

Alliance Malaria Prevention Angola Mission Report September to December 2014

Mission dates: September 4th to December 12th, 2014

Location: Luanda, and the provinces of Bengo, Cabinda, Lunda Norte, Lunda Sul and Namibe

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Subject of report: Technical support for implementation and logistics during the Angola 2014 universal coverage LLIN distribution in 5 Global Fund-supported provinces

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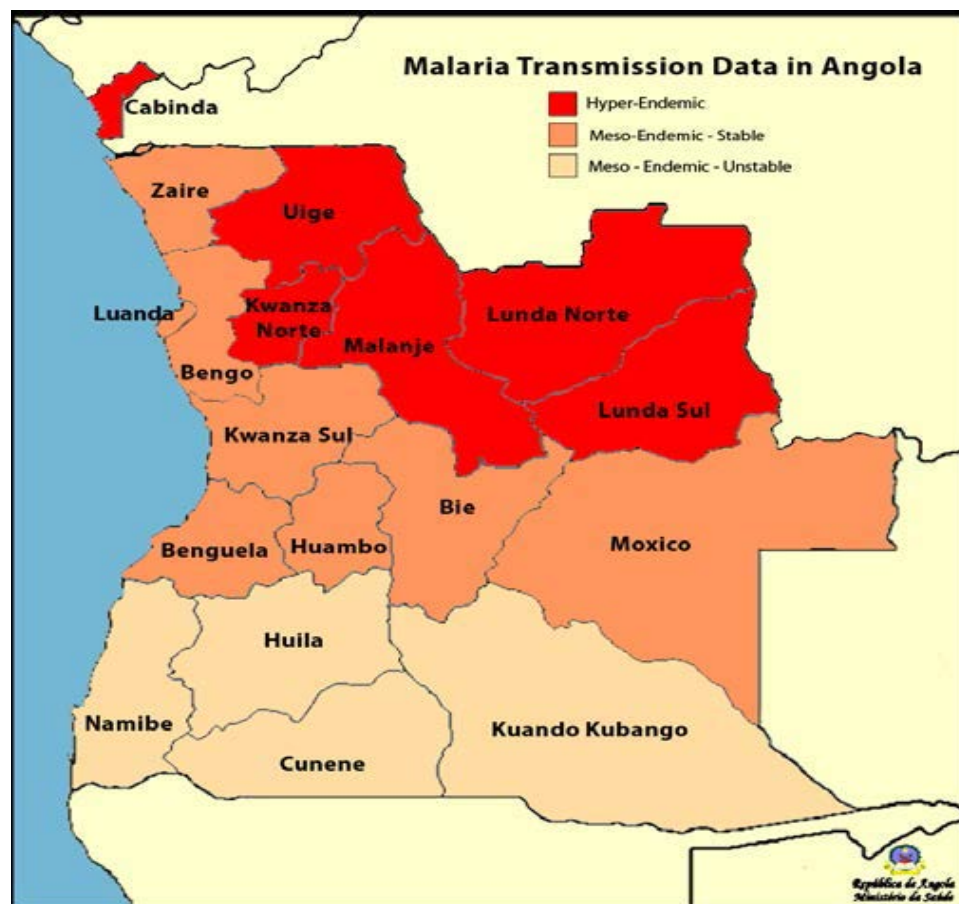


Table of contents

Acronyms	3
Calendar Campaign Events in Angola July to December 2014.....	4
Population Estimates and LLIN need calculations.....	7
1. Coordination and Planning.....	7
1.1. Key actors–	7
1.2. Micro-Positioning planning (MPP).....	8
1.3. Overall Planning and timeline	8
2. Implementation.....	9
2.1. UTG procurement and delivery of campaign support material.....	9
2.2. Communication: Mobilisation/IEC Media Campaign.....	9
2.3. Training for implementation	9
2.4. Household Registration	10
Specific recommendations: HHR	11
2.5. LLIN distribution and reconciliation.....	12
3. Logistics for positioning LLINs	12
4. General comments	13
5. General Recommendations	13
6. Annexes/Attached files	13
7. Provincial reports to be consulted.....	13

Acronyms

ACJ	Angola Young Christians Association
ADPP	Development Aid, People to People
AFDER	African Action for Rural Development
AMP	Alliance for Malaria Prevention
CAPDC	Center for Promotion and Development of Communities
CBO	Community Based Organization
CECOMA	Angola MoH Purchasing Central
CVA	Cruz Vermelha Angola (Angolan Red Cross)
DP	Distribution Point
DPS	Provincial Health Directorate
GF	Global Fund
GFATM	Global Fund to Fight AIDS, TB and Malaria
GoA	Government of Angola
HHR	Household registration
IEC	Information, Education and Communication
INE	Angolan National Statistics Institute
LFA	Local Fund Agent
LLIN	Long-lasting Insecticidal Net
LS	Lunda Sul
M&E	Monitoring and Evaluation
MoH	Ministry of Health
MPP	Micro-Positioning Plan
MTILD	LLIN (in Portuguese)
NCC	National Coordinating Committee
NGO	Non-Governmental Organization
NMCP	National Malaria Control Programme
OPPM	NMCP Provincial Program Officer
PMI	US President's Malaria Initiative
PNCM	National Malaria Control Program
PoA	Plan of Action
PR	Principal Recipient
PSI	Population Services International
PWC	Price Waterhouse, Angola GF LFA
SPPM	Supervisor Malaria Prevention Program (Provincial MoH)
TA	Technical Assistance
ToT	Training of Trainers
UC	Universal Coverage
UNICEF	United National Children's Fund
UTG	Technical Management Unit / GF Angola PR
WL	World Learning

Calendar Campaign Events in Angola July to December 2014

July 10 - Aug 6	AMP assessment state of preparedness for LLIN mass distribution campaign in 5 Global Fund-supported Angolan provinces ¹
August 6	Action plan proposed an October 27 distribution date if 8 week campaign program could start up on September 4 with Training of Trainers
Sept 4 -15	AMP consultants arrive in Angola for implementation
September 5	Due to delays in preparing and signing NGO contracts, TOT for household registration and distribution postponed to September 15th. Target date for starting distribution in the 5 provinces delayed to November 10th.
Sept 15 - 19	3-day Training of Trainers from 5 provinces for household registration and distribution activities in Caxito, Bengo
Sept 16 - 19	World Learning Luanda training for NGO admin-finance staff
Sept 20	Due to delays preparing financial transfer requests, distribution of LLINs to beneficiaries reprogrammed for November 24 - 29
Sept 22 - 26	Geneva Global Fund Angola team in Luanda. Provincial budgets reviewed with GF team, submitted to World Learning, Deloitte and NGOs
Sept 20 - 26	MPP completed in 15 remaining Municipios ² ;
October 7	NGOs for Bengo, Namibe, and Cabinda receive funds and start implementation activities
October 16	NGOs in Lunda Norte and Lunda Sul receive funding, start implementation activities and reprogram distribution to December 1st.
Oct 20 - 21	Training in logistics management in Caxito, Bengo
Oct 24 - 25	Training in logistics management in Namibe
October 27	Official launch of household registration in Namibe and Cabinda
Oct 30 - 31	Training in logistics management for Lunda Norte and Lunda Sul
October 28 - November 4	Visit of Geneva Global Fund Angola team, province budgets revised and reviewed with GF team to reflect the final MPP numbers and implementation programming changes
November 3	Official launch of household registration in Bengo

¹ AMP Angola Mission Report August 2014

² A Municipio in Angola, is a Regional, County or District government in other countries

Alliance Malaria Prevention Angola Mission Report September to December 2014

November 6	Lunda Norte, Lunda Sul start of household registration activities
Nov 16	Technical advice to GF and UTG for December 1 distribution, funds transfer deadline would be November 21st
Nov 18	ACJ received OK from World Learning for UTG to transfer funds
Dec 3 - 15	AMP team has to leave Angola due to visas not being renewed
Dec 12	UTG/PR announce transfer to ACJ account, distribution preparations may start during the week of December 14th
Dec 15	ADPP and CVA received funds for distributions in Bengo, Namibe and Lunda Norte
Dec 15	Lunda Sul transfer pending financial issues

Angola Summary

Since 2013, Angola has been undertaking a mass distribution of LLINs supported by donors including the Global Fund (GF) and the President's Malaria Initiative (PMI). According to the macro plan for distribution, 7,953,812 nets purchased by the Government of Angola and donors were allocated to 144 municipalities in 16 provinces.

The Global Fund purchased 2,810,812 LLINs, which arrived in-country in July 2013. In November 2013, GF LLINs were positioned in 28 Municipio warehouses in the 5 provinces where they were to be distributed: Bengo, Cabinda, Lunda Norte, Lunda Sul, and Namibe. Campaign preparation activities were put on hold in February 2014 when the GF identified financial management issues, which suggested that the final phase of the campaign would have high programmatic and financial risks.

AMP was approached to provide intensive technical support to Angola and a schedule for this was discussed with the Global Fund and PMI. PMI committed the financial support for the TA. AMP started by sending 3 consultants on an assessment mission from July 10th to August 6th, 2014 to evaluate the state of preparedness at the national level and in the Municipios of the 5 provinces.

The mission report³ recommended that due to the short time period to prepare for a distribution before the rainy season (November), AMP would provide TA support to the implementing NGO's in each province, and that an AMP team leader would provide coordination and support to NMCP/UTG/GF at national level as well as to the AMP consultants in the provinces.

The plan of action proposed a distribution to beneficiaries starting October 27th. This was based on preparatory activities starting September 1st, with 9 weeks to undertake household registration and LLIN positioning in preparation for the distribution to beneficiaries.

³Word Doc ``AMP Angola Mission Report August, 2014``

Alliance Malaria Prevention Angola Mission Report September to December 2014

Provincial budgets were prepared by the AMP lead consultant, following the July AMP mission using information gathered from the 2014 MPP visits to the first 13 of the 28 Municípios. The 5 budgets were approved by the GF to allow for the first funding advance to start up project activities and the budgets were presented to the NGOs September 22.

At the end of October, a further revision of the budgets was undertaken to reflect the final numbers from the remaining 15 MPP exercises, implementation programming changes and comments from NGOs. On November 1st, after a review with the GF team in Luanda, the 5 finalised implementation budgets were used as the basis to calculate the second advance to the NGOs, which would cover the costs for distribution of LLINs to beneficiaries.

When the AMP team left Angola following the July – August 2014 mission, pending actions for the campaign implementation activities to start in the 1st week of September were:

- Ensure availability of financing for micro-positioning planning in the 15 remaining Municípios in August;
- Define finance - administration structure necessary for implementing NGOs;
- Develop a description of responsibilities for all NGOs, prepare contracts and sign contracts with them.

Since these actions had yet to be realised on September 5th when the AMP consultants arrived in Angola to support the implementation of activities, the Training of Trainers for household registration and distribution was delayed till September 15th. The target date for starting distribution to beneficiaries in the 5 provinces was subsequently shifted to November 10th rather than October 27th.

Further delays in UTG/NGO contracting, transfer of funds for project start up (50% of budget), procurement, shipment of campaign materials to the provinces, and funds transfers for distribution costs (20%), were responsible for reprogramming distribution activities 3 more times, till November 24th, December 1st and finally December 12th.

The inability of the MoH to negotiate visa extensions for the AMP consultants caused the withdrawal of AMP TA before LLIN distribution to beneficiaries. As the visas expired the AMP consultants left Angola between December 3rd and December 15th.

Population Estimates and LLIN need calculations

The following table demonstrates the different LLIN needs calculations using the different population estimates: numbers provided by Municipal authorities in November 2013; the 2014 MPP exercise; those indicated in the 2014 National Census; and NGO household registration data. Some provinces will have a substantial estimated surplus of LLINs following the distribution to beneficiaries.

Provinces	LLINs to Provinces Nov 2013	Population MPP 2014	LLIN need 2014 MPP	Census 2014	LLIN need 2014 Census	Population HH Reg 2014	LLIN need HH Reg 2014	Stock vs need HH Reg 2014
Bengo	146 300	378 244	210 136	351 579	195 322	256 251	142 362	3 938
Cabinda ⁴	264 000	438 654	243 697	688 285	382 381	587 685	326 492	-62 492
Lunda N	568 000	1 155 808	642 116	799 950	444 417	923 663	513 146	54 854
Lunda Sul	397 100	872 248	484 582	516 077	286 709	546 623	303 679	93 421
Namibe	504 200	717 205	398 447	465 613	258 674	525 197	291 776	212 424
Total	1 879 600	3 562 159	1 978 977	2 821 504	1 567 502	2 839 419	1 577 455	302 145

The Global Fund sent 2,810,812 LLINs to Angola. After the 2013 positioning of LLINs in the 5 GF funded provinces there would still remain 913,212 GF nets in Luanda. After distribution of the quantity calculated according to HHR numbers (1,577,455), there would be an estimated surplus of 1,233,300 GF financed LLINs in Angola to be reassigned to other provinces.

1. Coordination and Planning

1.1. Key actors–

AMP - Provide TA support to the NMCP and the implementing NGOs in each province and additionally support the NMCP, UTG, and GF at the national coordination level.

Deloitte - The finance auditor appointed to monitor UTG financial operations.

Global Fund Angola Program Geneva Team - Through visits to Angola and long distance support, oriented and coordinated UTG/LFA actions to encourage adherence to implementation activity schedule.

NMCP - Coordinate National support, and supervise implementation. Also provincial and Municipio officers (OPPM, Malaria focal point) mandated to work in support of NGOs and AMP TA in the 5 provinces.

PMI - Committed the financial support for the AMP Technical Assistance.

⁴ In case the Census was correct, 118,000 LLINs were shipped to Cabinda from Luanda in November 2014. Thus, after HHR there could be an estimated surplus of 55,500 LLINs in Cabinda.

PWC - The GF Local Fund Agent appointed to audit training sessions, household registration and distribution to beneficiaries.

UTG (PR) - The Angola MoH Global Fund Technical Management Unit appointed to manage the finances, execute procurement, and contract the NGOs.

World Learning - To provide training and mentoring of NGOs in finance, administration and reporting procedures.

1.2. Micro-Positioning planning (MPP)

NMCP national officers, provincial and Municipio and Comuna level technicians in Bengo, Cabinda and Namibe had worked on the preparation of micro-positioning (MPP) plans after the provincial level training meetings in 2013. There was, however, no follow up from the provincial and national levels so these documents had stayed at the local level. There were no micro-positioning plans to be found in Lunda Norte and Lunda Sul.

During the July 2014 mission, the 3 AMP consultants, with members of UTG, NMCP and local authorities, prepared MPPs for 13 of the 28 Municipios in the 5 provinces. In September, the provincial AMP consultants accompanied the review teams in preparing MPPs for the remaining 15 Municipios.

The newly prepared and revised MPPs were then used to organize HH registration and to identify the distribution points (DPs) where representatives of the registered households would receive LLINs. The MPP info was also the basis for the budget revision prepared after the July mission and the final budget presented to the GF team for review on November 1st.

1.3. Overall Planning and timeline

AMP normally allows for a minimum of 16 weeks after MPP to undertake household registration and LLIN positioning in preparation for the distribution to beneficiaries. The proposed plan of action (PoA) and timeline, with a starting date of September 1st, proposed 9 weeks till the distribution period in the last week of October. Due to administrative organisation and support delays at the national level, the first distributions by the implementing NGOs started after 14 weeks.

Implementation timelines⁵ were prepared and then modified after each delay so the partners could plan resource allocation and financial follow-up. Also, the timelines for all training activities⁶ were prepared for each province and presented to the GF so that the LFA could program impromptu visits and audit training activities.

⁵ See Attached Excel Doc ``Lunda Norte Dist crono (AMP) 29 Oct``

⁶ See Att: Excel Doc ``Cabinda Datas de formacoes registo e Distribuicao 2014``

Lesson learned: Timeline

In Angola the time required to prepare funds transfers at the administrative support level and the banking delays could not be avoided.

Specific recommendations: Timeline

Despite urgencies due to late start-up of activities, as well as the upcoming rainy season, a 12 to 16 week implementation period after MPP should be respected for smoother campaign execution.

2. Implementation

On July 11th, the following NGOs learned that they had been selected to implement the LLIN distribution campaign: CVA (Angolan Red Cross) for Lunda Norte, ADPP (Development Aid, People to People) for Bengo and Namibe, ACJ (Angola Young Christians Association) for Cabinda and AFDER (African Action for Rural Development) for Lunda Sul.

2.1. UTG procurement and delivery of campaign support material

The manual for social mobilization, materials for registration (registration sheets, registration booklets) were late in production and delivered too late or in quantities insufficient for use by the implementing NGOs. As a solution, the NGOs were authorized to locally procure themselves the necessary items (printing, photocopying, identification t-shirts). The GF consequently had the necessary budget re-allocated from the PR to the NGOs.

2.2. Communication: Mobilisation/IEC Media Campaign

The NMCP National Communication Officer had radio spots in Portuguese and 4 local languages prepared for placement in radio stations by October 20th. This would have helped awareness of the campaign during household registration. Despite requests by the GF program officer for a dissemination plan so that the LFA could verify their broadcast during HHR, nothing was forthcoming. Visits to the provinces for promotion of the spots were only realised after the registration.

2.3. Training for implementation

Campaign activities started on September 15 with a 3-day TOT programme for NGO coordinators and trainers from the 5 provinces. This training, supported by PSI-Angola facilitators, had 1 day allocated to each of 3 themes: Communication, Household Registration, and Distribution Point Organisation.

The 5 participants from each NGO (coordinator and trainers) were thereafter responsible for training the campaign workers in their provinces in 2 different trainings: before household registration (IEC-HHR 2 days) and the week before distribution (DP organisation 1 day).

A 3-day (17-19 Sept 2014) training programme on financial reporting and processes and procedures for finance personnel from the 5 implementing NGOs was organized by World Learning, a collaborating partner (NGO) on financial management, in a bid to ensure adherence to Global Fund policies and procedures.

Strengths / Achievements: training for implementation

Supervisors and registration/distribution workers were trained for implementation

Province	Bengo	Cabinda	Lunda N	Lunda S	Namibe	Total
Trained	370	400	1 030	870	730	3 400

Challenges: training for implementation

- Ensure quality training in such tight schedule to teach such dense curriculum
- Many of the people recruited by NGOs were not experienced trainers
- With the large numbers of workers to be identified and recruited in a short period of time, NGOs were unable to properly verify the selection criteria for volunteers especially with regards to local recruitment and a good ability to read and write Portuguese (especially in rural areas)

Lessons learned: training for implementation

- The very short time period for recruitment of a large number of temporary workers influenced the skill level of NGO trainers and workers (it is difficult to train workers with low reading and writing skills)
- The NGO participants who attended the national ToT needed extra support when training volunteers in HH registration and distribution. The 4-6 week waiting period between the TOT and funding availability to permit the step-down training was too long.

Specific recommendations: training for implementation

- Recruitment and selection of trainers and volunteers needs more time
- Training of trainers/supervisors for HHR needs a third day essentially dedicated to practical exercises on filling out the registration and daily summary sheets (extend TOT to 4 rather than 3 days)
- A longer training (3 days HHR) should also be considered for activistas, with the extra day focused on practical exercises, as a final test
- Allocate appropriate time to have practical regional ToTs rather than one national session

2.4. Household Registration

Aside from registering households for receiving LLINs, the Angolan MoH requested that workers collect information about the number of pregnant women, children < 5 years, and the number of nets already in the HH. This was apparently requested in an effort to report on a national scale about how many vulnerable populations were being assisted.

Strengths/ Achievements HHR

In a very short time period (2-3 weeks), a household registration campaign was organized to allocate coupons to beneficiary families. The 3,400 workers in 3 to 4 weeks visited close to 570,000 households to establish the number of LLINs needed at distribution points to hand over to people redeeming their coupons.

Province	Bengo	Cabinda	Lunda N	Lunda S	Namibe	Total
Pop HH reg	256,251	587,685	923,663	546,623	525,197	2, 839,419
Households	51,250	117,537	184,733	109,325	105,039	567,884

Challenges: HHR

- Urban registration poses a challenge in terms of managing and coordinating teams in order to ensure that all areas are covered, and that vouchers are handed out in more or less equal number for each distribution point.
- Adding the extra information requested (number of pregnant women, < 5 yrs, number of nets already in the HH) to the registration forms, complicated and slowed down both the registration process and the compilation of data. In all provinces post-registration data compilation was difficult because of all the errors to be corrected.
- Conducting a HHR in absence of a media campaign to inform the population of the registration can create difficulties. Some of the volunteers were intimidated, even threatened in urban slums for asking personal/confidential questions

Lessons learned: HHR

- The short period of time to train the large number of people needed and coordinate the work stressed the NGO supervisory capacity

Specific recommendations: HHR

- Identify volunteers from their own communities before micro planning and clearly define all registration itineraries in function of the context during micro planning
- HHR should be collecting only the strict minimum amount of information needed for the campaign. This would simplify both the training of volunteers, the registration and data compilation
- Plan an appropriate structure and sufficient resources to monitor, compile and control data collection and analysis of household registration results
- Urban registration is more complex than rural registration and requires a specific approach for team management and coordination, and for the allocation of vouchers per distribution point.

2.5. LLIN distribution and reconciliation

LLIN positioning to DPs and training of distribution personnel was delayed till the second funding advance could be confirmed. Due to the visa problems, AMP consultants could not be present during the distribution to beneficiaries and subsequent data reporting.

3. Logistics for positioning LLINs

LLINs were shipped from Luanda to all the 28 Municipios in the 5 provinces in November and December 2013. The quantity to each destination was calculated as 80% of the needs based on the 2013 population estimated by Municipio MoH. The nets were stored in secure warehouses in good conditions and had not been moved since delivery.

The first AMP mission recommended a logistics-specific training (covering transport, storage and tracking tools) directed to key NGO staff at Municipio level. Training in logistics for provincial and Municipio personnel responsible for managing the transport and positioning of LLINs to the distribution points was conducted by AMP logistics consultants in Bengo, Namibe, Lunda Norte and Lunda Sul and Cabinda.

Following the training of logisticians, AMP consultants, NGO provincial and Municipio logisticians prepared transport plans for positioning the LLINs to the distribution points in the week before the distribution to beneficiaries.

Strengths/ Achievements: Logistics

- Logistics personnel were trained in transport planning, and the use of tracking tools.
- Vehicles for transport of LLINs were identified and contracted for delivery of the LLINs to the distribution points.

Challenges: Logistics

- Improper stacking during the initial delivery to Municipios made it impossible to do a physical inventory count till after the loading of vehicles for transport to the next level (comuna storage or distribution points)
- Waybills procured by UTG were too small and thus had limited space to write the necessary information

Specific recommendations: Logistics

- The AMP format for Waybills and all other logistics tools should be respected during procurement.

4. General comments

From the moment that AMP was approached, the difficulties in obtaining visas have influenced the availability of Technical Assistance to Angola for the LLIN distribution campaign in the GF-funded provinces. Although consultants were available in mid-May, the first evaluation mission could only start July 10th. This 7-week delay would become more important as other administrative difficulties set back distribution till mid-December. Finally, the inability of the MoH to negotiate visa extensions for the AMP consultants caused the withdrawal of AMP TA before LLIN distribution to beneficiaries.

The organisation of the campaign in the 5 provinces was always under a time constraint to have distributions of LLINs carried out before the heavy rains or mid-December, whichever came first. This was the reason that the original September PoA allocated 9 weeks to prepare the distribution. Realistic planning from the outset would have put the campaign at 14 - 16 weeks (which it ended up being). Trying to achieve tight deadlines because of a shorter scheduled period to distribution caused stress and created unmet timelines. Hopefully this did not affect too negatively the coverage ratio of LLINs to the population.

5. General Recommendations

To provide continuing technical assistance till the end of the campaign distribution and data reconciliation phase, governments should provide for special visas or permits to cover the period of the exercise thus avoiding the consultants leaving before the end of the program.

Despite urgencies due to late start-up of activities, upcoming rainy season and budget approval, it is essential that a 12 to 16 week implementation period after MPP should be respected for smoother campaign execution.

6. Annexes/Attached files

Word Doc ``AMP Angola Mission Report August 2014``

Excel Doc ``Cabinda Datas de formacoes registo e Distribuicao 2014``

Excel Doc ``Lunda Norte Dist crono (AMP) 29 Oct``

7. Provincial reports to be consulted

The 5 AMP Province Mission Reports prepared at end of mission.