

Alliance for Malaria Prevention Mission Report – Angola

Mission dates : July 10th to August 6th, 2014

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

Date of report : August 24th, 2014

Subject of report : Assessment of the state of preparedness for LLIN mass distribution campaign in Global Fund supported provinces

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1. Objectives of the mission

The mission objective was to assess the state of preparedness, plans and budgets for LLIN mass distribution campaigns in five provinces: Bengo, Namibe, Lunda Norte, Lunda Sul and Cabinda that are supported by GF funding. Specifically:

- Review the micro-plans developed in 2013 at the Municipio level, and take necessary action to ensure that they are complete and up-to date, especially regarding population figures used;
- Verify the warehouses, stock management procedures and storage of LLINs at Municipio level;
- Assess the transport resources available at municipio and comuna levels, and obtain preliminary quotations in order to calculate an estimated transport cost by province.
- Verify if provincial and municipal campaign coordination structure is in place. Ensure that logistics sub-committees exist in all municipios (support the setting up of such committees where/if they don't exist);
- Review and up-date the campaign budget according to data and information gathered in the course of the mission (up-dated population figures, micro-positioning plans, transport costs calculated on quotations obtained, etc);
- Review and update of timeline of activities for each province;
- Assess, as much as possible, the capacity of the selected NGO in implementing the campaign.

2. Consultants in country for the evaluation mission:

Jean Marc Grégoire: July 10th to August 6th

Alain Daudrumez: July 12th to August 2nd

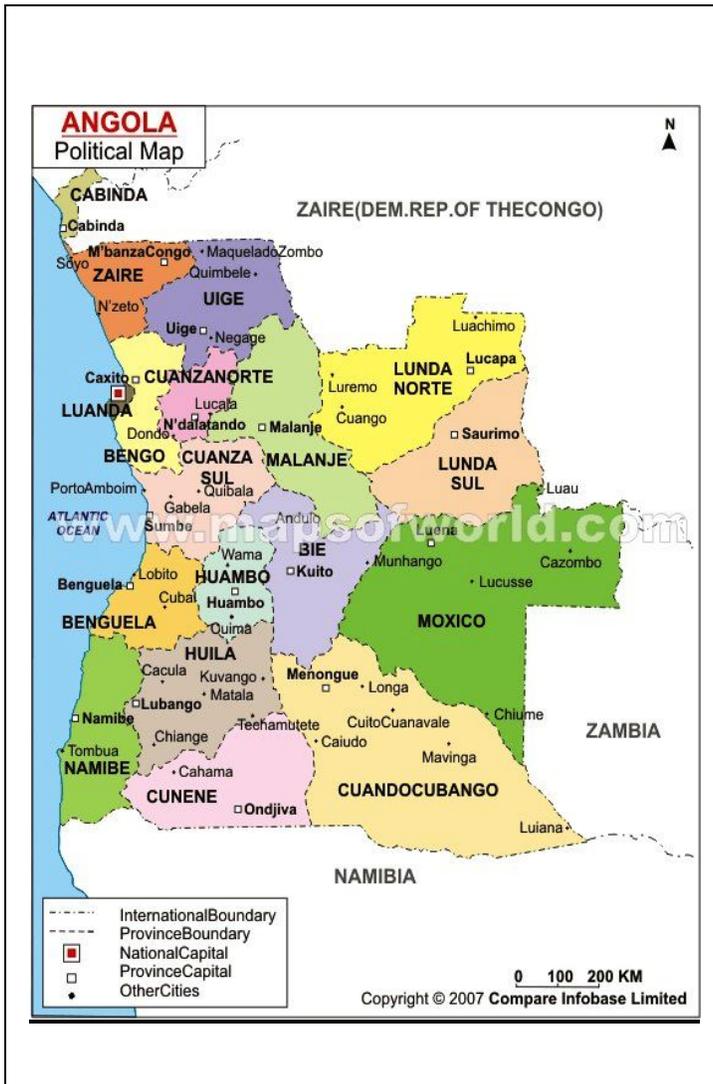
Jeronimo Zandamela: July 10th to August 3rd

3. Context:

Angola has been undertaking since 2013, a mass distribution of LLINs supported by donors including the Global Fund and USAID-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.

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- The Global fund has purchased 2, 810,812 LLINs which arrived in-country in July 2013. They are to be distributed in the 5 provinces of Bengo, Cabinda, Lunda Norte, Lunda Sul, and Namibe.
- The Global Fund has identified financial management issues that have led to a changed approach for implementation of the mass distribution.
- Campaign preparation activities have been on hold since February 2014. The final phase of the campaign includes 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 USAID-PMI. PMI is providing the financial support for the TA.
- AMP started by sending 3 consultants on an assessment mission over a 3 week period, to evaluate the state of preparedness in 50% of the 28 Municipios in the 5 provinces.
- Thereafter the plan is to deploy a lead consultant who can provide targeted technical support and oversight for key stages of the campaign, supported by at least one program consultant in each province depending the scope of work (num of Municipios) and the capacity of the implementing NGO.
- Representatives of the NMCP, UTG (MoH technical unit, the PR), and the NGO chosen for implementation, participated in the 3 provincial review teams guided by the AMP TA.

2. The deliverables are as follows:

- Review of existing central level plans and recommendations for improving the campaign preparation for implementation;
- Review of budget and alignment with plans;
- Review and update of timeline of activities

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In order to obtain the necessary information, a micro-positioning review was undertaken in 13 of the 28 Municipios in the 5 provinces. The objective was to determine the resources needed for household registration, distribution points, and post distribution mobilization for hang up.

Also for logistics, it is important to assess the pre-positioning needs at Comuna and distribution points to establish storage requirements, as well to identify the type of transport available for moving LLINs to Comunas and distribution points. Based on that information the AMP consultants worked to estimate the costs for implementation of the logistics operation in each province.

3. Situation upon arrival

- A meeting was held on July 10th with NMCP Director Dr Filomeno Fortes and thereafter with combined NMCP/UTG distribution campaign work team to present the AMP mission terms of reference.
- The selection process for the NGO's to be responsible for implementation of the distribution campaign was finished but the results had yet to be announced. It was decided to invite the chosen NGO's to a meeting on July 11th, to inform them of their selection and the need for one of their representatives to accompany the evaluation mission in the provinces where they will be working.
- Terms of reference for the NGO's were developed on the morning of the 11th for presentation to them at the afternoon meeting. The NGO's chosen for each of the provinces are:

Lunda Norte - CVA (Angolan Red Cross) ;

Bengo - ADPP (Ajuda Desenvolvimento do Povo para o Povo);

Namibe - ADPP; (Community Development for the community);

Cabinda - ACJ (Associacao Cristiana de Jovens de Angola, Christian Ass for Angolan youths);

Lunda Sul - AFDER (Acçao Africana de Desenvolvimento Rural, African action for Rural Development).

- Although part of the NGO selection mandate, the NGO selection commission was not able to identify service providers for the following needs:
 - an organisation or resource to undertake the training of the implementing NGO trainers in registration, mobilization and distribution procedures and;
 - an organisation to train in administration and finance procedures as well as provide financial oversight of the implementing NGOs.

4. Mission roll out and information gathered from activities in the provinces

The travel plan for the 3 review teams of the evaluation mission to the 5 provinces was revised according to realities of travel possibilities in Angola. The first field visit for training and harmonization of the 3 groups was undertaken in the Municipio of Ambriz in Bengo province on July 15th and 16th.

On July 17th the 3 teams travelled to start their tour of the 5 provinces. One team went to Lunda Norte to review 4 of the 9 Municipios, another to Lunda Sul to review 1 of 4, while the 3rd travelled by road to Namibe to review 2 of 5 Municipios. The team that went to Lunda Sul thereafter travelled to Cabinda to visit

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2 of 4 Municipios, while after finishing in Namibe, the 3rd team returned to Bengo to review another 2 Munis in order to visit a total of 3 of the 6 Bengo Municipios. The return to Luanda for all teams was on July 30th after having visited 13 of the 28 Municipios in the GF funded campaign.

4.1. Campaign planning

In all provinces, campaign planning was in a state of “wait and see”. Some micro-planning meetings were held at provincial level in 2013. LLINs were positioned at Municipio level in late 2013. Finally, campaign coordination structures were put in place in early 2014. Since then, provincial and municipal health authorities had been waiting for the next move from the central level.

4.2. Micro-positioning plans (MPPs)

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.

- Upon review of these MPP's prepared after the 2013 training exercise, it was observed that Municipio level health technicians had difficulty in planning the positioning of the LLINs and establishing Distribution Points (DPs). Using the population figures provided from the local level, the catchment areas for distribution points were re-defined, and the choice of distribution points established to AMP standard during the evaluation mission.

There were no micro-positioning plans to be found in Lunda Norte and Lunda Sul. Thus the review team and local authorities prepared the MPPs for the visited Municipios during this 2014 mission.

The newly prepared and revised MPPs in the 13 visited Municipios will now serve as the primary tool to organize the HH registration and the distribution of LLINs.

4.3. Population figures

In many cases the population declared in the 2014 Municipio micro positioning review meetings varied with that declared in the provincial level meetings held in 2013. A quality Household Registration will be very important.

- In Namibe city, the declared population indicated in the 2013 micro-plan sent to the GF was 517,792 people. During the 2014 review, population declared for the micro-positioning plan is 205,000 (+-). The recent census is most likely the reason that local authorities have changed the declared population.
- In the Namibe Municipio of Tombwa, the micro plan for 2103 declared a population total of 140,573. The population declared by the Municipio administration at the review workshop was 187,500. When a clarification of the large increase in one year was requested, the Tombwa Municipio administration advised that the 140,573 number could be used for planning. The next day, we learned (unofficial source) that the Municipio Health administration had been informed to use 45, 000 as the planning number for 2014. Although the official announcement is several months away, It appears that the recent census number is below 40,000.

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- In Lunda Norte the review team observed that in the Municipio of Chitato (Dundo) there was a 2.7% increase whereas for the Municipios of Cuango and Caungula there was a 20 % decrease, and in Lucapa a 38% decrease. In some cases local authorities indicated that certain villages declared for the 2013 provincial micro-plan did not exist.
- The micro-planning review in the two Cabinda province Municipios of Cabinda, and Buco Zau, shows a decrease of 20% in populations from the 2013 figures. The province of Cabinda also shows a fairly high concentration of urban population (69%) .
- In the province of Lunda Sul, the Municipio of Saurimo, has 85% of the entire provincial population according to population statistics currently available. (This is the reason why only one Municipio was reviewed in this province) Although the 2014 population declared is 4% lower than that of 2013, the high population number of 738,000 (+-) raises doubts. Local authorities had difficulty presenting arguments on how this number was attained.
- A comparison of the Bengo province numbers from 2014 with 2013, shows a decrease of 51% in Ambriz (38,000 to 19,000), 23 % in Nambuangongo (79,000 to 60,000), and an increase of 25% in Dande (190,000 to 240,000). During the micro-planning exercise for Dande in Caxito, population was being added for newly established settlements, without numbers decreasing for neighbouring areas. A further verification will be required with an appropriate household registration plan. (see recc 6.10)

4.4. Logistics management

In all Municipios visited, LLINS have been stored in secure warehouses in good conditions since delivery in November and December 2013. However no stock register or stock cards are in use in the storage spaces. Only document available is a signed copy of total delivered from Luanda.

LLINs are packed in “bales of 100 nets” made up of two 50-net bales strapped together. The resulting 100-net bales are very heavy (66 kgs), and very hard to handle since the strapping does not prevent the two smaller bales to move against each other or to separate. Many single bales of 50 nets were observed. (see recc 6.6)

All 3 review teams found that improper stacking makes it impossible to do a physical inventory count. A recent report of quantities in stock sent to Luanda by the provincial level NMCP was based on statements that there had been no withdrawals. No recount had been undertaken.

4.5. Transport organisation, resources and cost

Transport companies, and transport resources in general, are not abundant in the visited provinces, therefore costs are on the high side. Only in Cabinda were transporters willing to give prices by destination. Trucks found in the other provinces are only available on a daily rental basis.

Transport planning will be important to reduce costs. It will be easier in urban areas (Lunda Sul, 85% urban) where short distances and several trips per day can be easily planned. Working on a basis of daily rental rather than freight cost by destination, increases costs because the trucks have to be accompanied by a conveyor to ensure the number of trips planned per day are completed.

4.6. Campaign coordination structure

Coordination committees were in place in each province and Municipio visited, but none were active. Many complaints were made about the provincial level not being informed of campaign planning. Municipio health administrations also had received no information about the proposed distribution campaign since the organisation of the Coordination committees. They voiced frustration at not being in able to distribute nets since they had no stock for routine distributions to pregnant women and children under five.

4.7. NGOs Terms of reference, Contracts, Financing

During the final meeting on August 1st, to present the results of the evaluation, the NGO representatives expressed a need for a better description of what their responsibilities would be for implementation. They found that the terms of reference received were very generic.

Another meeting was scheduled with the NGOs, UTG and NMCP, and the AMP TA, on August 4th to answer questions from NGO's and help UTG better define a description of responsibilities for the implementing NGO's so that contracts with them can be elaborated, negotiated and signed.

On August 6 th the NGO which was solicited to provide training in admin-finance procedures had not yet received a formal request or terms of reference as to what service they were to provide. They were to meet with NMCP on August 8th. At the time of writing this report discussions have not been conclusive and there is not yet a solution as to how admin-finance reporting and oversight will be carried out.

At the AMP consultants exit meeting with NMCP and UTG on Friday August 1st , NMCP and UTG announced that they had chosen an NGO (not appointed by the selection board) to be responsible for the training of trainers of the implementing NGO's. They were however unable to provide documentation to show how it had been decided that this NGO had the technical capacity to provide this service.

The UTG director called the NGO to request a meeting on August 4th so that the consultant could receive documentation as to the technical capacity of the proposed service provider. In that meeting the NGO said that they could not supply any information since they had not been advised in advance of the reason for the meeting.

However during the meeting the NGO Director claimed that they had trained volunteers for household registration, distribution and mobilization in Malanje for PSI in 2013. The consultant requested an example of the training agenda, course content, curriculum and other documents from the Malanje training be provided, so as to evaluate their technical competency. On August 11th, not having produced the requested Malanje training material, the NGO withdrew their candidacy for providing the training of implementation NGO trainers.

5. Issues and observations

5.1. HH registration

As always this is the most important activity on which depends the success of the campaign. It will be a serious challenge for the implementing NGO's as it will require proper planning, coordination and supervision, as well as a large number of trained volunteers.

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Due to the doubt raised by the population numbers for Saurimo, Dande, Tombwa, it would be wise to propose a strategy concerning HH registration that could save time, efforts and money. A pilot HH registration should be conducted in the areas of declared high population before committing to training the full number of volunteers based on current population figures. (see recommendations, section 6).

5.2. Micro-positioning plans (MPPs)

There are, two issues that must be looked into:

- In rural areas, it was generally difficult to identify distribution points that would satisfy both the population criteria (1,000 HH) and the distance criteria (no more than 10km between DP and related villages). The existence of very small villages often far apart led to creating many “mobile” DPs where distribution will be over in a day or less. This will require mobile distribution teams and may (or may not) require pre-positioning, depending on the quantities to be distributed. In order to keep cost down, it is proposed to reduce the mobile distribution teams to 2 persons, who can move on a motorcycle instead of requiring a vehicle. These mobile teams on motorcycles would be able to cover several of these small DPs during the 5 day distribution period.
- In urban areas, it is the opposite. The population is so concentrated in a small area, that it requires the creation of many DPs (up to 13 in some barrios) that still need to be identified on the ground with the “coordinator de barrio”. The implementing NGOs still need to go down to the barrios and meet the coordinators to physically identify the structures that will serve as DPs. They will need to be strategically located so not to be too close to each other, and be able to serve an average of 1,500 HH during the 5 day distribution.

5.3. Review and up-date of activities timeline

A timeline¹ for activities necessary leading up to a LLIN distribution in the last week of October was prepared. The 8 week time period to prepare for the distribution is a minimum necessary. AMP usually recommends 10 to 12 weeks for this preparation. The rainy season however starts in late October. Any delays in funding or implementation of activities could require a postponement of distribution in certain areas.

5.4. Review and up-date of campaign budget

With the micro-planning information gathered during the evaluation mission, it was possible to undertake a budget revision based on new population figures and transport costs. This has been forwarded to the Global Fund. It is hoped that disbursements will be soon possible to realise some of the urgent activities described in the timeline.

5.5. Training of trainers of the implementing NGO's

The AMP team learned at the beginning of the Mission that no service provider for a training of implementation NGO trainers had been selected by the NGO evaluation commission. Till the August 1st meeting, it appeared that AMP had to have a plan for the training of trainers since there was no candidate

¹ Angola Chrono Activities Timeline for 2014 distribution

chosen by the NGO selection committee for this task. An option considered was that AMP undertake the responsibility for organising this training if no Angolan service provider with demonstrated experience could be found.

6. Key challenges and recommendations

6.1. Complete the micro-positioning review exercise in 15 the remaining Municípios

Before starting resource allocation for HH registration, and LLIN pre-positioning to Comunes, a micro-positioning review exercise of those Municípios not covered in the AMP evaluation mission should be undertaken. This will finalise the planning exercise at provincial level. A budget should be authorized for the NGO's to undertake this ASAP.

6.2. Finalise the first 13 micro-plans

During the AMP evaluation mission it was difficult to establish distribution points for large sectors of the urban areas where for example, population numbers would require a breakdown into 10 Distribution points. Municipio health administrators accepted the responsibility of consulting community leaders to complete the MPP exercise. The implementing NGO's will need to follow up on this when they start implementation

6.3. Prepare and sign contracts with NGOs

There is an urgent need to sign contracts with implementing NGO's. In order for that to happen the PR needs to develop NGO's technical description of responsibilities to complement the NGO terms of reference, and define payment schedule for services, which will permit establishing and negotiating a contract between NGO's and UTG.

6.4. Finance Administration procedures

An organisation or service provider to train implementing NGOs in the required administration and finance procedures as well as provide financial oversight needs to be appointed before project activities can start.

6.5. Inventory and hand-over of LLIN responsibility

A proper hand-over of LLINs in municipal warehouses must be done between municipal authorities and implementing NGOs. This hand-over must involve a joint inventory and procès-verbal to be signed by both parties. In many places this inventory will not be possible due to improper stacking and lack of free space in the warehouses. In such cases, the NGOs should only take over the responsibility for the quantities being shipped out of the warehouse until there is enough free space to allow a re-stacking and joint inventory of remaining stocks, for a final hand-over.

6.6. Bales of 50 rather than 100

For ease of handling, shipping, and tracking, LLIN inventory and accounting should be in bales of 50. It will be better to break up the 2 bale packages, than have to deal with them breaking up en route.

6.7. Logistics management training

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Provincial level training in transport logistics planning, and tracking procedures is necessary before further movement of LLINs is contemplated. AMP Technical Assistance and oversight during the positioning operation to support NGO's and the Municipio logistics committee will also be required. (included in budget)

6.8. Tracking documents

For quality tracking of LLINs, standardised self-copying waybills (1 original, 3 copies) must be used for all shipments to Communes, Distribution Points and return shipments to warehouses. These waybills must be sourced immediately if shipments are to start in mid to late September.

6.9. BCC materials

Mobilization manuals for HH visits, and campaign support documents must be printed in sufficient quantities and delivered before HH registration activities can begin.

6.10. Household Registration

Before planning final resource allocation for certain Municipios, a pilot household registration should be undertaken to validate population numbers supplied by local authorities, (Saurimo, Dande, Tombwa, Namibe)

6.11. Commodity Management Audit

After distribution and return of surplus LLINs to designated storage, a survey should be carried out to evaluate the tracking of LLINs from warehouse to distribution Points and beneficiaries.

7. Next steps / Future planning

7.1. Debriefing before departing Angola

As a supplement to the reporting done with NMCP, UTG and NGO's on August 1st a supplementary exit briefing occurred on August 6th. In a conference call with a visiting PMI team from Washington and thereafter during another debriefing conference call with the Global Fund team in Geneva the consultant explained what were the most urgent actions to undertake or authorise if the distribution project activities were to start in the 1st week of September:

- allow financing for finishing micro-positioning plan in the 15 remaining municipalities.
- develop description of responsibilities for all NGO's, and sign contracts with them.
- define finance admin structure for implementing NGO's to be put in place, and name a service provider to provide training and oversight of admin-finance aspects.

7.2. Training of trainers of the implementing NGO's

This is the first program activity needed. Once accomplished the NGO's can start preparing the teams for household registration which will lead up to the LLIN distribution to beneficiaries. Ideally according to the timeline this should be done at the latest the 1st week of September. AMP has identified resources and will manage the TA for this training .

7.3. AMP further support to the LLIN Universal Coverage distribution

Due to the short time period to prepare for the distribution AMP will provide TA support to UTG, NMCP, and the implementing NGO's at provincial level. The plan is to have one TA provider per province except for Lunda Norte where because of the large number of Municipios, 2 AMP TA's will be in place. A national team leader for coordination and support to the provinces will be the 7th element of the AMP team.

8. Conclusion: On September 2nd,

- the NGO's received from the PR, a draft of the contracts for their comments. They have yet to receive a financing proposal (budget) for the services they are to provide.
- The entity responsible for training in admin finance procedures and oversight of the admin-finance aspects of the distribution has yet to be named.
- The training of trainers for HH registration and distribution originally planned for the first week of September is now proposed for September 15th. NGO's need more information and contract commitments before they can recruit personnel.

The targeted date for distribution, (the last week of October), will most likely be later in November. Costs could increase because of the rainy season starting before the distribution

9. The AMP evaluation team would like to thank those members of the NGO's, the PR and NMCP who participated in the evaluation mission to the 13 municipios. The information we have gathered helps us define what remains to be done to successfully implement the distribution campaign in the 5 targeted provinces