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**Executive Board  
Second Regular Session**

**Rome, 15–17 May 2002**

# PROJECTS FOR EXECUTIVE BOARD APPROVAL

## Agenda item 6

***For approval***



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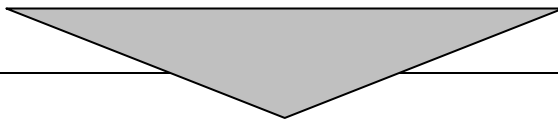
## PROTRACTED RELIEF AND RECOVERY OPERATION— ANGOLA 10054.1

### Food Assistance to War-affected People

Number of beneficiaries	1,160,000 (734,500 women)
Duration of project	18 months (July 2002–December 2003)
<b>Cost (United States dollars)</b>	
Total cost to WFP	233,518,264
Estimated Government costs	67,500,000
Total project cost	301,018,264

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# Note to the Executive Board



**This document is submitted for approval by the Executive Board.**

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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# Executive Summary

The situation in Angola continues to be highly unstable as a result of intense guerilla warfare. Significant population movements resulting from the conflict are negatively affecting the rural economy and overall food security, and are expected to increase during protracted relief and recovery operation (PRRO) implementation.

WFP supported the large population displaced in 1998–1999 with free food distribution until the April 2001 harvest. WFP then moved away from general food distribution and encouraged self-reliance strategies through early-recovery activities. As Angola is still in conflict, emphasis will be given to creating human assets within the target population, building capacities and skills as mobile as the population. The goals are to encourage self-reliance through diverse survival mechanisms, to optimize and make best use of WFP assistance for those most at risk of food insecurity, and to pave the way for more durable solutions. The exact mixture relief and recovery will vary by region, based on local capacities, security and vulnerabilities. It is expected that more than half of the beneficiaries will be supported through relief distribution, nutritional and medical programmes, while resettlement and food for work/food for assets (FFW/FFA) programmes will comprise the recovery component.

The Angolan emergency is chronic and complex. While some areas continue to receive large numbers of internally displaced persons (IDPs), other provinces enjoy relative stability. Recognizing that the ongoing disruption has affected areas in varying degrees, a flexible food–assistance strategy will be adopted to handle emergency and recovery situations. Interventions will be based on vulnerability assessments for residents and IDPs, because the conflict has eroded many residents' capacity for self-reliance.

The average distribution level will be 17,000 tons per month for 1,160,000 beneficiaries, of whom 63 percent, or 734,500, will be women. Because of security and road surface conditions, air transportation is expected to be the principal mode of delivery inland. WFP will make all possible efforts to deliver by road when possible, however, to minimize delivery costs. The Government will continue to contribute to WFP operations, mainly with a fuel subsidy and exemptions from landing/parking fees.

## Draft Decision

The Board approves PRRO for Angola 10054.1—Food Assistance for War-Affected People (WFP/EB.2/2002/6/1).



## CONTEXT AND RATIONALE

### Context of the Crisis

1. Since independence in 1975, there have been several unsuccessful peace initiatives between the Government and the National Union for the Total Independence of Angola (UNITA). Although a Government of Unity and Reconciliation was inaugurated in 1997, dialogue eventually broke off and war resumed in December 1998, with major population displacements late that year.
2. Since the end of 1999, what began as a civil conflict has turned into a guerilla war. IDP movements continue amid insecurity and instability, which makes it extremely difficult for humanitarian agencies to work. WFP and other humanitarian agencies have expanded their operations in areas where government control is undisputed and security zones relatively stable.
3. In the last months of 2001, there were significant renewed movements of IDPs, especially in areas around Kuito, Huambo, Malange, Saurimo and Luena. Recent fighting has also prompted large population movements in Uige, Zaire, Bengo, Huila, Kwanza Norte, Moxico and Kuando Kubango provinces.

### Socio-Economic Situation Analysis

4. Angola depends on the oil industry for 90 percent of its foreign exchange earnings. Much of the revenue is used to finance the war effort and service a foreign debt of US\$9.5 billion, significantly restricting resources available for humanitarian needs. Inflation stood at 180 percent in May 2001, still short of the 2001 Government's Economic Recovery Programme target of 150 percent. This led to a substantial decline in the purchasing power of ordinary Angolans. In April 2001, the Government increased fuel prices by 62 percent, water and electricity by 40 percent and fuel prices again by 50 percent in January 2002. A 2001 survey by the National Institute for Statistics indicates that 63 percent of households in urban and peri-urban areas live below the poverty line 25 percent of households survive below the extreme poverty line. Most households headed by women are in the latter category, in which they form the majority.
5. In the 2001 United Nations Development Programme (UNDP) Human Development Report, Angola ranked 146<sup>th</sup> out of 162 countries on the Human Development Index, reflecting its deep socio-economic crisis. Between 1970 and 1995 the urban population rose from 15 percent to nearly 50 percent of the total. This has led to huge urban squatter settlements, a large increase in the number of street children and rising levels of urban violence and insecurity.
6. The civil war has led to a gradual collapse of the national economy. Urban employment opportunities have been decreasing. The poorest residents compete with the influx of displaced persons for those jobs that remain. In rural areas, a change in agricultural production systems from commercial agriculture to subsistence farming has left households with few opportunities to earn added incomes. They too have become more food insecure and vulnerable to the cumulative impacts of war and the effects of drought and flood. The country has been dependent on food imports and aid since the 1980s. Agricultural production is now restricted to secure areas with limited access to markets, and there is increasing vulnerability to food insecurity.
7. The ongoing conflict and risk of landmines have restricted agricultural land use. Theft is common in many areas, prompting farmers to harvest their crops prematurely. Livestock



production is now confined to two provinces in the extreme southwest, and cattle herds across the country have been decimated. The May 2001 Joint Food and Agriculture Organization of the United Nations (FAO)/WFP Crop and Food Supply Assessment Mission (JCFSAM) estimated that, as a result of favourable rainfall, increased seeds and tool distribution and improved access to land, the 2000/2001 aggregate cereal production of 577,000 tons was 15 percent higher than the previous low-yielding year. The cereal import requirement from April 2001 to March 2002 was estimated at 581,000 tons, of which commercial imports represent 405,000 tons. It was estimated that 176,000 tons of food aid would be needed for that period. WFP assistance will therefore be required until the next harvest in April 2002, when a new JCFSAM is scheduled.

8. Displacement has been the major factor generating food insecurity in the country. Currently, there are more than 4.1 million reported war-displaced people, of whom 1.36 million are confirmed and have registered for humanitarian assistance. More than 500,000 of them have arrived in accessible areas since 2001, five times more than the expected Consolidated Appeal Process (CAP) 2001 figure.
9. The humanitarian community recognizes that nutritional status is worsening for IDPs and residents, who have had to compete with IDPs for the limited resources available. Approximately 7,000 refugees are currently assisted by the Office of the United Nations High Commissioner for Refugees (UNHCR) and WFP. Little is known about the population outside accessible areas, but it is estimated that more than 500,000 would be in need of assistance should those areas become accessible.
10. A combination of food shortages and poor health care and sanitation in Angola is reflected in high rates of infant mortality. According to the 2000 Annual Report on Angola by the United Nations Children's Fund's (UNICEF), close to one third of children die before reaching the age of 5, the second highest rate in the world. Maternal mortality ranks second in the world at 1,854 per 100,000 live births. Life expectancy is 45 years. The high rates of mortality and morbidity are attributed to the following interrelated factors:
  - diseases such as tuberculosis (TB), malaria, trypanosomiasis, polio and diarrhoea (linked to poor water/sanitation and low vaccine coverage);
  - malnutrition resulting from lack of sufficient protein-rich food, micro-nutrient deficiencies and repeated exposure to infectious diseases;
  - lack of access to general health services and scarcity of drug supplies.

It is estimated that 69 percent of the population has no access to safe drinking water, 60 percent lack proper sanitation facilities and 76 percent have no access to healthcare services.
11. Women and children, who constitute 70 percent of the IDP population, have been most affected by the war. The number of female-headed households is high and increasing; these households tend to be poorer due to lack of labour and tools. Some 70 percent of the informal employment sector's workforce are women. Older girls look after children and homes, and do not attend school. Household assets generally belong to males, and inheritance usually benefits male relatives, leaving widows particularly vulnerable.

## WFP Response

12. Between November 1990 and May 2002, WFP provided assistance to war-affected people through nine emergency operations and four PRROs, involving 1,289,035 tons of food and 1,240,000 war-affected persons, with a peak of some 2 million during 1993–95.



13. The first three recovery operations, launched in March 1996 during relatively stable conditions, introduced a number of rehabilitation activities and promoted resettlement to places of origin while continuing nutritional programmes. These were complemented by operations focused on opening roads through de-mining and bridge repairs.
14. When the war resumed in late 1998, WFP used a parallel PRRO and emergency operation to respond to increased food–assistance needs. While the focus for 1999 was responding to emergencies, WFP recognized the need to look for more durable solutions to the problem of massive civilian displacement. WFP continued to assist the most vulnerable populations through a flexible framework in coordination with other United Nations agencies and implementing partners (IPs) such as international and national non-governmental organizations (NGOs). PRRO 10054.0, approved from April 2001 to June 2002, amounted to 228,782 tons of food for 1,040,000 beneficiaries.
15. During 2001, WFP distributed some 10,500 tons of food–aid commodities per month to about 845,600 people, of whom 477,600 were women. The shortfall against planned beneficiary caseloads and levels of distribution is a result of security, logistics and pipeline constraints, which necessitated increasingly targeted food aid interventions. Of the total beneficiary caseload, approximately half were vulnerable IDP and resident populations targeted for general relief rations and a quarter were moderately and severely malnourished persons in medical feeding centres. Other vulnerable groups were assisted through institutional feeding programmes. The balance of resources supported returnees and participants in rehabilitation schemes with food-for-work rations.
16. WFP food, and other humanitarian assistance contributed to a general improvement and stabilization in areas of intervention in Angola. Malnutrition rates, as compiled by UNICEF Angola from NGOs have fallen:
  - from 10 percent to 5 percent in Huambo (May 2000–May 2001);
  - from 32 percent to 3 percent in Malange (June 1999–May 2001);
  - from 46 percent to 13 percent in Camacupa (March–August 2001);
  - from 11 percent to 6 percent in Balumbo-Benguela (March–September 2001); and
  - from 6 percent to 3 percent in Cubal-Benguela (February–August 2001).

They have further stabilized:

- from 7 percent to 5 percent in Uige town (May 2000–March 2001); and
- from 6 percent to 4 percent in the locality of Moxico (December 1999–March 2001).

### Government Policies and Programmes

17. In 1999, the Angolan authorities made a commitment to temporary settlement of IDPs on productive agricultural land. Although this policy is restricted by limited arable and de-mined land, and by the limited availability of seeds and tools, the Government has gone ahead with implementation. The Minimal Operating Standards for Resettlement policy was integrated with the “Norms for the Resettlement of IDPs” decree of October 2000. It is estimated that since 1998, approximately 480,000 of IDPs have been resettled temporarily or permanently, of whom some 180,000 were resettled in 2001. Half of the resettlement initiatives have been carried out according to the norms, and compliance is increasing, reaching 70 percent in the second half of 2001.



### ✧ *Indirect Contributions*

18. The Government will continue with its contribution of Jet A1 fuel, subsidizing some 85 percent of the market value. Other contributions expected are exemptions from landing, parking and navigation fees and from passenger and cargo fees at airports. If PRRO 10054.1 has full resources over its 18-month project period, the Government will have made indirect contributions amounting to US\$67.5 million in jet fuel (US\$45.4 million), landing/parking fees (US\$6.39 million); and navigation fees (US\$15.7 million). These indirect contributions are related to the volume of assistance provided in the country, which explains the decrease in 2001 contributions compared to the previous year. The Government also provides warehousing space at a number of provincial locations. It is expected that the Government will honour its obligation to refund port charges levied on WFP food imports, estimated at US\$3.8 million under PRRO 10054.1.

TABLE 1: GOVERNMENT INDIRECT CONTRIBUTIONS TO PRRO 10054.1  
(in million US\$)

Year	Total	Jet A-1	Landing/Parking	Navigation fees	Port charges
1998	3.6	1.9	0.70	0	1
1999	9.3	6.3	1.45	0	1.56
2000	29.9	19.3	2.90	5.6	1.06
2001 (est.)	18.6	12.6	1.30	3.2	1.51

### ✧ *Direct Contributions*

19. In October 1999, the Government formally confirmed a contribution worth US\$3 million received in February 2001 that was used to buy food commodities locally. The Government indicated its intention to make a further direct contribution of US\$2 million that may be released before or during implementation of PRRO 10054.1. WFP and other humanitarian organizations and donors are pursuing advocacy with the Government for further direct contributions to the operation and humanitarian programmes, for example through support to socially vulnerable cases.

### ✧ *National Government Emergency Programme for Humanitarian Assistance (PNEAH)*

20. In July 1999 the Government created an Inter-Ministerial Commission on Humanitarian Assistance. The commission announced a US\$55.5 million National Emergency Programme for Humanitarian Assistance to be implemented in two phases: phase one (US\$21.5 million) comprises procurement and transport of food and other emergency needs; phase two (US\$34 million) comprises resettlement of IDPs and distribution of land, seeds and tools. Phase one funds and about half of phase two funds have already been allocated, totalling US\$38 million, though there is a lack of reliable information related to their use.
21. Another government commitment of interest has been the Fund for Peace and National Reconciliation for the benefit and reintegration of UNITA ex-fighters, with an initial budget of US\$20 million.



### 📌 *Assistance to Flood Victims*

22. In April 2001, torrential rains hit the provinces of Namibe and Cunene in the southwest of the country. The Government released US\$11.5 million to rescue victims. WFP supported the Government's initiatives with 688 tons of food commodities for 32,000 flood victims in April. WFP assistance to 650 of the most vulnerable flood-affected households is still ongoing through FFW schemes.

### Rationale for Providing Assistance

23. With the conflict continuing in many regions, return and resettlement are likely to be limited in the short term, which leaves a large number of people dependent on relief assistance.
24. The continuing conflict, limited availability of agricultural inputs and restricted opportunities for income-generating employment outside agriculture will result in high levels of vulnerability during the year ahead. The low-intensity conflict of last year is expected to continue and probably worsen, according to the humanitarian community in the 2002 CAP resulting in an increase in the number of confirmed IDPs. IDPs seeking to integrate into local economies will continue to be hampered by restricted access to better arable land and the present stagnation of provincial economies. Even those IDPs who have been able to resettle will require initial support until the harvest in the first quarter of 2003.

## STRATEGY AND OBJECTIVES

25. The approach of the ongoing PRRO (10054.0) has been to ensure operational flexibility and better food-assistance targeting through: (i) free distributions of limited duration, targeting mostly new IDPs, and a phase-out of older caseloads based on vulnerability assessments; (ii) targeted vulnerable group schemes, inclusive of therapeutic and supplementary feeding components; and (iii) support to rehabilitation and resettlement activities to promote self-reliance through FFA/FFW.
26. During 2001, the changing situation in Angola has confirmed the need to continue with a flexible strategy, as outlined in the ongoing PRRO. The new PRRO will therefore maintain the same approach, but will factor in the worsening humanitarian situation as anticipated in the common context analysis of CAP 2002 and reflected in the overall increase in the number of beneficiaries. The strategy has been reviewed to incorporate the recommendations of the WFP evaluation mission of October 2001. These included using a logical framework and expanding the concept of recovery to include creation of assets within the population. A needs-based strategy for interventions was proposed with two main objectives: saving lives and creating assets.
27. The new PRRO strategy can be summarized as a flexible combination of relief and recovery schemes: relief assistance, and recovery where possible. WFP will continue with the strategy of saving lives through free food distribution, and support self-reliance and recovery activities through asset creation wherever possible. The ratio of the two intervention approaches will vary regionally, based on situation, capacities, security and vulnerabilities.

### Targeting

28. To understand PRRO strategy goals more clearly, the logical framework approach was used at the design stage. Clear objectives and measurable indicators allow for better field





implementation of activities and a cohesive operation, and for better monitoring and evaluation (M&E). A focus on vulnerabilities will enable WFP to target and categorize beneficiaries more accurately. The planning figures in each beneficiary category utilized in this PRRO document are therefore tentative for planning purposes, and will not be used as indicators of performance. Monitoring will focus on the impact of recovery activities in the WFP operation, using expected trends as an indicator of success.

29. Enhanced targeting of beneficiaries and regular needs review will be achieved through: (i) an improved vulnerability assessment system; (ii) an enhanced registration system to allow regular caseload verification; and (iii) a more elaborate M&E system with measurable and verifiable indicators incorporated at the design stage.
30. A new registration system was implemented at provincial level in February 2001, which received support and guidance from the inter-agency (United Nations/NGO) Targeting Working Group established in early 2000. As a result of its efficiency and usefulness, this ad hoc group, now called the Vulnerability Analysis sub-group, was made a permanent operational tool under WFP leadership. The improved registration system has facilitated integrated interventions among other agencies. It is anticipated that the system will be computerized during PRRO 10054.1.
31. Intersectoral vulnerability–assessment groups led by the vulnerability analysis and mapping (VAM) unit will continue regular monitoring at national and provincial levels. WFP has placed VAM monitors in all sub-offices to collect information on food security indicators, including security status and population displacement, agricultural production, market activity and prices and nutrition surveys. This information is analysed in collaboration with provincial governments and other humanitarian institutions, and is published in the WFP's periodical *Vulnerability and Food Security Bulletin*. Another major assessment mechanism is the yearly JCFSAM, a national exercise involving the Government and selected donors. Through this, WFP and the humanitarian community can predict food insecurity and shortages on a geographical basis. It is expected that inter-agency livelihood assessments will be initiated in 2002, to support the PRRO's effort to improve targeting in local communities. Regular inter-agency needs assessments will be maintained.

## Beneficiary Needs

32. It is expected that in 2002 displacement will continue at about the same level as in 2001. WFP assistance will cover 1,160,000 beneficiaries, of whom 734,500, or 63 percent, are women, under the new PRRO. Compared to the caseload of 1,040,000 under the ongoing PRRO, this represents an increase of 11.5 percent, which reflects the worsening humanitarian situation. Other food–aid pipelines will include International Committee of the Red Cross (ICRC) for 28,000 beneficiaries, direct assistance by the Government and possible bilateral donations through NGOs and the Government. WFP maintains contacts to ensure the best possible coordination among pipelines, to avoid duplication and to maximize impact and efficiency. WFP remains the lead agency in providing food assistance.
33. There are considerable seasonal changes in the availability of coping mechanisms open to a population. For example, the hunger gap usually brings an increase in patients receiving supplementary and therapeutic food and an increase in food insecurity and vulnerability at community level. Regular assessments of the situation at post-harvest, hunger gap and pre-harvest are useful in reviewing the needs of WFP caseloads.
34. The forthcoming JCFSAM in April/May 2002 will help in fine-tuning WFP intervention under the PRRO. This assessment will provide updated estimates of harvest status, local



production and imports. The outcome will improve understanding of caseloads and related issues during the 2002–2003 agricultural season.

### The Role of Food Aid

35. Food aid is appropriate to humanitarian assistance strategies for Angola because of the severe food shortage in the country. Many people are in immediate need of food resources and are at risk of malnutrition and even starvation. Even if more recovery-oriented strategies can be introduced, the food shortage is likely to continue until agricultural resettlement programmes can meet more of the population's basic food needs.

### Intervention Approaches

36. The Angolan emergency is chronic and complex. Some areas continue to receive large numbers of IDPs, but others enjoy relative stability. Recognizing that the disruption has impacted areas in varying degrees, a flexible food–assistance strategy will be adopted to handle emergency and recovery situations. Interventions will be based on vulnerability assessments for residents and IDPs, because the conflict has eroded many residents' capacity for self-reliance.
37. WFP's approach is targeted and needs-based in relief interventions, participatory and self-targeting in recovery schemes. The vulnerability assessments will ensure a regular review of needs and consequent operation redirection. Implementation and refining of the registration system will ensure adequate verification of caseloads. Partnerships with local and long-standing international implementing partners will ensure the use of participatory and community-based approaches for recovery activities.

### Risk Assessment

38. The key to this new strategy is close monitoring of the situation as it evolves. This is a challenging task, but WFP remains committed to providing well-targeted assistance for a durable and positive impact. Through its extensive sub-office structure in sixteen provinces, each including vulnerability assessment teams, WFP will collect information and adapt its interventions accordingly. Monitoring will be more systematic through the use of a logical framework as part of the PRRO design.
39. The flexible PRRO approach is based on a series of assumptions, some of which are unlikely to be fully realized in all provinces during the life of the PRRO. These assumptions are: (i) that the Government's is committed to humanitarian activities, in particular to re-settlement of IDPs; (ii) that sufficient quality land is distributed or made accessible to IDPs for cultivating a large proportion of their food requirements; (iii) that the seed and tool distribution campaign is successful and that rainfall will be sufficient to guarantee good harvests for the 2002–2003 and 2003–2004 seasons; (iv) that enough implementing partners will be available; (v) that supplies of complementary non-food items to implement early recovery programmes will be available; and (vi) that there will be safe access to populations in need.
40. One of the fundamental conditions for success is distribution of land in secure areas to IDPs for resettlement. Distribution of seeds and other inputs to IDPs and de-mining activities are important complementary actions. The recent establishment of an FAO emergency unit in Angola is expected to contribute to improvements in agricultural support services.
41. WFP is dependent on its IPs for most of its emergency and recovery programmes. The availability of competent partners in some provinces, however, particularly for recovery



activities, remains insufficient. WFP will encourage expansion of activities by providing capacity-building to partners at provincial level through training in programming areas such as community participatory approaches for project identification, design and implementation, and gender mainstreaming in line with WFP's commitments to women. The availability of non-food inputs to complement IPs' resources will also be crucial to implementing these programmes and is duly budgeted.

## Objectives

42. The long-term goal of WFP's intervention in Angola for 2002–2003 is to contribute to the restoration of sustainable livelihoods of vulnerable IDPs and residents.
43. To achieve this, the immediate objectives are first, to save lives by meeting basic food needs of the most vulnerable sectors of the population, and ensure adequate nutritional status in the targeted population, and second, to help enhance the capacity of the target population to achieve food security through creation of human and physical assets. Emphasis on these skills will increase future options for income-generating coping mechanisms.

## IMPLEMENTATION PLAN

### Key Programme Components

44. WFP assistance will be targeted through:
  - relief assistance through emergency food distributions and vulnerability programmes; and
  - recovery response through FFW/FFA and resettlement.

### Beneficiaries, Needs, Selection of Activities and Food Baskets

#### **Protracted Relief**

45. Through relief response via emergency food distributions, WFP will target newly displaced IDPs and vulnerable residents, and those eligible for general food distribution under the current PRRO, identified via vulnerability assessment of needs for further assistance. WFP will continue its assistance to refugees, according to the local memorandum of understanding (MOU) with UNHCR. It is projected that some 375,980 direct beneficiaries, of whom 242,000, or 64 percent, are women, will be assisted with 109,777 tons of food commodities. The refugees' needs have been included in the PRRO's relief component.
46. Those who qualify as newly displaced IDPs are those displaced and in the registration system since the 2001–2002 planting season (September–November 2001, depending on the region), which compromised their opportunities for a 2002 harvest. Virtually all new IDPs are dependent on food assistance with no other means of survival, and will not be able to develop significant coping strategies at least until their first major harvest (April–May 2003), assuming that agricultural land is made available to them in time for the 2002–2003 planting season (September–November 2002). They are therefore eligible for a full 2,100 kcal ration. Newly arrived IDPs receive relief assistance for a maximum of two agricultural seasons. Where possible, the assisted population will be encouraged to engage in recovery activities at the earliest opportunity. It is expected that by that time



most of these displaced persons will have established means of coping, including agricultural activities and seasonal employment opportunities. If they have not engaged in recovery activities or become self-reliant, they will not be eligible for further relief assistance unless a vulnerability assessment recommends otherwise. This will be based on verified cases of continuing food insecurity, lack of conditions for self-sufficiency, impossibility of engaging in sustainable recovery activities or a documented failed harvest.

47. Through emergency response via nutritional and vulnerable group-feeding operations, WFP will support:
  - severely malnourished persons in therapeutic feeding centres;
  - moderately malnourished individuals in supplementary feeding centres;
  - one caregiver per child attending a therapeutic feeding centre;
  - families of children attending a supplementary feeding centre in selected provinces (a seasonal operation during the hunger gap);
  - patients under treatment for pellagra, leprosy, tuberculosis and trypanosomiasis; and
  - individuals at risk of malnutrition, such as new IDPs in transit camps with community kitchens; this category is expected to receive some 57,006 tons of food commodities for 240,465 beneficiaries direct and indirect, of whom 156,000, or 65 percent, are women and girls.
48. Severely and moderately malnourished persons in therapeutic and supplementary feeding centres will include screened children under 5 and expectant and nursing mothers at risk of malnutrition. When the situation is acute, malnourished individuals over 5 will be assisted.
49. One caregiver per child attending therapeutic feeding centres will be supported with individual wet rations of easily cooked commodities for support while accompanying the sick child.
50. Families of children attending supplementary feeding centres will be supported with rations during the hunger gap period to sustain nutritional status and to ensure adequate nutritional intake by the child after discharge from the centre. As recommended by the Nutrition Sub-group, this operation will be seasonal and applied in provinces selected on the basis of periodic vulnerability assessment exercises, for those families not benefiting from other types of assistance.
51. Children under 5 at risk of malnutrition will be assisted through self-targeting outreach community kitchens. This programme will be implemented this year in coordination with UNICEF and The Ministry of Social Affairs and Reintegration (MINARS) and through IP capacity-building. It will be based on a referral system using basic mid-upper arm circumference (MUAC) indicators.

### 📌 *Early Recovery*

52. Through early recovery response through self-targeting FFW and FFA activities, WFP will reach vulnerable families not eligible for relief food distribution in areas assessed as food insecure, in cases of resettlement or return according to the norms. The aim is to support communities in the creation of sustainable, transportable assets, human and physical. Special attention will be given to women's needs for training and skills development. WFP will work with the IPs to create human assets and to promote introduction of environmentally friendly practices. WFP will be working through partners that have the capacity to carry out FFW activities such as community reforestation, seed-



protection and irrigation and water conservation schemes, and FFA activities such as HIV/AIDS awareness, vaccination campaigns, vocational training for women, health and nutrition training for nursing mothers and agricultural technical support and training. It is expected that 50,300 households or 251,500 indirect beneficiaries, of whom 155,500, or 62 percent, are women, will receive 60,838 tons of food assistance under this category.

53. Through early recovery response for returnees and IDPs resettled according to the norms, WFP will cover the needs of these populations for a limited time to enable them to engage in reconstruction activities such as tilling land, planting and building shelters. Full assistance will be provided for the resettlement period, usually a maximum of twelve months, to help these people achieve an adequate level of self-reliance. The resettlement package will be distributed monthly. An IP will supervise and monitor the work, providing assistance if required. This support will help beneficiaries work towards self-reliance, and should be part of a wider resettlement assistance package, inclusive of non-food items and basic services. After the first harvest, the VAM unit will assess vulnerability to food insecurity and make recommendations on whether further assistance is required. It is expected that 291,015 people, of whom 181,000, or 62 percent, are women, will be resettled according to the norms, with 77,977 tons of food input.
54. In line with WFP Commitments to Women and with the Gender Equality Policy, continued attention will be given to ensuring that women are represented in all aspects of the operation, including management and food distribution schemes. WFP will ensure that the majority of WFP assistance is channelled directly through women, who constitute 65 percent of beneficiaries. Women will be involved in activity identification for community-based FFW/FFA, and WFP will formally request through any MOU with an IP that at least 50 percent of physical or human assets be controlled by women. Emphasis will be given to those FFW/FFA activities that help women with water and fuelwood collection, with a view to increasing their options for income-generating activities.
55. A special ration will be used as a prevention strategy in the pellagra endemic zone (Bie province), with more corn-soya blend (CSB) and fish to ensure a higher niacin content. Fish will be locally purchased and distributed in Kuito according to availability. WFP-Angola will explore the feasibility of temporarily having maize fortified with micronutrients through a local milling project. The long-term solution is to influence cultural acceptance of crops such as groundnuts. UNICEF has agreed to make the necessary fortifier available. In addition to medical treatment, pellagra patients will continue to receive a family ration with a high niacin content. Caregivers and new arrivals in transit or reception centres will receive the special rations. Where maize is not consumed as a staple commodity, as in the northern provinces, WFP will investigate exchanging it for cassava, which would stimulate local production.

### Institutional Arrangements, Selection of Partners and Coordination

56. MINARS is the principal government coordinating body for humanitarian assistance and, with the humanitarian coordinator, chairs the national Humanitarian Coordination Group (HCG). The HCG was set up in February 1995 to monitor the humanitarian operation in Angola, define policies and strategies for implementation and provide solutions to problems. Sub-groups at national level provide technical input to the HCG. This system is replicated at provincial level.
57. In 2001, a technical unit was created within MINARS to coordinate PRRO implementation with WFP. WFP works directly with the health, planning, agriculture and education ministries, usually in partnership with an NGO at local level.



58. WFP will continue to chair the Food Aid Coordination Group in Angola, which includes NGOs, United Nations agencies and donors. This group reviews programme implementation, logistics arrangements, nutritional information and surveys, food commodity availability and the pipeline outlook. WFP will continue to chair the vulnerability analysis sub-groups, at Luanda and in the provinces.
59. Because of the limited capacity of MINARS, WFP will continue to be directly responsible for all its logistics operations in Angola.
60. As in the past, WFP will work through NGOs as IPs. WFP is already working with more than 130 national and international NGOs throughout Angola. In areas where no suitable partners are available, WFP will consider direct distribution, as in Saurimo and Negage. WFP will use other direct operational costs (ODOC) funds for capacity-building and for providing technical assistance and non-food input for early recovery intervention.
61. IPs are selected on the basis of their efficiency and cost effectiveness with regard to staffing, resources and ability to mobilize additional funding for start-up costs, monitoring and reporting.
62. WFP will continue to work closely with other United Nations agencies, particularly UNICEF, UNHCR, UNDP, FAO and the Office for the Coordination of Humanitarian Affairs (OCHA). In order to maximize the impact of its food assistance, WFP will coordinate with partners to provide non-food inputs such as shelter, water, sanitation, cooking kits, medicines, seeds, tools and therapeutic foods. WFP will seek partnerships with United Nations agencies for resettlement or return and implementation of early recovery activities geared to create human assets for women. Other such alliances include the World Health Organization (WHO) and UNICEF for vaccination and HIV/AIDS awareness campaigns, mother-and-child care and health and nutrition education for women, the United Nations Population Fund (UNFPA) for women's health and reproduction issues, FAO for food security and UNHCR for assistance to refugees.

### Capacity-Building

63. The country office works closely with MINARS at national and provincial levels, and with international and national NGO partners in capacity-building through counterpart training in operation management, including needs assessment, registration and verification, reporting and the handling and distribution of food aid. Special emphasis will be given to community participation, participation by women and recovery activities. Food project management and nutritional training will be used to implement MINARS/UNICEF recommendations of using outreach community kitchens as a referral system for nutrition programmes.
64. In ODOC, cash provisions have been budgeted for the following training and capacity-building activities:
  - registration/verification procedures and data-entry;
  - food management, including storage and handling;
  - monitoring, evaluation and reporting procedures;
  - community kitchen management, including cooking, nutrition, health and hygiene and MUAC screening; and
  - recovery, such as community-participation approaches with emphasis on women's roles, sensitization to environmentally friendly practices and technical support for project implementation.



## Logistics Arrangements

65. WFP will receive humanitarian commodities through three seaports: Luanda (40 percent), Lobito (45 percent) and Namibe (15 percent). Whenever possible, deliveries to the inland extended delivery points (EDPs) leave directly from ports to keep costs to a minimum.
66. WFP operates primary warehouses and transit hubs in Luanda, Lobito and Lubango. They are rented commercially and their capacities are 19,000 tons in Luanda, 21,000 tons in Lobito and 6,000 tons in Lubango. Storage facilities at the 12 WFP provincial sub-offices are either commercially rented or provided by the Government. WFP maintains a stock of storage tents that can be redeployed for additional storage requirements in the provinces.
67. Because of the security situation and poor roads, 60 percent of the food was transported by air. To reduce costs and contribute to the growth of Angola's road-transport sector, WFP will make every effort, security permitting, to deliver to EDPs overland. Huambo and Bie provinces are expected to receive 31 percent of all food. WFP's goal is to deliver a minimum of 30 percent of their requirements by road from Lobito and Lubango. Efforts will be made to access other provinces such as Uige and Zaire by road.
68. Air operations will be conducted from two staging areas at Luanda and Lobito (Catumbela), and from a base in Lubango. The country office will review the need for an air-operations base in Namibe instead of Lubango. Food will be transported using five Boeing 727, Hercules L-100 and a Buffalo DHC-5 aircraft, selected to suit runway conditions and lengths.
69. WFP sub-offices, in cooperation with IPs, are responsible for ensuring prompt dispatch of food commodities from EDPs to distribution sites. The greatest impediments to secondary transport at provincial level continue to be security and shortage of fuel. WFP is talking with the government-owned SONAGOL a fuel supplier and distributor to prioritize fuel allocations to IPs and transporters. Plans are being made to deregulate the fuel marketing and distribution sector, which should improve supply and availability.
70. Because of the need to airlift humanitarian cargo to most destinations, the landside transport, storage and handling (LTSH) rate is US\$320 per ton. The implementation of the WFP Information Network and Global System (WINGS) in the country office will facilitate more regular and comprehensive reviews of the LTSH rate and ensure prompt adjustments.

## Monitoring, Ongoing Evaluation and Reporting

71. Under the ongoing PRRO, great efforts have been made to standardize the reporting and monitoring system from IP and sub-offices. Reporting formats and checklists were introduced so that data is collected in a uniform manner. Information is sorted by beneficiary groups and by gender. In the 2002 PRRO, efforts to enhance the M&E system will focus on information collection oriented on outcomes. This task will benefit from logical framework methodology at the design stage and from sub-office and unit work plans, which already identify a set of measurable key indicators.
72. Wherever possible, beneficiary information collected through monthly and quarterly reporting formats and prepared by IPs and sub-offices will be stored in a central database in the country office. This information will be made available to the WFP VAM unit for making and updating maps.



73. Given the increasing importance of the rehabilitation component in the operation, WFP will work closely with IPs to ensure adequate monitoring and enhanced reporting. This will provide information on rehabilitation and the creation of assets and their impact in target communities.
74. WFP will work closely with IPs and other United Nations agencies to measure the impact of humanitarian assistance. Selected indicators, including nutritional and health status, will be tracked against baseline information to gauge the effectiveness WFP interventions.
75. WFP will complement its monitoring and reporting data with qualitative information regarding its operations, collected at community level. A variety of instruments such as nutritional surveys and post-distribution surveys will be used to gather the required information.

### Local Purchases and Market Impact

76. To monitor possible adverse effects of food assistance on local markets, WFP has created a tool to identify areas where its food aid may affect local production and markets. Intervention will be adjusted accordingly. The VAM unit's periodic bulletin provides updated information on food security and availability at district level. With the improved targeting system, WFP will continue to be able mainly to assist families with no purchasing power, thereby reducing the effect on market prices.
77. Since 1999, WFP-Angola has pursued a policy of procuring locally produced commodities. This policy is limited by very low local production and scattered availability, consequences of widespread insecurity and landmines. In 2001, WFP-Angola nonetheless purchased locally more than 7,300 tons of maize, millet, dried fish and iodised salt under 20 contracts with nine suppliers.

### Access and Security Assessments

78. As the war and guerrilla attacks continue, WFP's staff and assets remain in constant danger from the effects of fighting and breakdowns of law and order. WFP's food stocks remain particularly vulnerable to looting and road banditry.
79. The country office participates in the United Nations Common Security System and has a full-time security officer responsible for WFP's security arrangements in all offices.
80. Security arrangements in the sub-offices and central warehouses are continually reviewed. Lighting is being improved in warehouses, electrical installations are being upgraded and several generators are being replaced. Where fences are too low, barbed wire and fencing material are being installed. Police protect most provincial warehouses.
81. WFP's provincial sub-offices in high-risk areas such as Uige, Luena, Kuito, Huambo and Malange have been equipped for the protection of WFP staff. WFP will continue to make significant investments in maintaining ultra-high frequency (UHF) and high frequency (HF) radio communications and radio-based e-mail.

### Exit Strategy

82. The exit strategy depends on Angola's evolving political and military situation. Under current circumstances, WFP intends to make a gradual and progressive decrease in its relief operations and increase support for recovery activities. The proposed PRRO represents the first stages of that transition.





83. Special advocacy efforts with the Government will be pursued in 2002 for the authorities to take-over long-term social cases such as orphans and the elderly. WFP will provide technical assistance to the MINARS technical unit for the creation of a detailed, time-bound plan of action.

### Contingency Mechanism

84. A contingency plan was made for 2000–2001 in case the situation should deteriorate further. Such a plan is not deemed necessary this year. The PRRO's flexible targeted approach, with VAM and registration systems, allows rapid reactions as needs arise. The 2002 humanitarian community-accepted scenario is realistic and already accounts for a slightly deteriorating situation. The short PRRO time-frame allows regular re-evaluation and reworking.

### Budget and Inputs

#### ✧ *Input Requirements*

85. The PRRO budget is given in Annexes I and II. DOC amounts to US\$193,735,316 for a total WFP cost of US\$233,518,264. ODOC amounts to US\$3,520,500. Estimated government costs are US\$67,500,000, including fuel subsidies and landing/parking fees. The total cost of the project for WFP and the Government is US\$301,018,264.

#### ✧ *Commodity Requirements*

86. It is estimated that 305,598 tons of cereals, pulses, oil, CSB, sugar, salt and dried fish will be required from July 2002 through December 2003, as indicated below:

TABLE 2: TOTAL FOOD REQUIREMENTS BY TYPE OF INTERVENTION								
	Cereal	Pulses	Oil	CSB	Sugar	Salt	Fish	Total (tons)
Emergency	121 718	13 682	10 625	15 064	2 916	1 538	1 239	<b>166 783</b>
Recovery	115 726	12 372	7 909	1 033	310	1 465	0	<b>138 815</b>
<b>Total</b>	<b>237 444</b>	<b>26 054</b>	<b>18 534</b>	<b>16 097</b>	<b>3 226</b>	<b>3 003</b>	<b>1 239</b>	<b>305 598</b>
Monthly	13 191	1 447	1 030	894	179	167	69	<b>16 978</b>

### RECOMMENDATION

87. The PRRO is recommended for approval by the Executive Board within the budget provided in Annexes I and II.



## ANNEX I

PROJECT COST BREAKDOWN			
	Quantity (mt)	Average cost per ton	Value (dollars)
<b>WFP COSTS</b>			
<b>A. Direct operational costs</b>			
Commodity (mt) <sup>1</sup>			
– Maize	237 445	120	28 493 400
– Beans	26 054	500	13 027 000
– Oil	18 535	650	12 047 750
– Corn-soya blend	16 097	280	4 507 160
– Sugar	3 226	265	854 890
– Salt	3 002	100	300 200
– Dried fish	1 239	500	619 500
<b>Total commodities</b>	<b>305 598</b>		<b>59 849 900</b>
<b>External transport</b>			<b>32 433 348</b>
<b>Total LTSH</b>			<b>97 931 568</b>
<b>Other direct operational costs</b>			<b>3 520 500</b>
<b>Total direct operational costs</b>			<b>193 735 316</b>
<b>B. Direct support costs (see Annex II for details)</b>			
<b>Total direct support costs</b>			<b>22 886 450</b>
<b>Total WFP direct costs</b>			<b>216 621 766</b>
<b>C. Indirect support costs (7.8 percent of total direct costs)</b>			
<b>Subtotal indirect support costs</b>			<b>16 896 498</b>
<b>TOTAL WFP COSTS</b>			<b>233 518 264</b>

<sup>1</sup> This is a notional food basket used for budgeting and approval purposes. The mix and quantities of commodities as in all WFP-assisted projects, may vary depending on availability.



**ANNEX II**

DIRECT SUPPORT REQUIREMENTS ( <i>dollars</i> )
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<b>Staff</b>	
International Professional staff	7 966 500
International General Service staff	142 500
National Professional officers	1 852 790
National General Service staff	6 077 710
UNVs	72 750
Temporary assistance	1 062 000
Overtime	88 600
Incentives	828 700
International consultants	95 000
Staff duty travel	760 000
Staff training and development	86 600
<b>Subtotal</b>	<b>19 033 150</b>
<b>Office expenses and other recurrent costs</b>	
Rental of facility	624 600
Utilities General	24 000
Office supplies	140 000
Communication and IT services	491 000
Insurance	62 500
Equipment repair and maintenance	71 500
Vehicle maintenance and running costs	340 000
Other office expenses	203 500
UN organizations' services	436 000
<b>Subtotal</b>	<b>2 393 100</b>
<b>Equipment and other fixed costs</b>	
Vehicles	717 500
TC/IT equipment	622 500
Furniture, tools and equipment	120 200
<b>Subtotal</b>	<b>1 460 200</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>22 886 450</b>



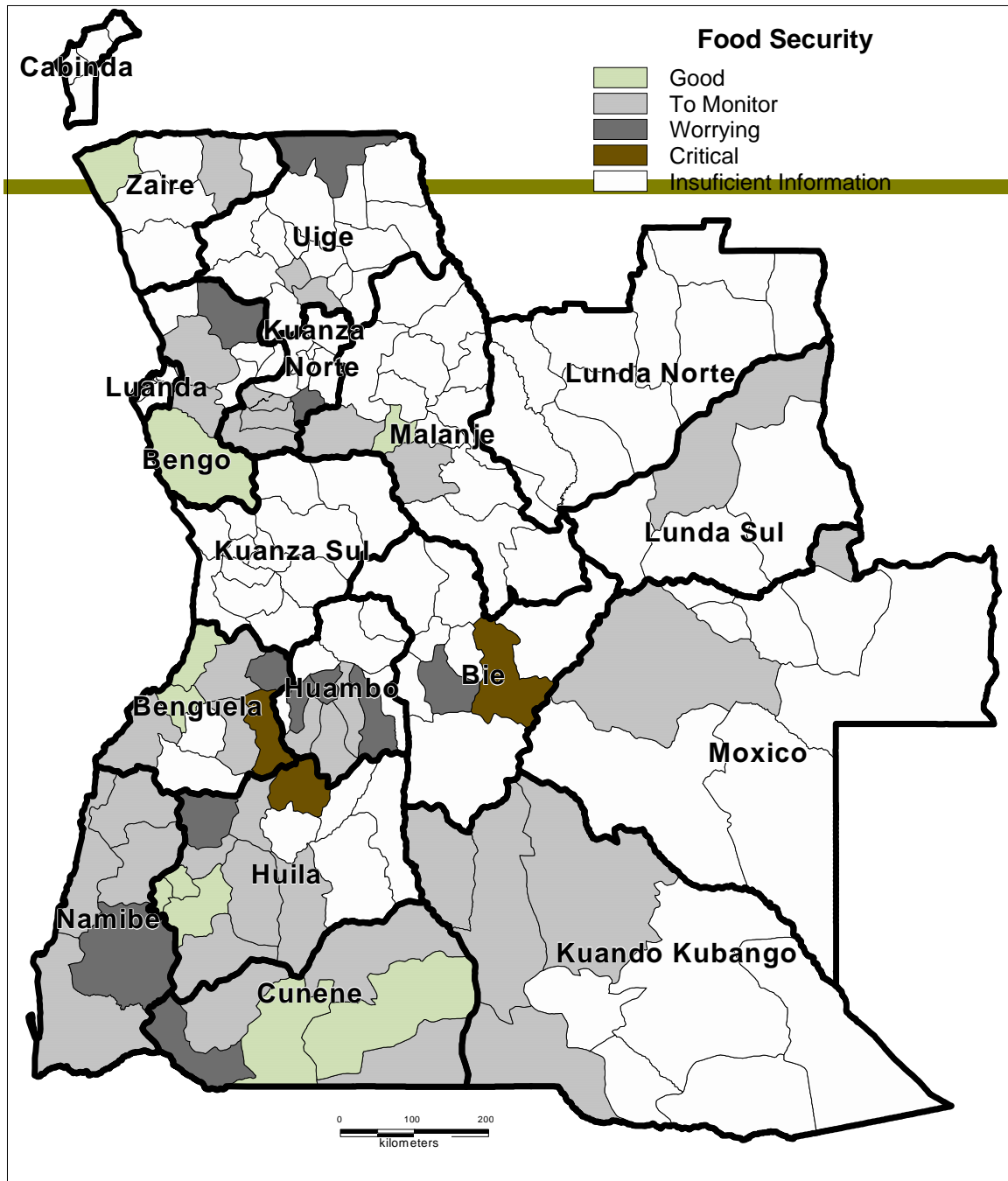
## CASELOAD BY TYPE OF ASSISTANCE FOR ANGOLA PRRO 10054.1 (JULY 2002–DECEMBER2003)

ANGOLA			Beneficiaries (estimates)						Tonnage required (MT)								
Category	Sub-cat	Type	Jul/Sept	Oct/Dec	Jan/Mar	Apr/Jun	Jul/Sept	Oct/Dec	Average	Cereals	Pulses	Oil	CSB	Sugar	Salt	Total	Fish
Relief food distributions EMERGENCY	Displaced	N-IDPs	236 015	263 372	303 967	325 663	324 968	336 805	298 465	67 438	7 483	5 123	5 223	802	806	86 875	1196.00
		A-IDPs	88 638	65 456	56 662	47 083	46 511	49 249	58 933	14 957	1 591	955	0	0	159	17 662	
	Subtotal IDP		324 653	328 828	360 629	372 746	371 479	386 054	357 398	82 396	9 074	6 078	5 223	802	965	104 537	
	Refugees	REF	6 379	2 698	2 798	2 898	2 998	3 098	3 478	625	75	47	0	0	9	757	
	Residents	RES-V	13 472	14 472	16 462	16 712	14 502	15 002	15 104	2 716	326	204	0	0	41	3 287	
<b>Total relief food distributions</b>			<b>344 504</b>	<b>345 998</b>	<b>379 889</b>	<b>392 356</b>	<b>388 979</b>	<b>404 154</b>	<b>375 980</b>	<b>85 737</b>	<b>9 475</b>	<b>6 329</b>	<b>5 223</b>	<b>802</b>	<b>1 015</b>	<b>108 581</b>	
<i>Percent</i>									<i>32.4%</i>	<i>35.9%</i>							
Nutritional Programmes EMERGENCY	Nutritional Programs	CNS	36 323	43 051	44 045	41 952	36 016	41 909	40 549	2 190	0	985	3 284	657	0	7 116	
		CNT	5 508	6 410	6 965	6 371	5 379	5 990	6 104	165	0	99	494	66	0	824	
		ACN-CNT	5 718	6 750	7 185	6 661	5 689	6 380	6 397	1 382	173	104	173	52	17	1 900	
		RF-CNS	0	166 602	171 048	0	0	162 524	83 362	17 013	2 132	1 410	2 966	675	225	24 421	
		CC-c	61 823	71 487	70 284	60 920	59 090	67 968	65 262	7 048	881	1 057	1 762	352	176	11 277	
		CC-a	15 353	17 801	14 862	15 361	13 963	15 714	15 509	3 327	416	253	435	126	42	4 598	
	Subtotal Nut		124 725	312 101	314 389	131 265	120 137	300 485	217 184	31 124	3 601	3 908	9 115	1 928	460	50 137	
	Social Programs	PM	12 179	12 961	12 756	12 287	12 198	12 830	12 535	2 669	334	205	366	102	34	3 710	
		APM	7 331	8 011	7 868	7 176	7 340	7 952	7 613	1 633	204	124	214	62	21	2 257	Fish
		PEL-K	4 000	2 000	500	2 500	4 000	2 000	2 500	446	54	47	108	18	7	681	43.13
PEL-C		900	625	375	625	900	375	633	108	14	12	38	5	2	178		
Subtotal Socials		24 410	23 597	21 499	22 588	24 438	23 157	23 282	4 857	606	389	726	186	63	6 826		
<b>Total Vulnerable Groups+A5</b>			<b>149 135</b>	<b>335 698</b>	<b>335 888</b>	<b>153 853</b>	<b>144 575</b>	<b>323 642</b>	<b>240 465</b>	<b>35 981</b>	<b>4 207</b>	<b>4 296</b>	<b>9 841</b>	<b>2 114</b>	<b>523</b>	<b>56 963</b>	
<i>Percent</i>									<i>20.7%</i>	<i>18.7%</i>							
Food For Work & Food for Assets RECOVERY	Volunteers	VOL	21 813	22 350	22 960	22 076	22 255	22 585	22 340	4 825	483	302	0	0	60	5 670	
	Agriculture	AS	97 233	156 485	120 648	89 200	97 183	132 232	115 497	24 947	2 495	1 559	0	0	312	29 313	
	Education	EF	33 540	27 789	24 000	33 198	36 220	28 125	30 479	6 583	658	411	0	0	82	7 735	
	Educ. Children	EF-c	40 099	29 929	35 489	41 259	41 399	41 329	38 251	4 131	516	620	1 033	310	103	6 713	
	Health	SAS	31 343	27 768	24 268	28 002	34 185	27 588	28 859	6 234	623	390	0	0	78	7 324	
	Other	OA	23 000	15 000	6 250	13 750	23 500	15 000	16 083	3 474	347	217	0	0	43	4 082	
	Total FFW		247 029	279 321	233 615	227 484	254 742	266 859	251 508	50 195	5 123	3 499	1 033	310	679	60 838	
<i>Percent</i>									<i>21.7%</i>	<i>19.9%</i>							
Resettlement Packages (RST)	Resettlement (RST)	N-RST	175 507	225 666	222 706	180 822	136 767	129 188	178 443	45 289	4 818	2 891	0	0	482	53 479	
		A-RST	97 479	97 479	96 879	89 479	141 645	152 479	112 573	20 243	2 432	1 520	0	0	304	24 498	
	Total RST		272 986	323 145	319 585	270 301	278 412	281 667	291 016	65 532	7 250	4 411	0	0	786	77 977	
<i>Percent</i>									<i>25.1%</i>	<i>25.5%</i>							
			1 013 654	1 284 162	1 268 977	1 043 994	1 066 708	1 276 322	1 158 970	237 444	26 054	18 534	16 097	3 226	3 003	304 359	1 239
									<i>monthly mt</i>	Cereals	Pulses	Oil	CSB	Sugar	Salt	Total	Fish
										13 191	1 447	1 030	894	179	167	16 909	69
										Cereals	Pulses	Oil	CSB	Sugar	Salt	Total	Fish



### ANNEX IV

#### VULNERABILITY MAP (AUGUST TO OCTOBER 2001)



The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.



## ACRONYMS USED IN THE DOCUMENT

A-IDP	Old displaced person
APM	Caregiver of medical programmes' patients
A-RST	Old Resettlement
AS	Agriculture
CAP	Consolidated appeal process
CC-a	Community kitchen to persons over 5
CC-c	Community kitchen to children under 5
CNS	Supplementary Feeding Centre
CNT	Therapeutic Feeding Centre
EDP	Extended delivery point
EF	Education
EF-c	Children Education
FAO	Food and Agriculture Organization of the United Nations
FFA	Food for assets
FFW	Food for work
HCG	Humanitarian Coordination Group
IDP	Internally displaced person
IP	Implementing partner
JCFSAM	Joint FAO/WFP Crop and Food Supply Assessment Mission
LTSH	Landside transport, storage and handling
M&E	Monitoring and evaluation
MINARS	Ministry of Social Affairs and Reintegration
MOU	Memorandum of understanding
MUAC	Mid-upper arm circumference
NGO	Non-governmental organization
N-IDP	Newly displaced person
N-RST	New Resettlement
OA	Others
ODOC	Other direct operational costs
PEL-C	See above (Camacupa)
PEL-K	Pellagra preventive relief food distribution ration for endemic zone (Kuito)



PM	Patients of medical programmes
PRRO	Protracted relief and recovery operation
REF	Refugees
RES-V	Vulnerable residents
RF-CNS	Caregiver of supplementary feeding centres
RST	Re-settlement
SAS	Health
UNDP	United Nations Development Programme
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNITA	National Union for the Total Independence of Angola
VAM	Vulnerability analysis and mapping
VOL	Volunteers

