).

[54] NGOs activities:
* CUAMM: 4 health technicians in continuous training; 120 traditional midwives
* WVI: 250 women community mobilizers trained

EQ 5 Efficiency	Have the Actions' interventions delivered innovative technologies, extension methodologies (FFS), markets, nutrition sensitive agriculture, water sources rehabilitation, nutrition education and GoA capacity building activities as planned?

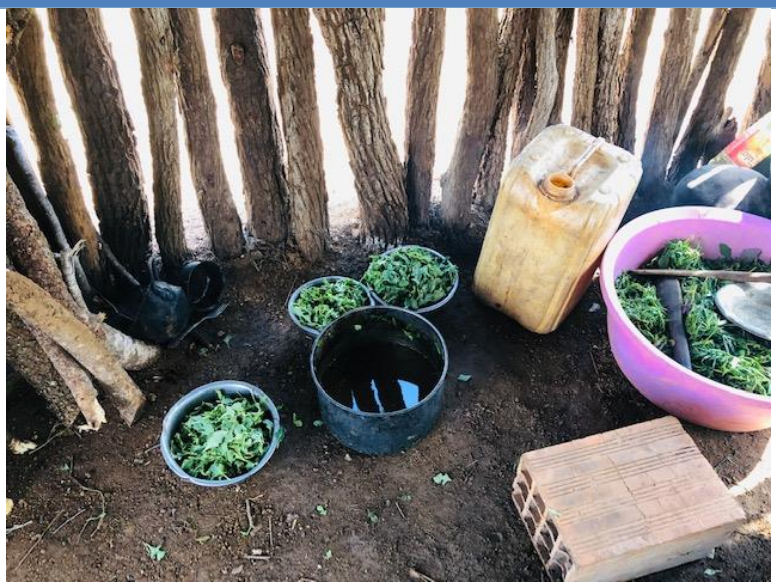


Photo 7: Kitchen at Tunda 2. Shows the actual food availability: some leaves harvested from the forest. No access yet to cultivated food or social transfer schemes through Project activities.

Photo 8: Motunda (root) and Iombi (wild plant) harvested from the forest, only accessible food for the people at Huila province

Ind. 5.2.2 Nº and type of social transfers implemented.

The Pro Doc[55] provision for this indicator is related to Result 2.2: to develop nutrition-focused social transfer scheme in the form of cash-for-work with the aim of providing seasonal income to enhance food access in those households affected by chronic food crisis with seasonal fluctuations.

The Project didn't use this tool as a way to provide seasonal income to enhance food access even to pregnant women and families with children

[55] TAP Financing Agreement FRESAN

EQ 5 Efficiency	Have the Actions' interventions delivered innovative technologies, extension methodologies (FFS), markets, nutrition sensitive agriculture, water sources rehabilitation, nutrition education and GoA capacity building activities as planned?

under 5 years old.

As the Component 1 has not yet allowed to increase food production, this modality was the only way to provide food access in a dry season, to this high nutrition-vulnerable population. Women were obliged to collect natural plants such as Motunda (root) and Lombi (wild plant) from the forest as the only way to survive and feed their children (as shown in Photos 7, 8 and 9). These are the only accessible food for these vulnerable population at Huila province in dry season.

The NGOs of the Project pay salaries for working for local carpenters to build/reconstruct water infrastructures, but these cannot be considered as part of a social transfer scheme for pregnant women and families with children under 5 years old. Nevertheless, the data provided by the Project reports mention that 195 people out of a total of 2.000 were receiving salaries. The MTE team was able to see this in operation in:

- Oncócua, Curota County, where 17 youth were in trained in masonry techniques during the rehabilitation of a large cement dyke built 80 years ago. New work was being planned in the area to allow for recharging the water-tables;
- Gambos, Cisterna Calcadao and its irrigation systems. The construction system had operational problems (no water and with construction defaults); and therefore, the site was unused due to lack of water for irrigation. The quality of training of masonry techniques needs to be improved.

Ind. 5.2.3 Increased utilization of adequate, diversified, safe and nutritious foods.

As expressed in Ind. 5.2.1 and 5.2.2 the capacity of nutrition government support services, the food reserves systems and other safety nets initiatives are still under diagnostic or tender process, and the social transfers were not used to improve access. As such, beneficiaries couldn't access adequate, diversified, safe and nutritious foods.

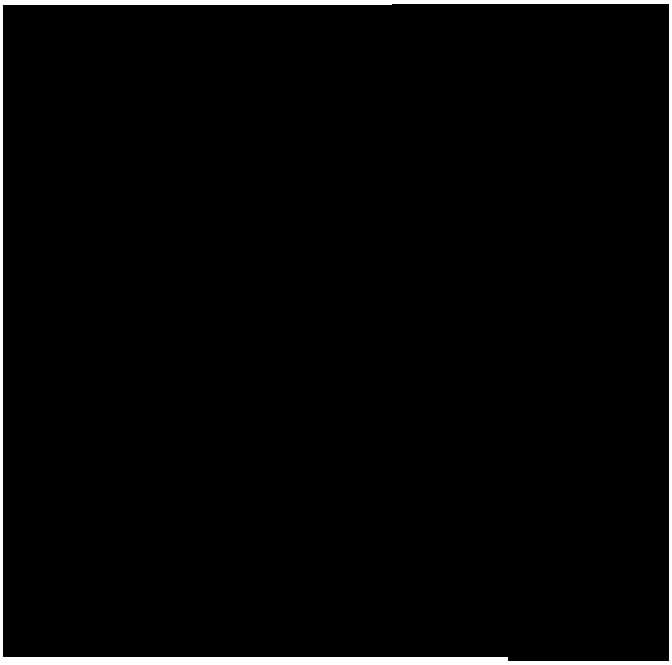


Photo 9: Cunene Province: woman with 5 children has access only to some leaves and fruit harvested from the forest. No access yet to cultivated food or social transfer schemes through Project activities

EQ 5 Efficiency	*Have the Actions' interventions delivered innovative technologies, extension methodologies (FFS), markets, nutrition sensitive agriculture, water sources rehabilitation, nutrition education and GoA capacity building activities as planned?*
JC 5.3 Increased capacity for multisector entities governance and to deliver GoA services.	**Ind. 5.3.1 Number and type of multisector governance structures develop by the Project** The Pro Doc provision for this indicator is related to Result 3.1 and Activity 3.1.1: Promote the establishment and strengthen multi-level institutional mechanisms for dialogue, coordination, monitoring and inter-sectoral planning on food and nutrition security. The defined activities to be implemented by UIC In Description of the Action are in brief: ▪ (i) To carry out a Diagnostic Study to characterize the current situation of existing institutional coordination at national, provincial and municipal levels; ▪ (ii) Contribute to the updating of ENSAN (ENSAN II) and PASAN, where the formal coordination bodies of SAN are specified, Updating ENSAN represents an opportunity for public consultation, dialogue and consensus ensuring effective inter-institutional coordination. ▪ (iii) Support the Food Security Department in promoting platforms and mechanisms for coordination, monitoring and inter-institutional planning in FNS matters at national, provincial and municipal levels; ▪ (iv) Support the Food Security Department to implement "FNS-sensitive municipalities in the intervention provinces". Moreover, the Logframe mentions the goal of 4 platforms (1 national and 3 provincial) established for coordination, monitoring and planning in food and nutrition security and resilience. According to the data provided by the UIC (see Annex 10), the Diagnostic Study and all other activities have been delayed. Therefore, until the cut-off date no activity was implemented and no platform has been developed yet. The Food Security Department is requesting[56] (instead of Diagnostics and other theoretical studies) a direct and practical support from the UIC, providing them with TA and equipment in similar way as what was done by the WFP. The only activity implemented by the UIC with the Food Security Department is the implementation of the AVSAN, which is not directly related with this Indicator. **Ind. 5.3.2 Two research station improved.** This refers to ***Activity 3.1.3. Focus to strengthen the capacities and skills of provincial and extension services in matters of sustainable agriculture, food security and nutrition***. Two research stations in the Namibe Province were included in this activity. They provide support for family farming and pastoralism, and are also expected to contribute to the implementation of ***A1.2.1 Technologies for sustainable agriculture***, ***A1.2.2 Adapted varieties and improved seeds*** and A***.1.2.3 Measures for restoration, conservation and sustainable use of soils***. The activities to be implemented by UIC in the Description of the Action are : ▪ (i) Two needs assessment done by INIAV; ▪ (ii) A training plan, provision of equipment's and technical means; ▪ (iii) Support the implementation of the capacity building and training plan, (includes on-the-job training). Two proposals for the Research Stations were elaborated (mainly by the Project staff, with minimal external support from INIAV and consultations

[56] Presential meeting with Director DSA in Luanda

EQ 5 Efficiency	Have the Actions' interventions delivered innovative technologies, extension methodologies (FFS), markets, nutrition sensitive agriculture, water sources rehabilitation, nutrition education and GoA capacity building activities as planned?
	with the Research Stations directors): the Zootechnic Research Station of Cacanda[57] and the Agriculture Research Station of Namibe[58]. Although very positive, both proposals need some improvements to be done jointly between Project staff and the Directors of each Research Station: ▪ Define jointly the equipment to be purchased: for example, a very simple drip irrigation system, a clear list of equipment to be purchased and included in the proposals as an annex; ▪ Review the trainings to be provided, going from a supply-driven approach to a demand-driven approach. The MTE team wishes to highlight the limited support provided by the INIAV, in particular the excessive dimension of the irrigation system compared to the real requirements expressed by the Director of the Agriculture Research Station of Namibe. **Ind. 5.3.3 Developed extension services in Sustainable Agric, resilience and FSN** As mentioned in previous Indicator 5.3.2, the main focus of Activity 3.1.3. is to strengthen the capacities and skills of provincial and extension services in matters of sustainable agriculture, food security and nutrition. The Project expects that technicians from provincial governments, the institutes (ISV, IDA and IDF) of MINAGRIP; and the provincial nutrition sector of MINSA and the 3 Provinces will benefit from a training program in FNS and resilience. The defined activities to be implemented by UIC in Description of the Action are: ▪ (i) Seven organizational diagnostics done for ISV, IDA, MINSA and the 3 Provincial Government; all comparing their mandate to their actual provision and capacity and identifying the needs in training and in technical resources; ▪ (ii) Provide technical and logistical means to carry out the foreseen actions in all organizations. According with data provided by the UIC (annex 10), all 7 Institutional Diagnostic have been achieved but have not yet been validated by Angolan beneficiary counterparts (ISV, IDA, IDF, MINSA and the 3 Provinces). These diagnostics were elaborated mainly by a Consultancy firm with some consultation to provincial staff: Therefore, until the cut-off date only the initial reports were presented. No other activity (training, logistical means) has been implemented. The MTE team interviewed the provincial staff in 3 provinces, and they perceive these diagnostics as difficult to understand, and they do not reflect their needs. Regarding Animal health, community health workers training and vaccination campaigns have been implemented in the provinces. Two cattle vaccination and water infrastructures are under construction, with important technical design flaws that the ISV Director of Cunene province is closely following up[59]. **Ind. 5.3.4 M&E system on FSN (SISAN).** The Result 3.2: "Strengthening the existing Food Security Department (DSA) of MINAGRIP in order to build sustainable national capacity to manage and analyse FNS data" has two main activities: ▪ Activity 3.2.1: To support the Department of Food Security which is responsible for formulating, promoting and monitoring the

[57] Needs Survey of the Zootechnical Station of Cacanda in Bibala, Namibe. UIC. November 2020.
[58] Needs Survey of the Namibe Agricultural Research Station. UIC. March 2021
[59] Meeting ISV staff in Cunene. 24/05/2021

EQ 5 Efficiency	Have the Actions' interventions delivered innovative technologies, extension methodologies (FFS), markets, nutrition sensitive agriculture, water sources rehabilitation, nutrition education and GoA capacity building activities as planned?
	implementation of FNS policies, strategies and for managing the information system for SAN (SISAN); ▪ Activity 3.2.2: Develop and implement an Information and Early Warning System for Food and Nutrition Security (SISAN). The SISAN is expected to follow up and report in due time on the vulnerability to food insecurity of households based on monitoring and analysing trends in food availability, access and use, as well as the risks and opportunities for FNS of households and communities. Relevant and timely information generated will allow authorities to make decisions. The Description of the Action makes the proposal to install the SISAN at the Food Security Department (DSA) (MINAGRIP) and includes the following components (see figure 6): ▪ A set of existing subsystems which already generate data and information that are relevant for the SAN analysis; ▪ A digital platform (software) that stores and manages the data received from the subsystems and then processes them, allowing for a cross-analysis of information on the different aspects of the SAN; ▪ Outputs (eg bulletins). The defined activities to be implemented by UIC in Description of the Action are in brief: ▪ (i) consultant, draw in detail the SISAN described in Figure 6, with an operational plan for the development of the system; ▪ (ii) Contract a long-term TA (at least one year) to support the Department of Food Security in the operationalization, development and consolidation of SISAN at central and regional levels (three intervention provinces); ▪ (iii) Develop training program for the Food Security Department team responsible for managing SISAN; ▪ (iv) Signing MoU with all the aforementioned data and information providers; ▪ (v) Support INAMET in the installation of meteorological stations, basic pluviometry and their maintenance and training. This is a very ambitious proposal which expects the Food Security Department to monitor many data sources, such as meteorological situation, agricultural, livestock and fisheries production, prices and markets, vulnerable and risk-exposed groups, nutritional and health status, water availability, food availability. However, the FSD does not have information on the implementation process, does not participate in ToR definition or in the selection of consultants[60]. According to data provided by the UIC (Annex 10), the SISAN's design is under ToRs definition and international procurement. It has already been delayed according to UIC chronogram. Therefore, at the cut-off date no major activity for SISAN was implemented. The installation of meteorological stations is at the tender evaluation stage. The six locations have been already chosen. The consultant's ToR for technical support for the installation of meteorological stations are at the initial design stage. Basic rainfall equipment are expected to be ready by September 2021. **Ind. 5.3.5 Civil protection** The activities foreseen to be implemented by UIC as listed in the Description of the Action are to take place essentially at three levels:

[60] Presential meeting with Director DSA in Luanda

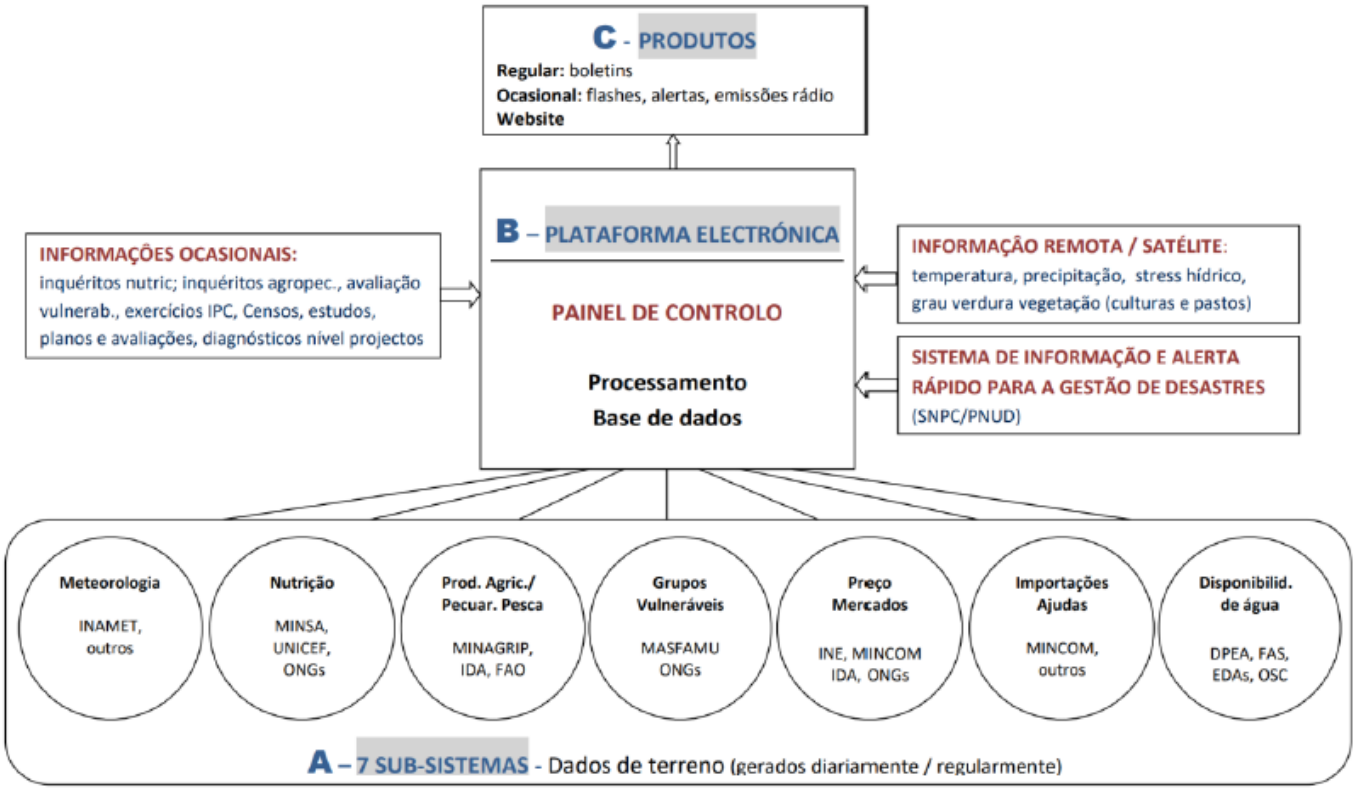
EQ 5 Efficiency	***Have the Actions' interventions delivered innovative technologies, extension methodologies (FFS), markets, nutrition sensitive agriculture, water sources rehabilitation, nutrition education and GoA capacity building activities as planned?***
	▪ (i) Strengthening the capacities of the Angola´s National Civil Protection Service (SNPC) in the three provinces; ▪ (ii) Training actions and awareness campaigns in the most vulnerable communities; ▪ (iii) Awareness-raising sessions in schools. For this purpose, the following activities are to be implemented : ▪ (i) Survey carried out by the ANEPC in the 3 provinces, which will include the preparation of training plans; ▪ (ii) training plans approved by SNPC and carried out; ▪ (iii) acquisition of the equipment foreseen for the training actions; ▪ (iv) organisation of simulation exercises in response to climate change borne disasters (droughts/floods/forest fires/locust) including the preparation of risk maps together with UNDP/SNPC, as part of the work aimed at improving resilience of vulnerable communities. According to data provided by the UIC (Annex 10), the Survey study is completed. The SNPC has already validated the report, but not yet the ANEPC. This product is already delayed and all other activities are delayed according to previous planning. The only action implemented by ANEPC is related to the acquisition (in Portugal) of pre-hospital emergency material, which have not yet been shipped to Angola. Although the UIC has had limited interaction with Provincial SNPC[61] office in Ondjiva, the SNPC has interacted directly with the ANEPC - its Portuguese counterpart with whom it confirmed having a positive collaboration. It should be noted that SNPC is an autonomous entity under the Ministry of the Interior and is not dependent of the Provincial Administration structure. For budgeting purposes, it is institutionally linked to the National Fire Brigades Authority with whom it shares infrastructures, equipment and general management running costs, which are covered by the National State Budget. The SNPC has had 4 technical meetings with ANEPC and is keen to move from "prevention" capabilities to "reaction" competencies, especially through technical assistance to firefighters training and support to operational costs concerning its digital facilities (ArcMap/ArcInfo supplied by USAID). The SNPC works with DW and the Lutheran Federation in monitoring hydrometry of surface waters of the Cuvelai River Basin. It intends to request ANEPC for drones (procurement and training) to carry out more cost-effective early warning and risk prevention actions due to climate changes that cyclically impact the Cunene River Basin (major floods 2008, recurrent locusts, lasting droughts), devastating brutally rural life (both people and cattle).
JC 5.4 Identification of factors limiting the interventions	**Ind. 5.4.1. Nº and typology of limiting factors influencing the Project.** Some important <u>external</u> factors have affected the Project implementation: ▪ Presidential election on September 2017, followed by a government change with new visions; ▪ Droughts continue to affect Southern Angola causing crop and livestock losses. Small-scale producers and their families are among the most affected population strata, and droughts have a serious impact on their income and living conditions; ▪ COVID-19: The pandemic outbreak of the coronavirus had a negative impact on the implementation of Project activities. The UIC international staff returned to Portugal during March-June 2020. Some NGOs also were restricted (COSPE) from staying in Angola. Restrictions on congregation of people had a direct negative

[61] Serviço Nacional de Proteção Civil (SNPC) de Angola

EQ 5 Efficiency	Have the Actions' interventions delivered innovative technologies, extension methodologies (FFS), markets, nutrition sensitive agriculture, water sources rehabilitation, nutrition education and GoA capacity building activities as planned?
	implication on service provision, access to essential inputs, markets, and agricultural production in general. There were other Project limiting factors related with other overall FRESAN, particularly the Component 1 for example: ▪ **FAO-FRESAN**: the delayed signature of the Contribution Agreement with the EUD and late initiation of activities at provincial level.
JC. 5.5 Budget Analysis	**Ind. 5.5.1 Project Brief Budget Analysis** The analysis of Project allocated budget (EUR 48,6 M) is done by the MTE team employing distinct assessment methods: ▪ Based on Annex 37 of the UIC reports, and considering the actual commitments, the Project has had a very low absorption rate, expending just EUR 2.827.875 at December 2020, representing almost 6% of its total budget considering a global average implementation period of 47% (elapsed time).[62]. This shows the very low efficiency in disbursements reflecting the Project global delayed implementation presented in Table 2 and 3 and Annex 10. ▪ **Financial management**: The Project is to be implemented in compliance with Portuguese public finance legislation with highly rigid disbursement norms. Based on existing disbursement and foreseen expenses, the MTE team was informed by the Project Funds Manager that - at the present absorption rate - the total budget could end up with a positive balance of circa 30-35%. ▪ **Technical management**: The UIC employs technical staff that do not have the professional experience for a project of this complexity and size, reflected in an inefficient way to allocate the financial resources of the Project. It was expected to set-up, launch, coordinate and contract grants (EUR 24,6 M), as well as undertaking direct management of procurement of services, goods and works. The fact that Camões I.P was not able to recruit (through a HR company) highly skilled experts should be a "lesson learned" for the EUD on such future endeavours. The evaluation of the above premises shows the limited efficiency of the Camões, I.P. in the administration of project´s activities capable of a smooth and timely execution of the Action Plan of the Project, causing important delays and insufficient deployment of the Project actions on the ground. The MTE team believes that, without major alterations, the Project is facing serious constraints to deliver: ▪ (i) Full budget absorption; ▪ (ii) Total implementation of all objectives and indicators; ▪ (iii) Create solid foundations for technical empowerment by national authorities and beneficiaries; ▪ (iv) Attain real conditions capable to guarantee the Project's sustainability and be perceived as a "value for money" reference.

[62] Camoes I.P. also includes in their analysis the future commitments (mainly contracts with Portuguese Partners and the full amount of NGOs grants allocation) and raises to EUR 17.566.335 (36 %) in the same 47 % of the implementation period.

Figure 6: Components of the Information and Early Warning System for Food and Nutrition Security (SISAN)



2.4 Effectiveness

EQ 6 Effectiveness	*Are the Action's interventions encouraging a positive and diversified food supply and use by final beneficiaries including improved access to water?*
JC 6.1 Increase in food crop and livestock, production of project beneficiaries.	▪ Ind. 6.1.1 Incremental production, productivity (mt/ha, %) by beneficiaries (if data is available) ▪ Ind. 6.1.2 Increase production stability (if data is available)
JC 6.2 Increase farmer access to water for irrigation, cattle and human consumption.	▪ Ind. 6.2.1 Incremental availability of water (lts) due to the Project actions (if data is available) ▪ Ind. 6.2.2 Number of beneficiaries with improved access to water due to the Project actions ▪ Ind. 6.2.3 Stability in access to water due to Project action.
JC 6.3 Access to affordable food to beneficiaries.	▪ Ind. 6.3.1 Incremental household Income from local initiatives, value chain and new markets (Nº, %) (if data is available)

EQ 6 Effectiveness	*Are the Action's interventions encouraging a positive and diversified food supply and use by final beneficiaries including improved access to water?*
JC. 6.4 Increased use of nutrition-dense foods.	▪ Ind. 6.4.1 % Months without hunger reported by beneficiaries (if data is available) ▪ Ind. 6.4.2 Minimum Dietary Diversity (MDD) (if data is available)
Judgement criteria	**Findings (per indicator)**
EQ 6 Introduction and conclusion	The evaluation of the Project's effectiveness is based on the Project document, the logical framework, UIC reports, and Annex 9 "State of Progress of the Activities of the 3 Components of the Project", elaborated by UIC and validated by the MTE team with field spot verifications. The Project started in May 2018 and has been running for 35 months (the evaluation cut-off date is 26/04/2021). The Project has not been able to deliver any of the indicators presented in EQ 6 (6.1, 6.3 and 6.4), partially due to the incidence of COVID pandemic, but mainly due to the lack of pragmatic methodology and an adequate technical agricultural approach to the local FSN conditions. The Project is mandated to enable increased food availability in a continuous way over time through better productivity of family farming; and better access to food by increasing the economy of households. But diverse constraints (including COVID) have limited the necessary progress, preventing the Project to achieve better productivity and food access for beneficiary families. It is important to reiterate that food production is one of the main purposes of the Project. The adoption of suitable agricultural practices provided by the FFS system is expected to gradually drive-up household smallholder production and productivity, providing Project beneficiaries with both an increased/diversified diet, as well as income and improved resilience. If these outcomes are not achieved in tangible terms, the whole Project´s effectiveness is questionable Increasing productivity and farmers' income, under the conditions of Southern Angola, and with the assumption of applying best possible technical solutions and methodology, is a process requiring several years of implementation. The Project document has not addressed such requirements, failing to propose technical packages and methodology and setting unrealistic indicators in the logical framework. Given the harsh conditions in Southwest Angola, the MTE team considers that certain constraints should have been more clearly addressed into the Project formulation document, linked to realistic logframe indicators.
JC 6.1 Increase in food crop and livestock, production of project beneficiaries.	**Ind. 6.1.1 Incremental production, productivity (kg/ha, %) by beneficiaries (if data is available).** No data available for this indicator, as no production exists yet at farmer level as a direct result of the project. **Ind. 6.1.2 Increase production stability (if data is available).** Production stability is one pillar of Food Security and Nutrition system[63]. It refers to the ability to produce food over time without transitory and/or seasonal instability, due to natural disasters] and droughts which can result in crop failure and decreased food availability. It is also related to the concept of resilience when an intervention focuses this issue. No data available for this indicator as no production exists yet at farmer level as a direct result of the project.
JC 6.2 Increase farmer access to water for irrigation, cattle and human consumption.	**Ind. 6.2.1 Increased availability of water (lts/person/day) due to the Project actions (if data is available).** No incremental water availability exists due to Project action yet. This data is not collected by NGOs. **Ind. 6.2.2 Number of beneficiaries with improved access to water due**

[63] The four pillars of food security are availability, access, utilization and stability.

EQ 6 Effectiveness	*Are the Action's interventions encouraging a positive and diversified food supply and use by final beneficiaries including improved access to water?*
	to the Project actions No number of beneficiaries available, with improved access to water due to Project action. Although some infrastructures are in place or almost finished, this information is not collected by the Project yet. **Ind. 6.2.3 Stability/continuity in access to water due to Project action.** This indicator reflects if the Project improves the continuity or not of the water service provision to beneficiaries. Some examples such as Cisterna Calçadão has very limited continuity providing access to water. No incremental stability in access to water exists due to Project action yet. This data has not been collected.
JC 6.3 Access to affordable food to beneficiaries	**Ind. 6.3.1 Incremental household Income from local initiatives, value chain and new markets (%)[64] (if data is available).** The following activities are related with 1.3.2 Support (with investment, training and technical assistance) local food processing, preservation and transformation initiatives; and 1.3.3 Support to food producers in the establishment of marketing channels and networks. The Description of the Action makes the proposal: ▪ (i) A diagnostic study on existing processing, preservation and transformation processes and their potential; ▪ (ii) Develop local initiatives, including capacity building, provision of materials and equipment to process, preserve and cook food (for example, processing, cooking and preserving dairy foods, drying meat and larvae, fish farming, fish smoking and frogs; ▪ (iii) The same related with a market study with the compilation of surveys and characterization of proximity markets. According to data provided by the UIC (Annex 10), both studies are at the stage of proposal evaluation. Both outputs are already delayed and all other activities are delayed as well. Only some punctual activities are under implementation by NGOs. No direct action implemented yet, therefore no incremental household data about income exists.
JC. 6.4 Increased use of nutritious food	**Ind. 6.4.1 % Months without hunger reported by beneficiaries (if data is available).** No data available for baseline nor for target. **Ind. 6.4.2 Minimum Dietary Diversity (MDD) (if data is available** No data available for baseline nor for target.

[64] Note: the meaning of this "incremental" is a percentage of increase; for example, 100 to 110, the incremental value is 10%

.

EQ 7 Effectiveness	***Are the Action's interventions improving target beneficiaries' resilience and capacitated GoA, Provinces and Local Administrations to respond to food insecurity, malnutrition and climate change situations?***
JC 7.1 Improved resilience adapting to the effects of environmental degradation, and climate change.	▪ Ind. 7.1.1 Nº beneficiaries adopting integrated technologies and climate-smart practices (if data is available)
JC 7.2 Improved national capacities to combat food and nutrition insecurity and climate change adaptation.	▪ Ind. 7.2.1. Robust policies and strategies related to food security and nutrition developed by GoA with technical support of the Project ▪ Ind. 7.2.2 Food & Nutrition Security Information System (SISAN) established and Early Warning System in place
Judgement criteria	**Findings (per indicator)**
JC 7.1 Improved resilience adapting to the effects of environmental degradation, and climate change.	**Ind. 7.1.1 Nº beneficiaries adopting integrated technologies and climate-smart practices (if data is available).** The resilience of a population concerning food and nutrition insecurity is a necessity to respond to environmental shocks (drought, floods, pests). Resilience should not just on a seasonal basis. It depends on variables such as rural poverty, availability of productive resources, residual quality of the natural resource base (soil, flora and fauna) and the entrepreneurial spirit of a given community. Resilience strategies built into the Project are intended to reduce and adapt livelihoods to the impact of climate shocks. The goal is to raise the levels of preparedness for and response to food and nutrition insecurity events. The activities to be implemented by UIC in Description of the Action for Result 1.2. "Innovative technologies and suitable methods for family farming disseminated to enhance the productivity and resilience of agricultural and livestock systems" are: ▪ (i) Conduct a diagnostic study to characterize the knowledge, practices and techniques in use in family agriculture and pastoralism; ▪ (ii) Training programs on improved traditional practices and training sessions for producers carried out; ▪ (iii) Provision of services and delivery of production factors delivered. According to the data provided by the UIC (Annex 10), the diagnostic study would be ready by the end of 2021. All the activities are already delayed, and the UIC does not suggest a proposal for improved practices to be implemented. The technological contribution of INIAV is not visible. The NGOs implements several proposals in a partial and isolated way. The UIC has not evaluated the NGOs implemented activities or their coherence. Ultimately the IUC depends on what the NGOs are implementing. The lack of technological package is one of the main constraints of the Project and one of the reasons of its low effectiveness.
JC 7.2 Improved national capacities to combat food and nutrition insecurity and climate change adaptation.	**Ind. 7.2.1. Robust policies and strategies related to food security and nutrition security developed by GoA with technical support of the Project.** The Activity 3.1 1 contributes to the updating of ENSAN (ENSAN II) and PASAN. The defined activities to be implemented by UIC in Description of the Action are in brief: ▪ (i) 1 Diagnostic study; ▪ (ii) Report of the meetings and evolution of the ENSAN II update; ▪ (iii) Typology of defined and streamlined platforms and mechanisms;

	▪ (iv) Municipal Plans including SAN actions. According with data provided by the UIC (annex 10), the diagnostic study is planned for the end of 2021. No other activity has been implemented, and therefore all outputs are already delayed. Therefore, it can be seen a very low effectiveness. **Ind. 7.2.2 Food & Nutrition Security Information System (SISAN) established and Early Warning System in place.** This indicator is related to the following activities: ▪ Act 3.2.1: to support the Department of Food Security which is responsible for formulating, promoting and monitoring the implementation of FNS policies, strategies and for managing the information system for SAN (SISAN); ▪ Act 3.2.2: Develop and implement an Information and Early Warning System for Food and Nutrition Security (SISAN). The SISAN is expected to follow up and report in due time on the vulnerability to food insecurity of households based on monitoring and analysing trends in food availability, access and use, as well as the risks and opportunities for FNS of households and communities. Relevant and timely information generated will allow authorities to make decisions. The Description of the Action makes the proposal to install the SISAN at the Food Security Department (DSA) (MINAGRIP). The defined activities to be implemented by UIC in Description of the Action are in brief: ▪ (i) Consultant, draw in detail the SISAN described in Figure 6, with an operational plan for the development of the system; ▪ (ii) Contract a long-term TA (at least one year) to support the Department of Food Security in the operationalization, development and consolidation of SISAN at central and regional levels (three intervention provinces); ▪ (iii) Develop training program for the Food Security Department team responsible for managing SISAN; ▪ (iv) Signing MoU with all the aforementioned data and information providers; ▪ (v) Support INAMET in the installation of meteorological stations, basic pluviometry and their maintenance and training. It is a very ambitious proposal which expects the Food Security Department to monitor many data sources such as meteorological situation, agricultural, livestock and fisheries production, prices and markets, vulnerable and risk-exposed groups, nutritional and health status, water availability, food availability. However, the FSD does not have information on the implementation process, does not participate in ToR definition or in the selection of consultants[65]. According with data provided by the UIC (Annex 10), the SISAN design is under ToRs definition and international procurement. It is already delayed according with UIC chronogram; and all other activities are delayed. Therefore, until the cut-off date no main activity for SISAN was implemented having a very low effectiveness. The installation of meteorological stations is at the tender evaluation stage. The six installation locations have already been selected. The consultant ToRs for technical support for the installation of meteorological stations are at the initial design stage. Basic rainfall instruments are expected to be installed by September 2021.

[65] Presential meeting with Director DSA in Luanda

2.5 Sustainability

EQ 8 Sustainability	*Are the Action improvements likely to remain beyond the period of implementation (beyond 2024)?*
JC 8.1 Evidence of sustainability.	▪ Ind. 8.1.1. The Project interventions show evidence of sustainability from reports, surveys and field verification
Judgement criteria	**Findings (per indicator)**
JC 8.1 Evidence of sustainability.	**Ind. 8.1.1. The Project interventions show evidence of sustainability from reports, surveys and field verification.** The Project Document and progress reports show some assumptions and optimism regarding the possible sustainability, based on the expected results of FFS, NGO activities, and capacity building actions under the Component 3. However, no evidence is contained in the Project reports about sustainability and/or the existence of exit strategies. According to field verifications, the implementation of Component 1 is limited, with no adequate input from INIAV. It is only carried out through NGOs, with a FFS methodology providing insufficient inputs and water access. Sustainability is based on the assumption that FFS will be sufficiently empowered to continue their activities on their own, with the support of the GoA extension system. It is also assumed, following the principle of "learning-by-doing", that farmers involved in FFS would replicate in their own farms the successful techniques developed in the FFS. This would also provide a ground for the sustainable outcome of the FFS. Unfortunately, most of the time this doesn't happen in reality. GoA Extension systems don't have the resources to follow up these new groups and replication of FFS techniques in the farms is limited. However, according to a systematic international review of evidence on FFS implementation results[66] (based on the analysis of 71 FFS impact evaluations in 25 countries): ▪ The evidence of positive effects on agricultural outcomes is largely limited to short-term evaluations of pilot programmes; ▪ Agricultural yields increased and income was estimated among FFS participants, by 13 % and 19% over comparison with other farmers; ▪ There is no evidence in differential knowledge with neighbouring non-participant farmers; ▪ There is no evidence of FFS effects more than two years after training. Indeed, the MTE team has noted in other countries that a large proportion of the Farmers Field Schools ceased to function when the link with MT and the external assistance ends; unless a close and strong supervision system is implemented by the Government Extension service or other organization to continue the process. Also, the MTE has noted that usually the replication process (cascading or trickle-down effect) constitutes only an assumption which is not seen in the field. Hence, the MTE Team wishes to alert the EUD, the Camões I.P. and the GoA about the fragility of the "FFS model", and the lack of attention provided by the Project to the extension service that needs critical support to remain fully operational. Moreover, the FFS are expected to be monitored and supported by the extension services after the end of the Project without any additional resources, which is very unlikely to happen. Interviews with Provincial Vice Governors and several meetings with provincial technical staff in the 3 Provinces[67] addressed the issue of lack of GoA ownership for the sustainability of the Project results. GoA ownership is limited and no budget allocation has been foreseen to develop additional

[66] Farmer Field Schools for Improving Farming Practices and Farmer Outcomes: A Systematic Review Waddington, H, et al. Campbell Systematic Reviews 2014
[67] Meetings with Vice Governors, agronomical, veterinary and climate change staff in the 3 Provinces: Huila, Cunene and Namibe.

EQ 8 Sustainability	Are the Action improvements likely to remain beyond the period of implementation (beyond 2024)?
	activities. Actually, with their limited State Administration budgetary resources, the extension services have difficulties to monitor the NGOs activities implemented in their Municipalities. **Therefore, there are serious doubts regarding the sustainability of the Project activities at farmer level after the end of the project[68].** The Project is supposed to assist the services participating in project activities by facilitating transport, organizing joint missions with project staff to communities, providing equipment, trainings, etc. As already seen at Ind. 5.3.3, at this stage the Project is mainly doing diagnostics without any provision yet or action. In parallel, the FAO-FRESAN[69] is implementing FFS linked with MINAGRIP. The PRODOC's exit strategy of the FAO-FRESAN project foresees that "*during the last year, activities will largely focus on building future sustainability. Each FFS will develop a plan to ensure their continuation after the end of the FAO-FRESAN project, seeking commitments from public institutions and strengthening planning and organizational capacities. Provincial and municipal extension services will be involved in the FFS monitoring, impact assessment, evaluation and support activities".* Something which does not seem realistic to the MTE team without additional budget from the GoA. The main exit strategy could be improved by (i) providing Project supports to IDA and ISF extension service within the 3 provinces, (ii) initiating proactive and efficient coordination with provincial staff and actual projects in the Southern provinces supported by SAMAP, MOSAP, SREP and FAS to reinforce the extension services and generate resources for provincial services. A greater GoA ownership of the Project activities will be necessary, as well as new budget allocation to develop new activities and maintain the actual structures. Similar conclusions can be drawn for other activities. Per example, the Project will provide new and modern meteorological stations that demand a reliable access to internet connection. However, the payment of internet charges after the Project's end has not been anticipated, and the entity responsible for the maintenance and operation of the stations has not yet been designated. All these issues are threatening the sustainability of the Project activities. A proactive Project management and preliminary consultations with the relevant GoA agencies could have helped to address these issues.

.

2.6 Impact

EQ 9 Impact	Are the Action's interventions contributing so far to reduce hunger, poverty and vulnerability to food and nutrition security in Southern Provinces of Angola?
JC 9.1 Evidence of quantitative measures for main indicators.	▪ Ind. 9.1.1. Extent of progress to date against targets
JC 9.2 Evidence of extent to which Action interventions have contributed to Overall Objective.	▪ Ind. 9.2.1. Extent to which the Project contributed to reduce hunger and poverty ▪ Ind. 9.2.2. Extent to which the Project contributed to Food and Nutrition Security

[68] This is the view expressed to the MTE team by all the Governmental staff at all level, including by some Project's NGOs staff.
[69] FAO Description of the Action. 01/12/2019.

EQ 9 Impact	***Are the Action's interventions contributing so far to reduce hunger, poverty and vulnerability to food and nutrition security in Southern Provinces of Angola?***
Judgement criteria	**Findings (per indicator)**
JC 9.1 Evidence of quantitative measures for main indicators.	**Ind 9.1.1. Extent of progress to date against targets.** All Implementing Partners of the FRESAN Programme, the Camões I.P, FAO and UNDP Projects contribute to the FRESAN's Overall Objective: "Contribute to reducing hunger, poverty and vulnerability to food and nutritional insecurity, through the sustainable strengthening of family farming in the southern provinces of Angola most affected by climate change". The Project[70] is articulated through three components: ▪ Strengthening household resilience in the context of climate change; ▪ Improve food consumption, food quality and access to water for the vulnerable rural population; ▪ Compile and reorganize information and coordination mechanisms on food and nutrition security and climate change. At this stage (MTE cut-off date 26 April 2021) there is no data available for the two indicators of the Overall Objectives (table below) to evaluate the impact of the Project. The impact should be documented in the future with evidence on sustainable improvement of agricultural production and the establishment of FSN outcomes in the project intervention zones. However, such development process goes beyond the lifespan of the Project, taking at least 5-10 years to achieve a substantial impact on INSAN and malnutrition. Consequently, it is unlikely to observe quantifiable results and impact outcomes in the three years left for the Project implementation. ***Table 4: The Project Overall Objective Indicators*** The COVID-19 crisis has caused a marked slowdown in Project execution since March 2020. Despite possible future limitations in Project implementation due to the persistence of constraints linked to the COVID pandemic, the MTE team believes that sufficient conditions could be put into place to allow Camões I.P. to take necessary steps to improve the Project design and its implementation. However, the absence of any proactive action in this direction should not be accounted to the limitation imposed by the COVID. The Project still has time and resources: ▪ To consider the selection of a new Technical Partner with expertise in rural development in Angola, to replace the INIAV; ▪ To increase the performance of Portuguese technical partners,

Project Overall Objective Indicators	*Baseline*	*Actual Value*	*Targets*
	May 2018	*April 2021*	*By End of Programme*
1. Prevalence of vulnerability to InSAN in project intervention zones, (by gender)	AVSAN/RIMA 2021. To be calculated	No data available	Not defined
2. Prevalence of chronic malnutrition in children < 5 years old	*Huila: 44% *Cunene:39% *Namibe:34%	No data available	35% reduction in intervention zones
Source: FRESAN Logframe Addendum 1. 2020			

[70] The Project Logic Frame Addendum 1. June 2020.

EQ 9 Impact	*Are the Action's interventions contributing so far to reduce hunger, poverty and vulnerability to food and nutrition security in Southern Provinces of Angola?*
	including the mobilization of their staff in Angola; ▪ To undertake improvements and readjustments in UIC staff (in both Portugal and Angola), including the replacement of the General Coordinator with more experienced and senior Coordinator. The MTE team recommends appointing the person in charge for the supervision of NGOs (presently based in Lisbon) to the UIC in Lubango, allowing better supervision of NGOs in the field; ▪ To review the Project's expected results with the GoA institutions (during PSC), in order to define the best commitments and actions to be taken by the GoA to ensure greater sustainability and impact for the Project; ▪ To cancel the call for proposals for NGO grants to improve their "value for money" performance, because UIC's capacities to monitor and coordinate NGOs activities is limited; ▪ To realistically review the results to be expected in 2024. To the MTE team's opinion, important changes to the Project are needed. The Camoes I.P. will have to be proactive to implement the proposed changes presented in various part of this report. Failing this proactive action, the MTE considers unlikely for the Project to have any important impact (production and income), commensurate with the EU funding, in the three years left for its execution.
JC 9.2 Evidence of extent to which Action interventions have contributed to Overall Objective.	**Ind. 9.2.1. Extent to which the Project contributed to reduce hunger and poverty.** **The Project** is focused primarily on Food Security and Nutrition, but has not yet contributed in real terms to its main purpose of (i) increasing production, (ii) securing an income, and (iii) reducing hunger and poverty. **Ind. 9.2.2. Extent to which the Project contributed to Food and Nutrition Security.** As explained above, the Project is still building up its own implementation processes, and has not yet contributed substantially in increasing production and incomes to achieve Food and Nutrition Security.

2.7 Cross cutting issues

EQ 10 Cross Cutting issues	*Have gender, environment and climate change issues been taken into consideration in the Action intervention design and implementation?*
JC 10.1 IPs interventions have addressed gender, youth and climate change issues.	▪ Ind. 10.1.1 Gender, environment and climate change issues embedded in the designs. ▪ Ind. 10.1.2 Evidence that gender, environment and climate change issues have been addressed properly under implementation.
Judgement criteria	**Findings (per indicator)**
JC 10.1 IPs interventions have addressed gender, youth and climate change issues.	**Ind. 10.1.1 Gender, environment and climate change issues embedded in the designs.** Gender has been satisfactorily considered into the design of Project concept[71] as smallholder subsistence female farmers are highly vulnerable to food insecurity, being the main target of the Project and focusing on their livelihood improvement. It is estimated that in Angola, almost 70% of full-time smallholder farmers are women engaged in subsistence agriculture. As such, the Project is expected to generate income, employment, value addition and entrepreneurial opportunities for women-headed and youthful households. New technology packages are

[71] The Project Logic Frame Addendum 1. June 2020.

EQ 10 Cross Cutting issues	Have gender, environment and climate change issues been taken into consideration in the Action intervention design and implementation?
	expected to be adapted to the needs of women. The Project Action Document gives particular attention in the design of Component 1, namely to issues such as environment and climate change adaptation. The impact of climate change accentuates land and forest degradation, leading to high vulnerability to natural disasters, in particular floods, and droughts that also increase bush fires opportunities. Climate-smart agricultural practices, including agroforestry and addressing soil fertility and land degradation, are focal areas of the Project that are retained to address the semi-arid climate reality of the majority of the physical land mass of the 3 provinces of Angola South West region. Climate change and agricultural sustainability are addressed in the Overall Objective, including in the design of actions, and reflected in activities related to climate-smart agriculture, integrating the environment into agricultural development, disaster risk reduction, and climate change adaptation through the introduction of climate-resilient technologies such as drought and flood tolerant varieties. The Project and IPs logframes have several indicators that are sex-disaggregated. **NGOs[72]:** Access to resources, services (including extension and training), empowerment and female participation in leadership and decision-making were addressed in the design. Female participation in FFS is expected to lead to more decision-making capacity, participation, group formation, and improved resource access. FFS integrates women and youth to participate as decision-makers in their communities. Both groups are targeted in the intervention designs. Furthermore, although women are often overloaded with work (farm work, family tasks, childcare), they usually participate as a way to be integrated in a group and having the possibility to get some knowledge to improve their families' quality of life. The crosscutting issues of women empowerment and climate change were integrated in the design of the NGOs proposals. To the extent possible, key indicators are disaggregated by sex and age category throughout the Project, to capture progress for women and youth. Women are both vulnerable populations and producers/distributors of food within and outside rural households. Although women have a very important role in the food and nutrition domain, including family feeding, motherhood, childcare and income-generating activities, they are often not wholly involved in household decision-making. **The Nutrition Sensitive Actions:** Specific Objective 2 of the Project Component 2 seeks "to achieve optimal nutrition for women of childbearing age, adolescent girls, infants and young children in the targeted communities". Aside from impacting the key economic activities of agriculture and livestock production, climate change affects negatively the health status and welfare of poor rural communities. The Project complements measures to promote nutrition security with water, sanitation and hygiene interventions concentrated on water supply, for human and cattle consumption and behavioural change in food preparation, mother and child health care.
	Ind 10.1.2 Evidence that gender, environment and climate change issues have been addressed properly under implementation According to progress reports and MTE team findings from focus groups and key respondents, the crosscutting issues of gender, environment and climate change have been carried out through to the implementation of the following activities: **FFS related with NGOs grants:** The MTE team, during its field visits, was able to verify that women and youth are included in the project, with

[72] NGO proposals for CfP

EQ 10 Cross Cutting issues	*Have gender, environment and climate change issues been taken into consideration in the Action intervention design and implementation?*
	a high percentage of women participation into FFS activities, elected by their village peers to positions ranging from president of local associations or treasurers to leaders of working teams. Most of the interventions in which the NGOs participated comprised mixed groups of men and women, including youth, although women were more represented than men. **Therefore, the Project provides an inclusion space for women, in which they find peer group support and recognition as contributing members of their community.** As well as their household responsibilities, women are well represented in several livelihood groups as a response to low activity of their husbands (who sometimes do not have paid employment) and often take permanent or seasonal work in neighbouring provinces or by working on transhumance tasks. **FFS related with FAO-FRESAN**: Although none of the FFS are functioning, something similar can be expected as part of the methodology used with subsistence farmers. Moreover, FAO is including the curriculum of Master Trainers with a simple technological package to increase production, and also including climate change adaptation in the FFS through developing a participatory community hazard (pest, disease, drought, floods) assessment with the farming communities. **Mother-Child Outreach programme**: It is a valuable pilot experience implemented by the NGO CUAMM (Doctors for Africa) in Cunene Province. It supports the Chiulo Hospital to screen out children (6 - 59 months old), detect stunting and Severe Acute Malnutrition (SAM) and carry out mother-children vaccination. Mobile brigades detect undernourished children[73] in the villages. This approach could serve as an inspiration for other initiatives implemented with the MINSA, in other Municipalities of Cunene and other provinces. **Climate Change**: The Project is being technically supported by IPMA on this matter. Following an interview with the Director General of INAMET (its Angolan counterpart) the actual collaboration, despite severe delay in its implementation, is considered helpful. According to IPMA´s Director of the Division for Climate Change, procurement of the 6 automatic agro-meteorological stations (2 per province) is being carried out and will help creating the foreseen national agro-climatic platform, which will also have impact on SNPC activities. Initial conversation between MCTA and the Project started 2 months ago with not clear results. MCTA requested some software and hardware but have not received any feedback[74]. The MTE team believes that the future approach to monitor agro-climatic data should be based on “river basins”, such as the Cuvelai, the Cunene, the Caculuvar or the Curoca and their specific watershed characteristics, thus reflecting INAMET and IPMA vision of geophysical planning.

[73] Identified through the Middle Upper Arm Circumference system (MUAC) procedure
[74] Interview with [redacted], Director of Climate Change, Focal Point of FRESAN

3 CONCLUSIONS

Below are presented the conclusions of the Mid-Term Evaluation of the Camões I.P. Project:

Conclusion 1: The Project 's objectives are relevant and coherent with the identified problems, but its implementation design is overly complex
The Project is aligned with EU and GoA objectives, focusing on food production increase, nutrition security and reducing vulnerability to climate change and rural poverty. The Project objectives are consistent with the Food Security and Nutrition programmes of the European Union and reflect the GoA policies. The MTE team´s issue was to grasp how the development paradigms were interpreted and priorities given in the Project´s Action Plan being evaluated. Indeed, the logic of intervention has to a certain extent, been lost by Camões I.P. and the UIC, during the formulation of the Project Action Plan and throughout the implementation process, which was weigh down by the COVID pandemic. The result is a very complex and bureaucratic, difficult to implement list of 99 activities spread over the 3 components with limited success of achieving the expected results, thus raising concerns about its “value for money” and poor disbursement ratio. The Project design has identified a set of problems (production, nutrition, water, institutional, etc.), but did not present the “practical methodology” to solve it. This may explain the large number of studies, assessments and “diagnostics”; which led to an overdependence on Portuguese Technical Partners´, Technical Assistance inputs and NGOs field experience. These limitations have led to a lacking of a clear and overall vision on FSN issues in Southwest Angola. The Project design has a poor degree of coherence with the Paris Declaration on Aid Effectiveness (2005). The ministerial departments and provincial services involved in the Project were consulted, but do not participate in decisions-making meetings, which are taken mainly by Camões, I.P. in Lisbon. All in all, the Project suffers from the poor “operational flexibility” resulting from the mandatory legal obligation of Camões I.P. to implement the Project in strict compliance with Portuguese public finance management norms and regulations, often leading to time-consuming processes.

Conclusion 2: The Project formulation was tentatively based on a multidimensional and multisectorial approach to Food Security and Nutrition; but implementation is fragmented and implemented mainly by NGOs without an integrated overall view of SAN
The Project document (Descrição da Ação – Annex I to the Delegated Agreement – Version July 2020) refers to the need of a multidimensional and multisectorial approach to Food Security and Nutrition. However, its design has fragmented actions being implemented mainly by NGOs without an integrated overview of SAN problematic issues. The Project is implementing a “micro approach” in contrast to a territorial (provincial-level)

approach, capable of stimulating a working environment, hand-in-hand, with relevant provincial technical staff.

The existence of too many national and international partners and stakeholders entails an obvious need for coordination of implementation a must.

Conclusion 3: The Project has a very low efficiency / effectiveness in implementation

The Project has been running for 35 months, but little was achieved in the first 2 years following the signature of the Delegation Agreement in May 2018. The redesign phase only began after the endorsement of the Addendum nº 1 by the 1st PSC late in 2019, and formally approved after 7 months (July 2020). This indicates operational shortcomings of Camões I.P. management capacity to respect critical project timing.

Due to the COVID pandemic, there has been little time to implement activities, and limited tangible results can be seen at the MTE mission's cut-off date.

As a result, 79 % of the activities of the 3 components are delayed in implementation regarding the planned schedule of UIC new Action Plan contained in the Addendum nº1. The UIC is late in the majority of the project´s activities, and the Project's implementation calendar needs to be readjusted. Furthermore, at the cut-off date, only 3 outputs have been fulfilled out of 12, only 31 % had some degree of achievement and 41 % had no advancement at all.

Although some activities are in progress, the Project has not yet contributed substantially to increase food production, crop and livestock productivity, food supply (availability), access to nutritious and diversified food, access to potable water and institutional strengthening despite two years of operations and the disbursement of EUR 2.8 M.

Therefore, it has very low ratios of efficiency and effectiveness to show up at the MTE mission's cut-off date.

Conclusion 4: The Project has a very low absorption capacity and needs to improve the implementation rate

The Project has had a very low absorption rate, with disbursements registering EUR 2 827 875 at end of December 2020, representing almost 6% of its total budget spent over 47% of the Project´s global implementation period.

As such, without major improvements, the Project is bound to be incapable of reaching full budget absorption and total implementation of the contracted budget. This raises the question of "value for money" of the Project ongoing execution and, thus, demands the revision of its Action Plan and implementation calendar.

Conclusion 5: Lack of coordination, managerial and technical skills are one of the major constraints and limitations of the Project

The MTE team assessment of UIC Angola-based senior staff revealed that (i) the Acting General Coordinator did not have the required senior profile usually applied in the EDF for similar project (at least 15 years of professional experience, with at least two similar projects successfully managed), and (ii) that none of the Deputy Coordinators in Cunene and Namibe had FSN field-level experience in accordance with the important budget available.

Furthermore, the Annex B "Terms of Reference" of the Project document did not contain detailed specifications in terms of professional background and years of experience required for each UIC position, and only indicates the overall tasks for 5 Key Experts (General Coordinator, 3 Deputy General Coordinators and Funds Administrator).

Another lack of coordination with GoA is seen on UIC´s organisational structure, with an overlapping of UIC 3 Lisbon-based staff tasks with Lubango-based staff: (i) the Project Manager and the General Coordinator, (ii) the Grants Manager and the Grants Expert, (iii) the Financial Assistant and the Funds Manager. The 4th Lisbon-based expert – the Legal Assistant – should not be considered a full-time position, but a retained advisory expert paid against timesheets.

This duplication is not conducive to dynamic implementation of project´s activities. The MTE team had difficulty to perceive the technical added value of the Lisbon-based staff, except for some administrative and backstopping logistic support – a limited contribution compared to the actual work undertaken in Southern Angola.

Indeed, the UIC organisational network dilutes the already limited management capacities of UIC staff. Hence, the MTE team recommends:

- To recruit an experienced Project Coordinator, with proven leadership and global

executive vision to champion the Project at both the political (through the PSC) and the Operational (through the PTC) level. The newly recruited General Coordinator should have practical and field experience in the implementation of at least two projects in the area of FSN and Rural Development in Africa. Addressing these concerns urgently will improve the functioning of the Project, aiming at introducing a short-, medium- and long-term vision;

- To address the imbalanced design between Component 2 (with many technical staff related to nutrition, health, community development in UIC Angola and Portugal) in comparison with Component 1 (the basic component at initial stage for any FSN project), which is critical to deliver solutions for subsistence farming, low productivity, continuous droughts and periodic hunger;
- To make better use of the Provincial civil servants with agriculture and veterinary background and knowledge of Angola realities. Indeed, it seems that their current technical contributions to the Project may result from the limited understanding of technical by the UIC Coordinators themselves about key agronomic, livestock and water issues.

Conclusion 6: The expected synergies by design are of little significance

The Project management staff has taken few initiatives to initiate or coordinate synergies with other interventions identified in the Description of the Action in the provinces, except for the specific coordination carried out by NGOs at municipal level. The UIC doesn't appear to have the needed leadership to do it.

Conclusion 7: The Project is constrained by operational gaps at different levels

The complex set-up design of the Project organisational chart, coupled with multiple technical and implementing partners is exacerbated by UIC limited management skills and coordination capacity, has proven to be confining such a large and complex undertaking. This situation has contributed to a fragmented implementation and existence of several gaps that must be resolved, such as:

The complex set-up design of the Project organisational chart, involving a total of 32 staff (technical, administrative and support) based in 3 different offices (one in each province) coupled to its multiple technical and implementing partners is exacerbated by UIC limited management skills and coordination capacity. This constraint has proven to be limiting factor to such a large and complex project. This situation has contributed to a fragmented implementation and the emergence of the following gaps that need to be resolved:

- Shift the majority of the Project´s staff vision from activity-oriented to a focus on results- or outcome-oriented.
- Technical Working and Coordination Groups meetings that are perceived as positive by Provincial staff, but would appreciate a more focused agenda with tangible results;
- The Technical Partners and NGOs are often not perceived by GoA senior staff as being supportive in terms of decision-making processes, implementing activities and ownership to carry them until the Project´s end. This is limiting the UIC´s capability to ensure Project´s sustainability while empowering national beneficiaries;
- The Technical Partners and NGOs are often not perceived by GoA senior staff as being supportive in terms of decision-making processes, implementing activities and ownership to carry them until the Project´s end. This is limiting the UIC´s capability to ensure Project´s sustainability while empowering national beneficiaries;
- The contributions of the Portuguese Technical Partners that have been unbalanced. It is necessary to assess to which extent their continuity is justified. This is particularly the case with INIAV, due to its limited presence in Angola, its non-existent contribution for technical packages definition for small farmers and out of scale contribution for the needs assessment of Cacanda and Namibe Research Stations (i.e irrigation system and training needs). Moreover, the INIAV Board accepted to drastically reduce its operational budget designed to assist the Project, and the INIAV Focal Point was just informed in February. 2021; showing certain lack of internal coordination[75].

[75] Phone Interview [redacted]ocal Point and Director of Strategic Unit of INIAV. June 2021.

Conclusion 8: The Project has implemented a late baseline and the M&E system needs some adjustments

At the MTE mission cut-off date, the Project is missing an operational baseline with relevant and actualised data. This does not permit a thorough evaluation of all Project outputs and outcomes.

In October 2020, Camões, I.P. hired a team of international consultants to provide M&E technical assistance to the UIC to develop the Project's baseline and M&E system. The technical proposal was the usual for this type of evaluation, including a statistical analysis. The field data for baseline 2021 was collected (in late April 2021) by field teams organised by the UIC with the assistance of the Project NGOs. The data is now being processed.

However, the data collection was done without the M&E experts' physical presence in Angola to ensure quality control during data collection. The MTE team was not able to assure that the design and/or quality of the new data collected will provide adequate indicators to evaluate the project outputs and outcomes.

The MTE team wishes to highlight the following issues:

- Most Project indicators in the logframe are reflecting outputs and measuring activities only, not results. It must be noted that many indicators have unclear terminology (not SMART) or are poorly drafted, often allowing for different interpretations;
- The M&E team assumed that all "agricultural practices" are new and introduced only by the Project (through the NGOs), which is not adequate and generates a bias in the baseline and its subsequent evaluation;
- The M&E methodology used compare the Project´s beneficiary groups with non-beneficiary groups. The selection method for the control population (not benefited) is and its representativeness are vital to avoid any bias towards those who are benefited.
- Although the DSA-MINAGRIP did participate in the AVSAN-Food Security data collection, the MTE team did not identify any GoA technical staff involvement in the design and implementation of the baseline and monitoring system to be introduced in the Project.

Conclusion 9: There are major concerns vis-à-vis the prospects for the sustainability of the Project action

From the MTE team's experience, a large proportion of the Farmers Field Schools (FFS) implemented in this type of projects usually ceases to function when the support of Master Trainers and the external assistance ends. A close and strong supervision system implemented by GoA´s extension service will be necessary to sustain this process. Unfortunately, such system is not in place with adequate resources and may not be in the foreseeable future.

It is currently extremely difficult for Municipalities to monitor what NGOs are implementing in their own region. It will become even more difficult in the future, when the extension services will be expected to assume part of the Project´s activities. Therefore, the Project will face serious efficiency, let alone sustainability constraints, when it ends its activities.

Although there are action plans to provide capacity building through the Portuguese Technical Partners, the GoA staff is dependent on State budget allocation to keep its thematic services functioning, to develop added work, to update its equipment and provide critical information and communications technology (ICT) logistical support.

If GoA financial support is not available, the very sustainability of the Project´s objectives becomes questionable. This means that many of the Project´s operational activities need to be budgeted together with Provincial staff, aiming at achieving "knowledge transfer" capable of identifying synergies with other projects to assure its sustainability (e.g. within MINAGRIP and MCTA or other line ministries).

Final Conclusion: As the Project stands today, the MTE team does not foresee the Project being capable of achieving all its objectives. Therefore, urgent changes and well-focused objectives are needed to guarantee that the Project will reach expected results by the end of its implementation period and become sustainable.

4 RECOMMENDATIONS

Below are presented the recommendations of the Mid-Term Evaluation of the Camões I.P. Project:

Recommendation 1: The Project is now half-way through its implementation period and demands that Camões I.P., the GoA and the EUD decide about strategic changes needed to ensure that it reaches its objectives during the remaining period

As the Delegated Agreement between the Camões I.P. and EU is signed and operational, it is not advisable to reconfigure the Project´s implementation framework at this stage.

Instead, changes are feasible to key adjustments requiring simple, yet pragmatic steps. The MTE team recommends the following issues:

- A critical adjustment and practical simplification of the Action Plan of the Project to reduce the 99 activities, simplifying and prioritizing them to reflect the actual reality and beneficiary needs; including SMARTer indicators in the logical framework result-oriented with specification quality/quantity outputs;
- A well-structured focus to ensure that the Project addresses activities of Component 1 to boost food production and availability;
- Given that the Project has still to be implemented through 3 agricultural calendars during which food crop availability will remain scarce and erratic, there is a critical need to address hunger in the most vulnerable areas through a strong social transfers component, which was foreseen in the overall FRESAN, but poorly planned by Camões, I.P. and not implemented by UIC;
- Review the Project´s Component 3 activities in view of strengthening the vision of the Paris Declaration for Aid Effectiveness through (i) including provincial counterparts in the selection committees of new personal, procurement bids, when legally possible; and (ii) modify the UIC approach from simple consultation to GoA authorities and technical staff to working together in studies and decision making on the proposals prioritising “demand driven” solutions;
- Review the Project´s Component 3, in view of consolidating a training programme enabling the empowerment for GoA involvement and technical decision-making;
- Review and harmonize the Action Plan calendar with the adjustment needed to reflect the impact of the COVID-19 in present situation, including potential adjustment for the remaining period of the Project;
- Review and adjust the budget using proven and realistic expenditures, to address the above recommended revised Action Plan, including reallocation and/or creation of new budget lines for well-focused activities;
- To capture the above recommendations, an Addendum nº 2 to the Project Document (Descrição da Ação) should be prepared under the responsibility of the UIC. The Addendum nº2 should be presented for endorsement to the 4th PSC by the end of October 2021. The support of an external independent formulation consultant can be also considered, taking advantage of MTE team´s findings.

Recommendation 2: To improve UIC field expertise and human capital to strengthen its technical capacities and management skills

Its highly recommended to Camões I.P.:

- To review the present UIC doble-level management system (comprising staff based in Angola and Portugal) functioning through 2 "project managers" (one in Lisbon and a "regional" in Lubango), 2 "grants controllers" (one in Lisbon and one in Lubango) and 2 "accountants" (one in Lisbon and one in Lubango). This management system is not only time-consuming and costly, but operationally very ineffective, severely affecting the Lubango-based UIC senior staff in their regular management tasks, as the MTE team clearly noticed.

* To rationalize the UIC organisational chart, in both Angola and Portugal, given there is an obvious overlapping and duplication (i.e Project Manager in Lisbon and the General Coordinator in Lubango). The following recommendations have a focus of giving greater hierarchy and decision-making independence to Lubango staff, specially the new Lubango Project Coordinator (to be hired):

  (i) To use its external recruitment mechanism to hire a high-level international General Coordinator expert (m/f), with a commensurate salary, to be based in Lubango, with previous experience of at least one EU Programmes in the area of FSN and Rural Development in Africa in the last 15 years in (design and implementation); and a proven leadership and executive vision to champion the project, at both the political (through the PSC) and the operational (through the TWG and CG) levels;

  (ii) the actual Project Manager in Lisbon is supposed to provide backstopping to the General Coordinator, but doesn't have the experience in implementing this type of FSN projects with this budget size. Therefore, its recommended to reduce this post in order to avoid duplication of duties with new General Coordinator. In case this suggestion is not accepted, the Project Manager position based in Lisbon could be relocated to Luanda, attached to the Portuguese Embassy, thus ensuring a closer follow-up.

  (iii) the grants supervisor who makes control remotely of the large number of NGOs from Lisbon to be appointed in Lubango for the sake of proximity and improving the follow up of NGOs work, considering the possibility that these will be doubled.

  (iv) To maintain the Lisbon-based backstopping financial and legal issues

  (v) To appoint the actual Acting General Coordinator as Deputy General Coordinator and Oversight of Huila, to capitalize on her positive experience and knowledge gained since July 2020;

  (vi) To hire an external international specialist in Food Security and Nutrition with experience in EU programmes to secure implementing all foresee activities required to reinforce Component 1 expected results;

  (vii) To encourage the suitable conditions to transfer some of UIC technical staff into the 3 Provincial Governments buildings.

Recommendation 3: Study tour and Field visits to improve staff capacities

In order to improve technical knowledge and boost inter-institutional relationship, it is recommended that 3 high level UIC staff and 3 provincials' officers (IDA or ISV directors) jointly visit an EU programme (170 Me) implementing Food Security and Nutrition (FSN) activities with similar characteristics (farming activities, dryland, climate change) in a neighbouring country.

Based on MTE team experience, the most suitable projects are the KULIMA and AFIKEPO in Malawi. They have strong technical knowledge and experience provided by FAO and UNICEF in the whole process of FFS methodology, food production and improved nutrition and WASH in a difficult context. These Implementing Partners and many NGOs are working in close relation with governmental structures, generating valid "lessons learned", including village saving and loans associations (VSLA), as a way to increase women income and empowerment.

Recommendation 4: Review the contributions of Portuguese Technical Partners

Several other gaps were identified by the MTE team, which need to be addressed:

- It is necessary to review the contributions of each one of the 4 Portuguese Technical Partners and assess to which extent their continuity is justified. This is particularly the case of INIAV. Indeed, the Project requires technical assistance provided by a specialized development agency with broad semi-arid agronomic production, climate change constraints and social environment experience.

Recommendation 5: Coordination improvement at Programme Steering Committee (CDP) level

The improvement of the coordination between UIC, FAO-FRESAN and UNDP-FRESAN will be beneficial and should be enforced, through the Programme Steering Committee (CDP) level.

The same rationale applies to ongoing development projects (SAMAP, SREP, etc, etc), where the UIC should pursue establishing thematic synergies and information sharing workshops to consolidate the Project as a regional front-runner in FSN, Climate Change (focus on water), Gender and Resilience strengthening.

All workshops must involve and promote EU communication and visibility policy.

Recommendation 6: M&E Technical Assistance needs some finetuning

The M&E technical assistance recruited by Camões, I.P. must be reorganized, in accordance with the new proposed logframe with SMARTer indicators, and provide quality control for the data collection process in the country. Their physical presence in Angola to carry out field work must be enforced by UIC.

Furthermore, the UIC must include in the M&E process a capacity building to the provincial supervision structures as part of the ownership process.

Recommendation 7: It is highly suggested to cancel the 4th Call for Proposals and use the funds for other proposed activities

This recommendation arises essentially from:

- The low efficiency and effectiveness of UIC implementation capacities;
- The limited results from the bids submitted in previous calls;
- The NGOs fragmented and dispersed actions, mostly with limited sustainability;
- The lack of an adequate monitoring component for Grants to NGOs by UIC, not knowing yet what works and what doesn't;
- The limited technical capacity of the UIC staff to supervise and implement a tight Action Plan.

Thus, it is suggested to cancel the 4th Call for Proposals and reallocate the funds for most urgent needs in the 3 provinces (see Recommendation 8).

Recommendation 8: To develop provincial map for water points (drinkable and for cattle), with various methodologies for rapid implementation

To support the Provincial Water Development Plan - in close collaboration with provincial authorities-, in the creation of a Water Points map for geolocalised sites (based on demand-driven needs) with proposed modalities (boreholes, cisterns, small dams, chimpaca and açudes, others) set by provincial and municipality priorities (potable water, cattle, crop irrigation, etc.).

It is suggested to launch a Call for Services to:

- Initiate a technical Assistance contract to develop (or update) the provincial Plan and with the task of assisting in procurement evaluation procedures, contractual awarding, monitoring/auditing, and implementation of work contracts;
- Introduce competitive procedures in the form of tendering for a work contract for qualified water engineering companies.

Recommendation 9: To increase the number of cattle vaccination and tick baths infrastructures in order to provide an improved territorial provincial service for livestock development

To support the Provincial Livestock Development Plan in creating complete integral cattle vaccination corridors and tick baths infrastructures in new locations.

The actual ongoing interventions implemented by the Project need to be finalized, considering the actual constraints.

In parallel, its suggested to launch a Call for Services for:

- A technical Assistance contract to develop (or update) the provincial territorial Plan and monitoring supporting contracts (similar to Recommendation 8);
- Introducing competitive procedures in the form of tendering for a service contract for qualified cattle infrastructure builder companies.

ANNEXES

Annex 3 Methodology of the Evaluation

Intervention logic

The mission worked with the Project Action Description logframe of Camões I.P. (Addendum 1. Annex 1) as defined in the ToR. It's a complex document so the MTE team developed a logic diagram based on Programming documentation made available for the present phase (presented in Sub-Annex 1). The diagram is the basis for this evaluation exercise.

Translation of objectives into expected results and impacts and intervention logic presentation in the form of a diagram of expected effects

The intervention logic is presented here in order to:

19. Help clarify the results and translate them into a hierarchy of expected effects so that they can be evaluated;
20. Suggest evaluation questions about these effects; and
21. Help assess the internal coherence of the intervention.

The intervention logic has been reconstructed using the following procedure:

22. Collection and analysis of the official documents establishing the intervention and resource allocation;
23. Identification of the main activities;
24. Translation of the objectives into expected results and impacts;
25. Connection of activities with expected results by reconstructing the cause-and-effect linkages;
26. Assurance of logic of cause-and-effect linkages, that is, considered plausible in the light of available knowledge.

Analysis of the intervention logic and of its internal coherence, and proposal for bridging gaps in the cause-and-effect assumptions

The logic is presented in sub-Annex 1 in the form of a Diagram of Objectives. This technique consists of an identification of officially stated objectives and a graphical presentation of the cause-and-effect linkages between objectives, from the most operational (on the left) to the most global (on the right). The intervention logic is represented in the form of boxes and arrows. It identifies the activities and expected effects (activities, outputs, outcomes and impacts) of the interventions.

Proposed Matrix: Evaluation Questions, judgement criteria, and associated indicators

The present evaluation of the Project develops the set of specific EQs that relate to the standard DAC evaluation criteria (relevance, coherence, effectiveness, efficiency, impact and sustainability) and the EU added value.

The EQs presented below deal with key issues of concern to those dealing with the Projects' intervention. For each Evaluation Question, at least one indicative judgment criterion with its preliminary indicators will be presented, as well as the definition of the foreseen data collection methods.

Various elements have been taken into consideration when selecting the EQs, including:

27. The requirements specified in the ToR;

28. An analysis of relevant key documentation related to the design of the Action, other EC's policy and Projects' documentation;
29. The reconstructed intervention logic; and
30. Technical knowledge and experience of the team with regard to the major issues of concern.

Evaluation Questions and their relation to the intervention logic

The set of EQs were drafted on the basis of the diagram presented in Annex 1:

31. EQ 1 and EQ 2 tackle the relevance, coherence DAC criteria; plus Added Value of the Action;
32. EQ 3-9 relate to the efficiency, effectiveness, impact, and sustainability DAC criteria;
33. EQ 10 deals with cross-cutting issues.

	EQ1	EQ2	EQ3	EQ4	EQ5	EQ6	EQ7	EQ8	EQ9	EQ10
Relevance and coherence										
Efficiency										
Effectiveness										
Sustainability										
Impact										
Cross Cutting										

Table 5: Evaluation Questions

EQ 1: Relevance	Are the problem analysis, design strategy, logical framework, resources and agreements for Action implementation adequate?
EQ 2: Coherence	Is the design of Action interventions being in line with policies of GoA and the EU, and MS interventions in the provinces?
EQ 3: Efficiency	Do the implementation framework, coordination and communication mechanisms lead to an appropriate delivery of the Action results?
EQ 4: Efficiency	Do the Monitoring design and implementation framework, lead to an appropriate assessment of the Action results?
EQ 5: Efficiency	Are the Action's interventions delivering innovative technologies, extension methodologies (FFS), including value chains approaches, nutrition sensitive actions, water supply enhancement, and GoA, Provinces and Local Administrations capacity building activities as planned?
EQ 6: Effectiveness	Are the Action's interventions encouraging a positive and diversified food supply and use by final beneficiaries including improved access to water?
EQ 7: Effectiveness	Are the Action's interventions improving target beneficiaries' resilience and capacitated GoA, Provinces and Local Administrations to respond to food insecurity, malnutrition and climate change situations?
EQ 8: Sustainability	Are the Action improvements likely to remain beyond the period of implementation (beyond 2024)?
EQ 9: Impact	Are the Action's interventions contributing so far to reduce hunger, poverty and vulnerability to food and nutrition security in Southern Provinces of Angola?
Cross-cutting issues	
EQ 10: Cross cutting issues	Have gender, environment and climate change issues been taken into consideration in the Action intervention design and implementation?

The EQs are presented over the logic of intervention of the Action interventions in Sub-Annex 2.

Presentation of the Judgment criteria

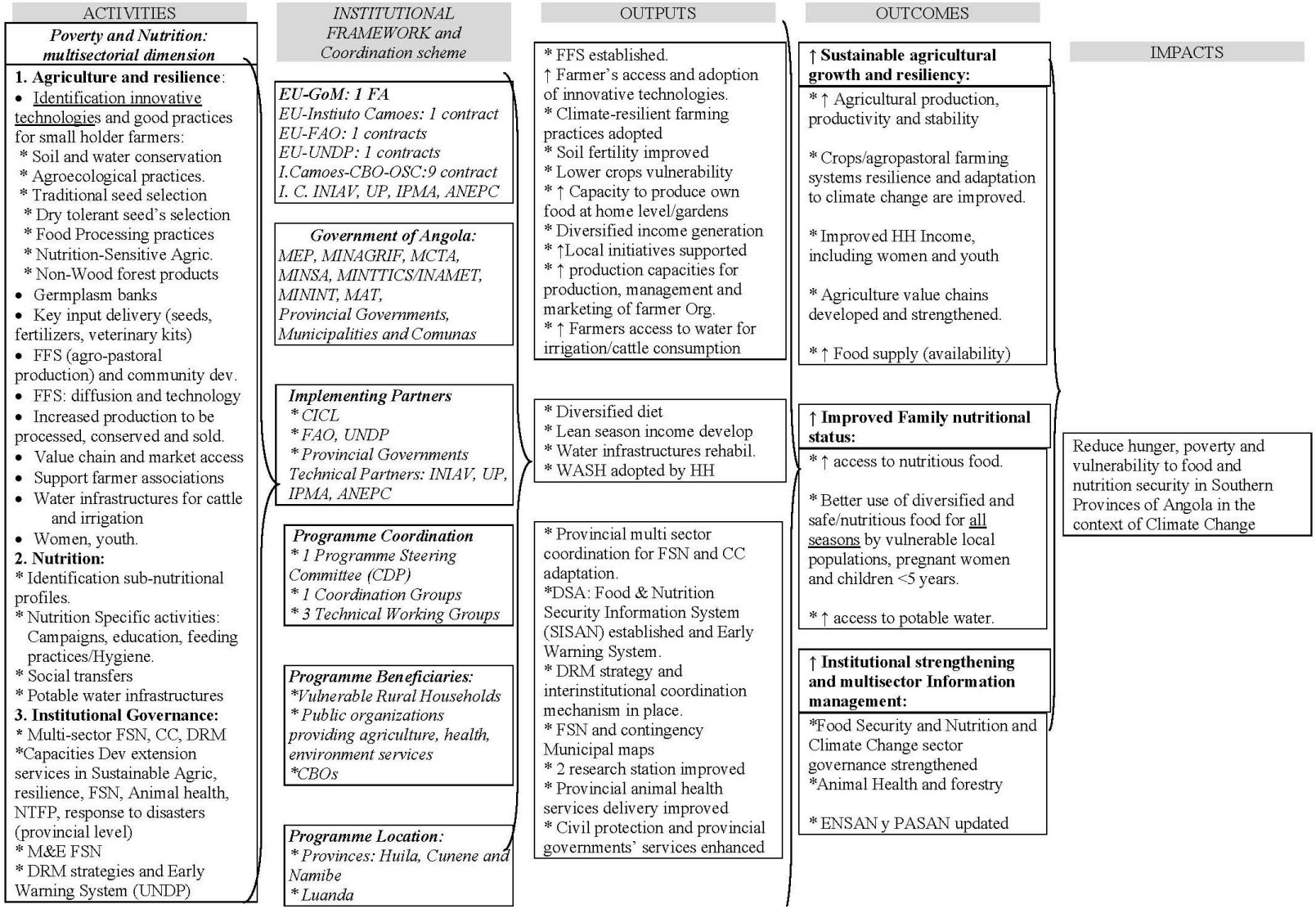
For every EQ, at least one judgment criterion has been formulated. These will allow the evaluator to answer the Evaluation Questions. The judgement criteria specify the aspects of the evaluated intervention that will have to be considered when answering the question (Sub-Annex 3).

Associated indicators

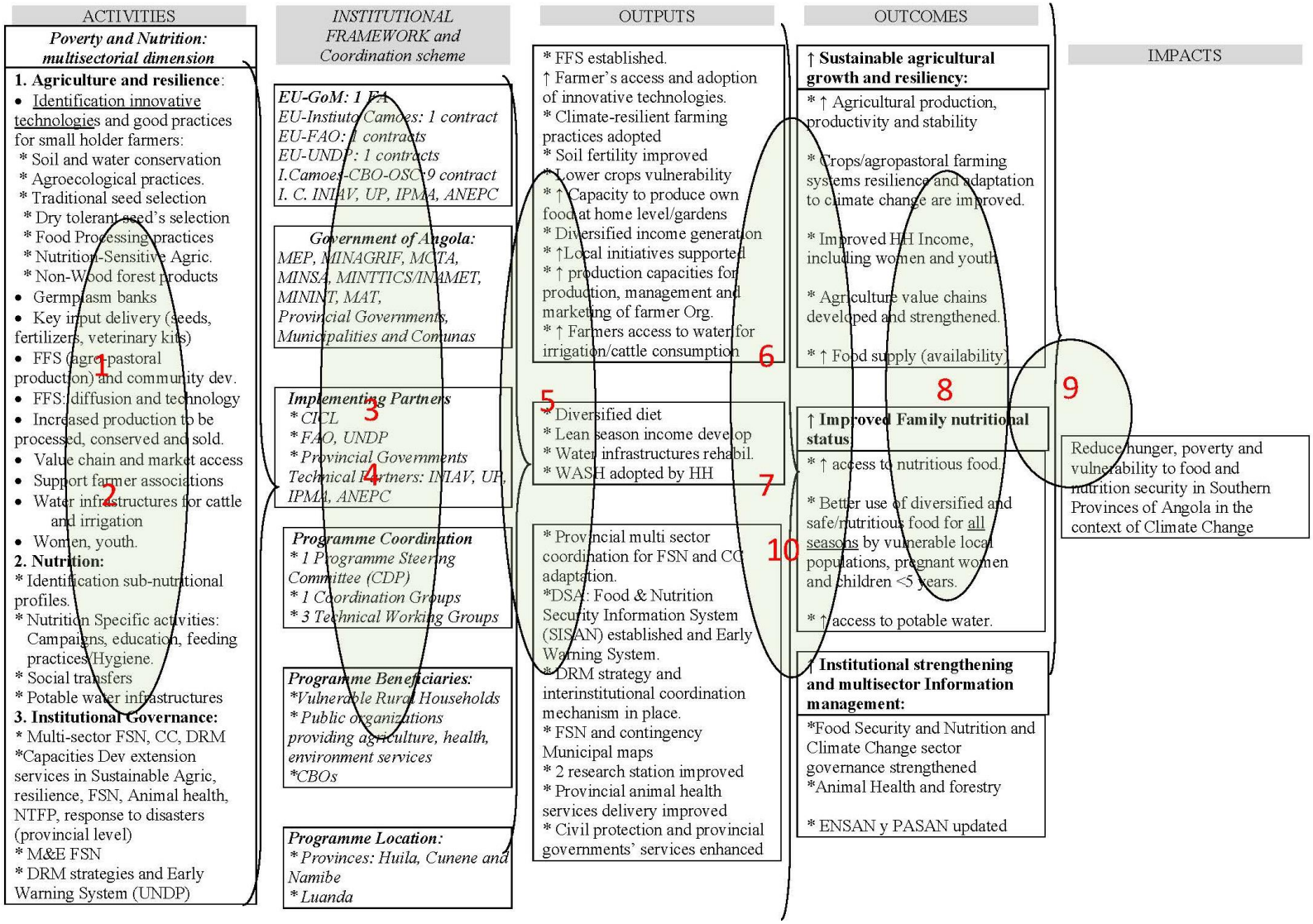
The main evaluation indicators are those related to the judgement criteria. These specify the data needed to make a judgement based on those criteria. The evaluator will use all available data to assess whether an intervention has been successful or not in relation to the judgement criteria and the Evaluation Questions.

The indicators (Sub-Annex 3) permit the collection of data in a structured way. Furthermore, unstructured data will be collected during the evaluation. This information, although not directly related to an indicator, may be considered in answering the evaluation questions.

Sub Annex 1 – The Project intervention logic



Sub Annex 2 – The Project intervention logic plus EQs'



Sub Annex 3 - Matrix: EQs, judgement criteria, indicators and sources of information

	EQ 1: Relevance	**Are the problem analysis, design strategy, logical framework, resources and agreements for the Project implementation adequate?**
Judgment criteria	**Indicators**	**Data collection / methods**
JC 1.1. The relationship between problem analysis in the formulation phase and its revision (September 2020).	▪ Evolution of social, political and institutional environment ▪ Objectives of the Project	▪ Project formulation document ▪ Progress reports ▪ Interviews with GoA, EUD, IPs staff and other stakeholders ▪ Key informants
JC 1.2. Consistency of design approach.	▪ Grade of match of identified needs and project design ▪ Grade of consistency of project design and methodology ▪ Resources available (human, technical and financial) adequate to achieve target outcomes	▪ Project formulation document ▪ Addendum1. July 2020 ▪ Progress reports ▪ Interviews with GoA, EUD and IPs staff and other stakeholders ▪ Key informants
JC .1.3 Quality of Delegated Agreement EU- I Camões.	▪ Logical frameworks and activities are adequate - inadequate to achieve target outcomes	▪ Delegated Agreement and annexes ▪ Logical framework

	EQ 2: Coherence	**Is the design of Action interventions being in line with policies of GoA and the EU, and MS interventions in the provinces?**
Judgment criteria	**Indicators**	**Data collection / methods**
JC 2.1 Alignment of the Project interventions with GoA and EU.	▪ Degree of correlation between the Action, and GoA interventions	▪ Document analysis. ▪ National Policies. ▪ EU: CSP/NIP. ▪ Action Documents (Project formulation documents, progress reports). ▪ Interviews with key actors at EUD and country level. ▪ Interviews with IPs and other stakeholders.
JC 2.2. Internal Coherence.	▪ Evidence of existence of synergies between the Project with other interventions in the province	▪ Interviews with Vice Governors, IPs and other stakeholders.

JC 2.3 Interventions have been coordinated with other actors' and MS interventions resulted in synergies.	▪ Action project proposals financed are in line and coordinated with other Actor's' interventions ▪ EU intervention in comparison with Member State's intervention (added value)	▪ Programme documents. ▪ EUD, DPs' and Key stakeholders' interviews.

	EQ 3: Efficiency	**Do the implementation framework, coordination and communication mechanisms lead to an appropriate delivery of the Action results?**
Judgment criteria	**Indicators**	**Data collection / methods**
JC 3.1 Productive engagement and partnerships between Project stakeholders.	▪ Degree of quality of the technical assistance from the technical Partners of Portugal (INIAV, UP, IPMA and ANEPC) reinforcing capacities of their counterparts in Angola	▪ Progress reports. ▪ Interviews with key stakeholders. ▪ PSC, CG and TWG minutes. ▪ Interviews with key stakeholders.
JC 3.2 Adequacy of communication mechanism between the Project, main IP's, and beneficiary institutions.	▪ Adequacy of the Project communication structure within and with public bodies (Ministries, Provinces, Municipalities), and other projects in the sector	▪ Project Monthly Bulletins. ▪ PSC, CG and TWG minutes. ▪ Project documents. ▪ Progress reports.
JC 3.3 Adequacy of coordination between the Project and main Project stakeholders.	▪ Adequacy of the Project organisation and management structure within and with public bodies (Ministries, Provinces, Municipalities), and other projects in the sector ▪ Consistency of stakeholder coordination meetings (Organization, participation, Records of meetings, follow of up of recommendations)	▪ PSC, CG and TWG minutes. ▪ Project documents. ▪ Progress reports. ▪ Interviews and consultation with stakeholders

	EQ 4: Efficiency	**Do the Monitoring design and implementation framework, lead to an appropriate assessment of the Action results?**
Judgment criteria	**Indicators**	**Data collection / methods**
JC 4.1 Adequateness of the logical framework and its indicators.	▪ Present validity to current institutional needs and realities ▪ Indicators are SMART and continue to be valid today	▪ Logical framework. ▪ Progress reports. ▪ ROM. ▪ Interviews with key stakeholders.

JC 4.2 Efficiency and effectiveness of the Project monitoring mechanisms.	▪ Existence of a baseline that fits the indicators to evaluate all project outputs and outcomes ▪ Existence of a Monitoring system adequate - inadequate to assess the measurement of the Project target outputs and outcomes	▪ Project M&E Information System (including new tentative Project Baseline 2021). ▪ Project draft baseline study 2019. ▪ Project Monitor plan with indicator for grants. ▪ ROM. ▪ Project documents. ▪ Progress reports.

	EQ 5: Efficiency	**Are the Action's interventions delivering innovative technologies, extension methodologies (FFS), including value chains approaches, nutrition sensitive actions, water supply enhancement, and GoA, Provinces and Local Administrations capacity building activities as planned?**

Judgment criteria	Indicators	Data collection / methods
JC 5.1 Increased capacity to deliver to research and extension services.	▪ Nº FFS established under the project disaggregated by sex ▪ Nº of small farmers benefitting from FFS by sex ▪ Nº of small farmers adopting at least one new sustainable practice ▪ Analysis of type of innovative and sustainable technology packages proposed and implemented by the Project ▪ Nº of new water sources and/or rehabilitated and fully operational ▪ Type of Input supply systems developed ▪ Nº of small farmers association developed by the Project	▪ Project baseline ▪ Progress reports ▪ Interview extensionists ▪ Focus groups, gender ▪ Spot field verification
JC 5.2 Increased capacity to deliver and improve availability and accessibility of affordable adequate, diversified and nutritious foods for all seasons for the target groups.	▪ Nº of households (with population under 5, women with child bearing and adolescent girls) benefiting from Nutrition extension services supported by the Project (if data is available) ▪ Nº and type of social transfers implemented ▪ Increased utilization of adequate, diversified, safe and nutritious foods	▪ Progress reports ▪ Interview communities and care groups ▪ Final beneficiaries' focus ▪ Groups ▪ Spot field verification
JC 5.3 Increased capacity for multisector entities governance and to deliver GoA (Ministries, Provinces, Municipalities) services.	▪ Number and type of multisector governance structures develop by the Project ▪ 2 research stations improved ▪ Dev extension services in Sustainable Agric, resilience, FSN, Animal health ▪ M&E FSN (SISAN) ▪ Civil protection	▪ Progress reports ▪ Interview key informants ▪ Focus groups
JC 5.4 Identification of factors limiting the interventions.	▪ Nº of Action-limiting factors	▪ Progress reports ▪ Interview key informants ▪ Focus groups

	EQ 6: Effectiveness	**Are the Action's interventions encouraging a positive and diversified food supply and use by final beneficiaries including improved access to water?**
Judgment criteria	**Indicators**	**Data collection / methods**
JC 6.1 Increase in food crop and livestock, production of project beneficiaries.	▪ Incremental production, productivity (mt/ha, %) by beneficiaries (if data is available) ▪ Increase production stability (if data is available)	▪ Project baseline ▪ Progress reports ▪ Focus groups ▪ Photographs
JC 6.2 Increase farmer access to water for irrigation, cattle and human consumption.	▪ Incremental availability of water (lts) due to the Project actions (if data is available) ▪ Number of beneficiaries with improved access to water due to the Project actions ▪ Stability in access to water due to the Project actions	▪ Progress reports ▪ Focus groups ▪ Photographs ▪ Project water proposals
JC 6.3 Access to affordable food to beneficiaries.	▪ Incremental household Income from local initiatives, value chain and new markets (Nº, %) (if data is available)	▪ Baseline survey ▪ Progress reports ▪ Focus groups
JC. 6.4 Increased use of nutrition-dense foods.	▪ % Months without hunger reported by beneficiaries (if data is available) ▪ Minimum Dietary Diversity (MDD) (if data is available)	▪ Baseline survey ▪ Progress reports ▪ Focus groups

	EQ 7: Effectiveness	**Are the Action's interventions improving target beneficiaries' resilience and capacitated GoA, Provinces and Local Administrations to respond to food insecurity, malnutrition and climate change situations?**
Judgment criteria	**Indicators**	**Data collection / methods**
JC 7.1 Improved resilience mitigating the effects of environmental degradation, and climate change.	▪ Nº beneficiaries adopting integrated technologies and climate-smart practices (if data is available)	▪ Project formulation document ▪ Progress reports ▪ Focus groups
JC 7.2 Improved national capacities to combat food and nutrition insecurity and climate change adaptation.	▪ Robust policies and strategies related to food security and nutrition developed by GoA with technical support of the Project ▪ Food & Nutrition Security Information System (SISAN) established and Early Warning System in place	▪ Project formulation document ▪ Progress reports ▪ FNCC records and interviews ▪ Focus groups ▪ Government authorities and staff interviews ▪ Entities reports

	EQ 8 Sustainability	**Are the Action improvements likely to remain beyond the period of implementation (beyond 2024)?**
Judgment criteria	**Indicators**	**Data collection / methods**
JC 8.1 Evidence of sustainability.	▪ The Project interventions show evidence of sustainability from reports, surveys and field verification	▪ IPs progress reports ▪ Focus groups ▪ Spot field verification

	EQ 9: Impact	**Are the Action's interventions contributing so far to reduce hunger, poverty and vulnerability to food and nutrition security in Southern Provinces of Angola?**
Judgment criteria	**Indicators**	**Data collection / methods**
JC 9.1 Quantitative issues to measure main indicators.	▪ Extent of progress to date against targets	▪ Project formulation document ▪ Baseline data ▪ Progress reports ▪ Focus groups, farmers, extensionists ▪ Key informants
JC 9.2 Extent to which Action interventions have contributed to overall Objective.	▪ Extent to which the Project contributed to reduce hunger and poverty ▪ Extent to which the project contributed to food and nutrition security	▪ Baseline data ▪ Progress reports ▪ Focus groups, farmers, extensionists ▪ Key informants

	EQ 10: Cross cutting issues	**Have gender, environment and climate change issues been taken into consideration in the Action intervention design and implementation?**
Judgment criteria	**Indicators**	**Data collection / methods**
JC 10.1 IPs interventions have addressed gender, youth and climate change issues.	▪ Gender, environment and climate change issues embedded in the designs ▪ Evidence that gender, environment and climate change issues have been addressed properly under implementation	▪ Project formulation documents ▪ IPs progress reports ▪ Focus groups

Annex 4 List of persons/organisations consulted

* 14 Focus Groups with beneficiaries: 354 beneficiaries (346 farmers and 8 staff)

*** TOTAL: 504 persons interviewed: 358 direct final beneficiaries (71%) and 146 staff (29%)**

1. Interviews – Key stakeholders

*** European Union Delegation**

1. [redacted], Programme Task Manager

*** Ministry of Economy and Planning (MEP) and National Authorizing Officer (NAO)**

2. [redacted], Chief International Cooperation (zoom)
3. [redacted], Focal point FRESAN
4. [redacted]. Team Leader of TA to NAO.

*** Ministry of Agriculture (MINAGRIP)**

5. [redacted], Focal Point of FRESAN (zoom)
6. [redacted], Director of the Department of Food Security,
7. [redacted], WFP Adviser to the Department of Food Security

*** Ministry of Culture, Tourism and Environment (MINCTA)**

8. [redacted], Director of Climate Change, Focal Point of FRESAN

*** Ministry of Telecommunications, Information Technologies and Social Communication (MINTTICS)**

9. [redacted], Director General of INAMET, Focal Point of FRESAN

*** Ministry of Interior (MININT)**

10. [redacted], Focal Point FRESAN

* Ministry of Health (MINSA)

11. [redacted], Focal Point FRESAN

*** Embassy of Portugal to Angola – in Luanda**

12. [redacted], Cooperation attaché.
13. [redacted], Cooperation Advisor

*** Camões – Instituto da Cooperação e da Língua, I.P. (CICL) based in Lisbon (via Zoom)**

14. [redacted] CICL Head of the Evaluation and Audit Unit
15. [redacted], CICL Sr. Technical Officer

*** The Project Implementation Unit Camões (UIC) based in Lisbon (via Zoom)**

16. [redacted], Project Manager.
17. [redacted] Grants Manager

*** The Project – former General Coordinators**

18. [redacted](via WhatsApp)
19. [redacted] (in person)

*** Food and Agricultural Organization (FAO)**

20. [redacted], Assistant to FAO Representative in Angola
21. [redacted], Official of Operations
22. [redacted], FAO-FRESAN Project Manager (via Zoom)

***Portuguese Partners:**

23. **INIAV** [redacted] FRESAN Focal Point (WhatsApp)
24. **University of Porto** [redacted] FRESAN Focal Point (WhatsApp)
25. **IPMA** [redacted] FRESAN Focal Point (WhatsApp)
26. **ANEPC** [redacted] FRESAN Focal Point (WhatsApp)

2. HUILA PROVINCE

2.1. Lubango

*** Provincial Government**

[redacted]

37. Focus Group 1: 10 national staff

*** Project Implementation Unit of Camões (UIC)** in Lubango.

[redacted]

*** Project M&E Technical Assistance** (via Zoom)

[redacted]Team Leader
44. [redacted] Data collection tools and quality assurance

*** FAO-FRESAN (Component I)**

45. [redacted], Programme Manager FAO FRESAN-Huila.

*** UNDP-FRESAN (Component III)**

46. [redacted], Programme Manager UNDP-FRESAN-Huila

*** World Food Programme-Huila (WFP)**

47. [redacted], Coordinator for Angola Southern Region (4 Provinces)

*** Fundo Apoio Social (FAS) KWENDA**

48. [redacted], Director FAS Huila

*** Associação Agropecuária, Comercial e Industrial da Huila – Lubango (AAPCIL)**

49. [redacted], President
50. [redacted], Member

2.2. Gambos County

*** Municipality of Chiange**

51[redacted], Community Director of the Social Sector
52. [redacted], Technician of the Social Sector

*** Norwegian Church Aid (NCA) and Action for Rural Development and Environment (ADRA)**

53. [redacted], Agronomist
54. [redacted] Teacher

*** Village Tunda 1 and Tunda 2**

55. FFS Tunda 2. [redacted] and Communal vegetable garden
56. FFS Tunda 1. [redacted], FFS Coordinator.
57. **Focus Group 2: 20 beneficiaries.**

2.3. Humpata County

*** Municipality of Humpata**

58. [redacted], Assistant Administrator for Economic and Financial sectors

*** World Vision International (WVI), Association for Development and social framework of vulnerable populations (ADESPOV), Fundo Apoio Social (FAS)**

59. [redacted]

71. **Focus Group 5: 12 staff**

*** Community of Bata Bata. (FFS, Water, Community kitchens, Women Saving groups, Community mobilizers).**

72. [redacted]

75. **Focus Group 6 FFS Vifolo** (25 beneficiaries, farmers, Savings and Nutrition)

*** Escola de Regentes Agrícolas do Tchivinguiro**

76. Visit to site to confirm status of existing infrastructures

*** Instituto de Investigação Agronómica – Estação Experimental Agrícola da Humpata**

77. Visit to site to confirm status of existing infrastructures

2.4. Chicomba County

*** Municipality of Chicomba**

[redacted]

*** World Vision International (WVI), Association for Development and social framework of vulnerable populations (ADESPOV), Fundo Apoio Social (FAS)**

[redacted]

*** FFS Baulo I and II. Magulunquila** (FFS. Cropping and Women savings group (goats)

8[redacted]

91. Focus Group 3. 30 Beneficiaries.

*** Community of Quê.**

92. [redacted] Communal Administrator

*** People in Need (PIN) and Action for Solidarity and Development (ASD)**

93. [redacted]

2.5. Jamba County

*** Community of of Dongo**

102. [redacted] Communal Administrator

*** Litanque Community. Women Group**

103. [redacted]

*** Matome Community.** FFS, Horticultoral group, Women Group

105. Focus Group 4: 10 beneficiaries

3. NAMIBE PROVINCE

*** Provincial Government**

106. [redacted]

*** Project Implementation Unit Camões (UIC)**

109. [redacted]

*** Agricultural Research Station of Namibe**

111. [redacted]

*** Fundo Apoio Social (FAS) KWENDA**

112. [redacted]

3.1. Bibala County

*** Municipality of Bibala**

113. [redacted] Municipal Administrator

*** Estação de Investigação Zootécnica de Cacanda**

114. [redacted]

*** COSPE**

118. [redacted]

*** COSPE FFS. Cattle raising, home gardens. Munhino**

126. Focus Group 7: 26 beneficiaries

*** Family of cattle transhumance farmers. Munhino.**

127. [redacted]

*** Project beneficiaries using own resources of drip irrigation and water pumping system. Munhino.**

129. [redacted]

*** Smallholder family producing maize in traditional way. Munhino.**

131. Photos

3.2. Virei County

*** Municipality of Virei**

132. N[redacted] Asssitant Administrator

*** Faith and Cooperation Foundation (FEC) and Caritas Angola.**

133. V[redacted]

*** FFS Cavelocamue 1. Matuloloko.** Community gardens and water.

136. Focus Group 8: 10 beneficiaries

*** FFS Cavelocamue 2. Matuvietekela.** Community gardens and water.

137. Focus Group 9: 10 beneficiaries

4. CUNENE PROVINCE

*** Provincial Government**

138. [redacted]

*** Project Implementation Unit Camões (UIC)**

143. [redacted]

*** Serviço Nacional de Proteção Civil / Bombeiros Municipais de Ondjiva**

148. [redacted] Head of Risk Evaluation services

*** ADPP, CODESPA Foundation and Agriculture Research Station of Namibe**

151. [redacted], Ombadja Coordinator (CODESPA)

154. [redacted] Cuvelai Technical Coordinator (CODESPA)
155. [redacted] Project Co-leader

*** CUAMM – Doctors for Africa**

156. [redacted]

4.1. Ombadja County

*** Municipality of Xangongo**

165. [redacted] Director of Administrator Office

*** Community of Mucope**

167. [redacted]

*** FFS Kalei Association. Luhenge / Humbe** Community gardens and maize drip irrigation. CODESPA.

169. Focus Group 10: 50 beneficiaries

*** FFS Tukuafieni. Xangongo.** Community gardens, maize drip irrigation. Seed testing. Kitchens. CODESPA

170. Focus Group 11: 43 beneficiaries

4.2. Namacunde County

*** Community of Chiede**

171. Visit to ISV water and cattle vaccination infrastructures to check MINAGRIP´s model.

4.3. Curoca County

*** Municipality of Oncócua**

172. [redacted], Municipal Administrator

Dam Nº 3 Rehabilitation of water dam applying training on masonry techniques. **ADDP- Cash for Work**

173. Focus Group 12: 17 beneficiaries

*** Community of Waru**

174. [redacted]

178. [redacted]

180. Focus Group 13: 48 beneficiaries

4.4. Cahama County

*** Municipality of Cahama**

181. [redacted]

*** Community of Hakavamba**

186. [redacted]

187. Focus Group 14: 55 beneficiaries

5. Summary Focus Groups

Province	*Institution/Group Visited*	*Focus Group*	*Title/Function*
HUILA	Provincial Staff	FOCUS GROUP 1: provincial staff	8 members
	FFS Tunda 2	FOCUS GROUP 2	20 beneficiaries
	FFS Baulo 1 and 2	FOCUS GROUP 3	30 beneficiaries
	FFS Matone	FOCUS GROUP 4	10 beneficiaries
	WVI and ADESPOV staff	FOCUS GROUP 5	13 members
	FFS Vifolo - Bata-Bata	FOCUS GROUP 6	25 beneficiaries
NAMIBE	FFS Muhino-COSPE	FOCUS GROUP 7	26 beneficiaries
	FFS Cavelocamue 1	FOCUS GROUP 8	10 beneficiaries
	FFS Cavelocamue 2	FOCUS GROUP 9	10 beneficiaries
CUNENE	FFS Kalei	FOCUS GROUP 10	50 beneficiaries
	FFS Tukuafini	FOCUS GROUP 11	43 beneficiaries
	FFS dam 3	FOCUS GROUP 12	17 beneficiaries
	FFS Waru	FOCUS GROUP 13	48 beneficiaries
	FFS Hakavamba	FOCUS GROUP 14	44 beneficiaries

6. Summary of field interviews: Luanda and the 3 Provinces.

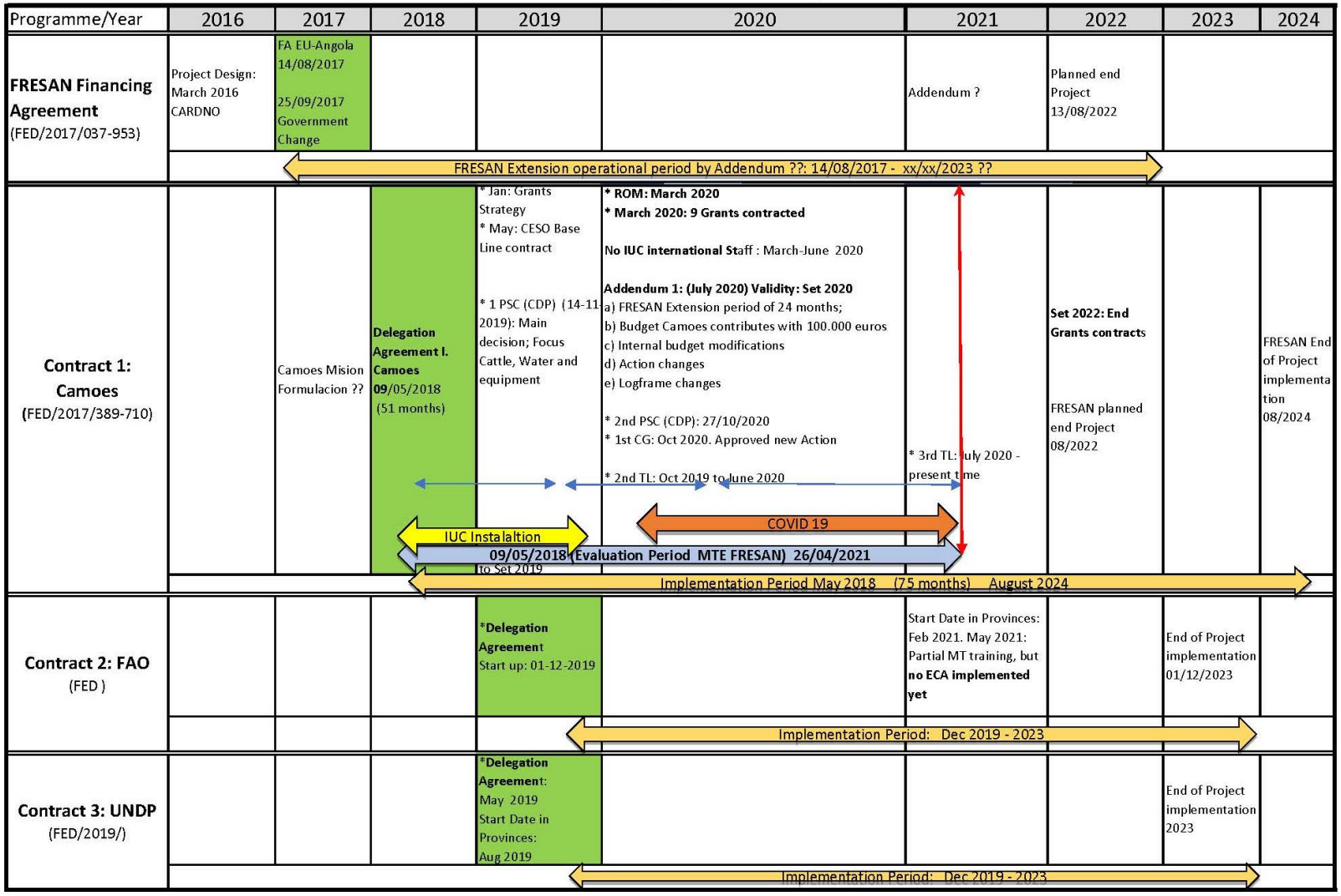
	Farmers/beneficiaries	*Staff*	*Total*
Luanda + zoom	0	21	**21**
Field Visit	12 families in their homes	117	**129**
14 Focus Groups	346	8	**354**
Total	**358**	**146**	**504**
%	**71 %**	**29 %**	**100 %**

Annex 6 Mission overall workplan

Date	Phases	Location	Main Activities	Remarks
23/04/21		Luanda	Travel to Angola	
24/04/21				
25/04/21				
26/04/21	Inception Phase		Kick-off Meeting EUD, Desk Review	
27/04/21			Desk Review	
28/04/21			Kick-off Meeting I. Camoes and EUD	
29/04/21			Interview National Authorities (zoom)	
30/04/21			PCR test and passport return	
01/05/21			Labour Day National Holiday	
02/05/21			Travel to Lubango	
03/05/21	Field Phase	Huila	Working day w ith UIC staff	
04/05/21			Working day w ith UIC staff and FAO FRESAN	
05/05/21			Working day w ith UIC staff	
06/05/21			Interview Provincial Governments (Vice Gov and qdvisers)	
07/05/21			Working day w ith UIC staff and PNUD-FRESAN	
08/05/21			Municipality Gambos, NCA + ADRA, field spot verifications	
09/05/21			Team initial findings analysis	
10/05/21			Municipality Chicomba, WVI + ADESPOV, field spot verifications	
11/05/21			Municipality Chicomba, PIN + ASD, field spot verifications	
12/05/21			Municipality Jambo, PIN + ASD, field spot verifications	
13/05/21			Working day w ith UIC staff	
14/05/21			Focus Group Provincial technical staff, WFP, UIC staff and FRESAN M&E Technical assistance	
15/05/21			Municipality Humpata, WVI + ADESPOV, field spot verifications	
16/05/21		Namibe and Cunene	*Fernando Travel to Cunene, Martin to Namibe and Cunene*	
17/05/21			Field spot verifications, etc, Municipality, COSPE Cacanda Zootecnic Research Station	
18/05/21			Field spot verifications Agriculture Research Station of Namibe Economic Adviser Vice Governadora. Zoom FAS Namibe	
19/05/21			Working day provincial UIC staff, Meeting Provincial Technical Staff	
20/05/21			Field spot verifications, etc, Municipality, FEC	
21/05/21			Field spot verifications, etc, CODESPA, and Agriculture Research Station of Namibe, and Municipality Mucope	
22/05/21			3 Water and cattle vaccination Infrastructures (FRESAN: Epango, Finda Ya-Holo and ISV: Chieni)	
23/05/21			Return from Lubango	
24/05/21			Technical Staff (ISV+Agriculture)	
25/05/21			Travel back to Lubango, Team Analysis preliminary Findings	
26/05/21			Debriefing Instituto Camoes and EUD	
27/05/21		Luanda	Travel Lubango to Luanda, Meeting focal point MINCTA	
28/05/21			EUD debriefing, Portugal Embassy, FAO Rep, DAS MINAGRIP	
			End Field Visit	
	Synthesis Phase	Home Based		
			Draft Final Report Submission	**Draft Report**
			Web Seminar	
			Comments from EUD and RG	
			Final Report Submission	**Final Report**

Annex 7 FRESAN Programme institutional arrangements and chronology

ANNEX 7 : Chronogram and milestones of the FRESAN Programme and its Projects Components



Annex 8 Bibliography consulted

Main bibliography consulted
Document/ Attachment Name
EU global docs
* EU-Angola NIP 2014-2020
* EU-Angola Framework Cooperation
* EU-Angola Way Forward
* EUD Annual Action Plan 2019
Malawi, policies, etc
Plano Nacional de Desenvolvimento 2018-2022 (PND)
FRESAN Global -Financing Agreement FED 2017/037-953
* Formulation FRESAN briefing. March 2016
* FRESAN Action Document
* Financing Agreement and TAP
* TdR of Programme Steering Committee
* 2 Minutes Programme Steering Committee (12/11/2019) and (27/10/2020)
* Tors Coordination Group
* Minutes Coordination Group (26/10/2020)
* TdR of Technical Working Groups
* Minutes Technical Working Groups (3 Namibe, 2 Cunene) None Huila
* Minutes from Technical Implementation Committee (TIC)
EUD
* 8 Internal reports
Delegation Agreement Instituto Camoes FED 2017/389-710
* Identification and Formulation Report FRESAN. 2017
* Delegation Agreement EUD-Camoes without annexes
* Addendum 1. Julho 2020
* Logframe for Evaluation in Portuguese. Included in Addendum
* 1er Relatorio mayo 2018-2019
* 2o Relatorio mayo 2019-Dezembro 2019
* 3er Relatorio Dezembro 2019-2020, plus annexes and Expenditure progress
* Folhas Mensuales 1-21 (Missing 5, 7, 11 and 15)
* ROM FRESAN 12/03/2020
* FRESAN Draft Baseline Survey. CESO-CI June 2019
* Levantamento de Necessidades de Estacao Zootecnica da CACANDA. Namibe. Nov 2020
* Levantamento de Necessidades de Estacao Experimental Agricola do Namibe. Março 2021
* 9 propostas Projectos Subvenções OSC
* 7 Relatorios Intercalar OSC. 2021
* TdR: Assistência Técnica para elaboração de sistema de monitoria e avaliação para o FRESAN
* Sistema de Informação FRESAN: Indicadores propostos para ser incluídos na Linha de Base 2020
* 10 Diagnosticos Institucionales
* 9 Convites Estudios
* Plano con ubicacion territorual de subvenciones
* Plan de Monitoreo de Indicadores de Subvenciones
* Memorandun (exemplo)
Levantameinto necesidades de INIAV ???
Catalogo de Sementes adapatadas al contexto local Informe ???
Tecnologia de especies forrajeiras y leguminosas. ???
* EUD Disbursement as at 30/03/2021 (Contract Card)
Delegation Agreement FAO FED 2019
* Prodoc FAO 01-12-2019
* FAO annual report year ....including financial expenditure
* Draft TdR modulo formacao Master Trainer
* Modulos 1, 2 3 de capacitacao de MT
* EUD Disbursement as at 30/03/2021
Delegation Agreement UNDP FED 2019
* Prodoc 2019
* UNDP annual report year ....including financial expenditure
*** EUD Disbursement as at 30/03/2021**
Others
Serrano, V. Actualizacao da analize agrometeorologica - marzo 2021
Serrano, V. Situacao agrometeorologica do SO de Angola - abril 2021
Duarte, Jaime.Value chains and Competitive advantages June 2020
Duarte, Jaime, Agro-related projects. Set 2020
FEWSNET

Annex 9 Case Study: Cattle infrastructure (vaccination and bath) and water points in Curoca, Cahama and Ombadja of Cunene Province (Activity 2.2.1)

How a relatively simple initiative becomes a problem for the Project, from which it has not yet been able to get a proper solution. This Annex was prepared by the MTE team based on interviews with the UIC staff, provincial and municipal officers and documentation provided by the Project.

Stages of the implementation process:

- Mission of diagnostics and verification of selected locations (April 2019);
- Cal for bidders for 10 cattle and water infrastructures (26/09/2019)[76];
- 1st CDP request the inclusion of 10 cattle infrastructure and water points, as part of the reinforcement of Cunene provincial veterinary service delivery (14/11/2019);
- Addendum 1 to the Action: CDP approved (July 2020), validity September 2020;
- Sign of contracts[77] with the 3 selected companies[78]: SMARTLIGHT: 4 locations, DTIG: 4 locations and TWG: 2 locations;
- Start of work: SMARTLIGHT and TWG (October 2020) and DTIG (no date);
- Start of work of auditing company (22-10-2020);
- Expert follow-up (Oct 2020);
- Identification of veterinary infrastructure plant modification needs by linear model (example in Chiedi locality model, Namacunde Municipality) (Nov 2020);
- Validation by the Vice-Governor of Cunene of the use of the new model of veterinary infrastructure in the Project (17-02-2021).

The MINAGRIP-ISV at national level provided an initial infrastructure model that was not agreed by the Provincial ISV. They assume the responsibility[79], but this does not demarcate the responsibility of Camões I.P of a correct implementation, as will be seen below:

The call for bidders[80] complies with the bureaucratic aspects but was made on the basis of (i) a plan with imprecise measures (photo 10); (ii) lacked the location of the infrastructure on a territorial plane and its distance from the water source to be rehabilitated. In other words, there was a limited prior analysis by the Project on what was planned to be implemented in the territory, which is the reason for the future problems that arose a posteriori. In addition, there was almost 1 year between the call for tenders and the signing of contracts, where the technical proposals could have been adjusted.

[76] Procedimento Nº 78/CAMÕES/2019 FRESAN. Empreitada de Reabilitação/Construção de Sistemas de Captação, Adução e Distribuição de Água para Consumo Humano e Animal e Infraestruturas Veterinárias nos Municípios de Curoca, Cahama e Ombanja da Província do Cunene. 26/09/2019.
[77] Contracts include VAT costs component.
[78] Agreements between Camões, I.P. and SMARTLIGHT and DTIG (17/09/2020) and with TWG (29/09/2020).
[79] Meeting in Cunene with ISV staff. 24/05/2021.
[80] Procedimiento Nº 78/CAMÕES/2019 FRESAN. Empreitada de Reabilitação/Construção de Sistemas de Captação, Adução e Distribuição de Água para Consumo Humano e Animal e Infraestruturas Veterinárias nos Municípios de Curoca, Cahama e Ombanja da Província do Cunene. 26/09/2019.

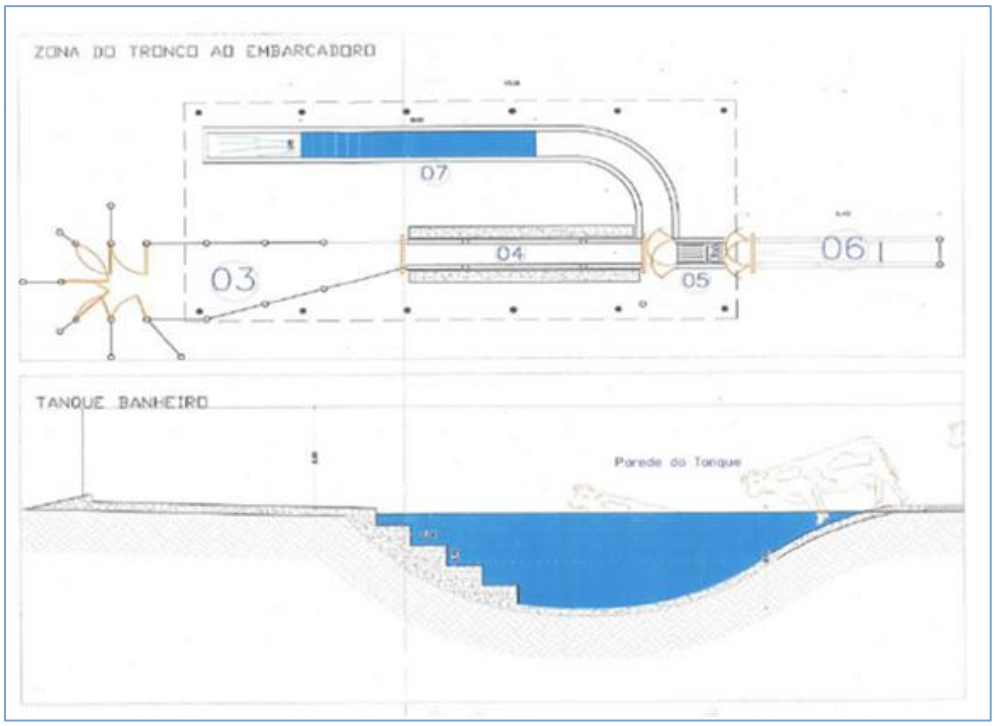


Photo 10: Initial cattle infrastructure design without adequate measurements

Result as of 04/30/2021: no structure is in operation. Three structures have been started and the remaining seven are awaiting design improvement.

- ***Locality Epango:*** it was the first to be implemented and had several drawbacks: (i) it was built with a cattle bath not previously agreed in the contract[81]; (ii) did not follow some construction parameters (poor quality). The cattle bath has cracks; most of the poles of the corral are destroyed, for not meeting the parameters of depth of buried (70 cm); (iii) The ToR of the call made by I. Camões, does not define the physical location, nor the environmental parameters between the infrastructure and the borehole source. In this case, the livestock infrastructure is adjacent to the community's drinking water source (photo 11), which could generate chemical contamination by highly toxic products used in the baths and (ii) organic (excrement) from the concentration of livestock into the water tables, the adjacent lake floods the entrance of the access where the population withdraws drinking water for consumption (photo 12). The audit was done when the construction was already done[82];
- ***Result:*** Work stopped, without functioning, and in disagreement (not even legal dispute since it has to be presented to the Administrative Court of Circulo de Lisboa) with the construction company;

[81] Hydraulic and Veterinary Infrastructure meeting summary (06/11/2020); Inspection reports 20/11/2020 and 18/12/2020.
[82] UIC Mission report October and November 2020.

Photo 11: Epango Water point near cattle infrastructure

Photo 12: Epango, potable water flooded access near cattle infrastructure

- ***Finda Ya-Holo locality:*** it is under construction using the new design. The UIC provided the model with limited technical description[83]. The UIC asked the construction company to copy an existing design. The MTE team was able to verify that a model with a lack and lower-grade materials was implemented since it had an assigned budget which was not modified. Construction is still in the way and with several adjustments;

  Nkolojo 1 Locality: it is under construction, but also with environmental problems between the infrastructure and the water source. In this case, the livestock infrastructure is also adjacent to the drinking water source of the community, with livestock transiting through the entrance of the access where the population removes drinking water for consumption (photo 13) and its drinking fountains a few meters away (photo 14). It seems that the UIC technicians did not enforce the health safety requirements of the Project as part of an EDF programme.

[83] Linear handling corral Construction Model Plant Report. UIC 30/11/2020.

Photo 13: Nkolojo 1 cattle road near potable water point

Photo 14: Nkolojo 1 cattle water infrastructure near potable water point

It is suggested to Camões, I.P.:

- That the Project outsources : (i) the technical drawing that includes a complete descriptive report (materials and measures), in conjunction with the ISV of Cunene[84]; and approved by the Provincial Cabinet, to be formally delivered to the construction companies and mitigate future contractual discussion about it; (ii) make clear the exact physical location of each of the infrastructures in a provincial map, highlighting the community access roads, with specifications regarding the water borehole location to avoid any possible contamination;
- Adapt the budget to the new drawing of livestock infrastructures, to guarantee that these can be built properly and with quality materials;

[84] Meeting Cunene ISV staff.24/05/2021

- The inclusion of livestock mobile scales is suggested, in order to complete the infrastructure;
- In reference to the Epango village, although the construction company may have incurred into deviation, the responsibility ultimately lies with Camões, I.P. who did not provide the correct specifications and carry out the supervision in a timely manner. It should assume the cost of it through the construction of a new infrastructure in Cunene to provide the corresponding service. The rationale is that herders and livestock beneficiaries and their families are not responsible for this mismanagement of UIC procurement blunder in carrying out a rather simple works contract, which happens to be crucial in Cunene.

Annex 10 State of Progress of the Activities of the 3 Components of the Project

Table: Output summary fulfilment at MTE Cut-off date (26/04/2021)							
REFERENCE			Component 1	Component 2	Component 3	TOTAL	%
	100%	Completed	3	0	0	**3**	3%
	> 50%	Advanced state	2	1	9	**12**	12%
	21% - 50%	In progress	20	9	3	**32**	32%
	< 20%	Initial phase	9	8	24	**41**	41%
	Not started	No deadline	2	0	9	**11**	11%
TOTAL			**36**	**18**	**45**	**99**	100%

Source: elaborated by the MTE, based on the Project Action Plan 2020-2024, information provided by UIC and check point verifications done by MTE

Table: Output summary of implementation considering the Project Action Plan 2020-2024 and MTE Cut-off date (26/04/2021)							
REFERENCE			Component 1	Component 2	Component 3	TOTAL	%
	100%	Completed	2	0	0	**2**	2%
	> 50%	Advanced state	1	0	1	**2**	2%
	21% - 50%	In progress	1	1	0	**2**	2%
	< 20%	Initial phase	27	16	35	**78**	79%
	Not started	No deadline	5	1	9	**15**	15%
TOTAL			**36**	**18**	**45**	**99**	100%

Source: elaborated by the MTE, based on the Project Action Plan 2020-2024, information provided by UIC and check point verifications done by