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First Regular Session**

Rome, 4 - 6 February 1998

PROTRACTED REFUGEE AND DISPLACED PERSON PROJECTS FOR EXECUTIVE BOARD APPROVAL

Agenda item 8

PROJECT ANGOLA 5602.02

Food assistance to displaced and war-affected persons

Duration of project	Twelve months
Number of beneficiaries	539 500
Total cost to WFP	52 066 043 dollars

All monetary values are expressed in United States dollars, unless otherwise stated.



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NOTE TO THE EXECUTIVE BOARD

This document contains recommendations for review and approval by the Executive Board.

Pursuant to the decisions taken on the methods of work by the Executive Board at its First Regular Session of 1996, the documentation prepared by the Secretariat for the Board has been kept brief and decision-oriented. The meetings of the Executive Board are to be conducted in a business-like manner, with increased dialogue and exchanges between delegations and the Secretariat. Efforts to promote these guiding principles will continue to be pursued by the Secretariat.

The Secretariat therefore invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff member(s) listed below, preferably well in advance of the Board's meeting. This procedure is designed to facilitate the Board's consideration of the document in the plenary.

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BACKGROUND

1. The “Third Angolan War” lasted from 1992 to November 1994, when the warring parties signed the Lusaka Protocol. WFP’s emergency operations continued in the immediate aftermath of the war, with 107,000 tons of food aid distributed through emergency operation (EMOP) No. 5298 to a total of 1.5 million beneficiaries during 1995. The first PRO, Angola 5602, was approved in November 1995. It provided for the distribution of 90,270 tons of food to a monthly average of 728,000 beneficiaries over a one-year period, starting in March 1996. The expansion Angola 5602.01, which was approved in January 1997, foresaw the distribution of 96,033 tons of food to an average of 662,000 beneficiaries a month over the period March 1997 to February 1998.
2. Project Angola 5602.01 was intended to support resettlement and rehabilitation as the peace process initiated by the Lusaka Protocol moved Angola towards normalcy. By June-August 1997, it was expected that WFP would be providing subsistence rations to 150,000 resettlers and food-for-work (FFW) rations to almost 50,000 workers on rehabilitation projects. It was estimated that the number of resettlers to be supported by WFP would increase to a total of 190,000 by the end of 1997. Additional food would be provided for the remaining internally displaced persons and war-affected people, for therapeutic and supplementary feeding, and for the reintegration of demobilized soldiers.
3. In the early months of 1997, it seemed as if the expectations of the PRO might be realized. Although progress in moving towards peace was fitful, the general direction seemed to be forward. On 11 April, a Government of Unity and National Reconciliation (GURN) was established in Luanda. Soon thereafter, the GURN took formal control of M’Banza Congo, capital of Zaire province—an important first step towards the extension of state administration into areas formerly held by UNITA.
4. Almost immediately, however, the situation began to deteriorate. In May, the Government of neighbouring Zaire—a long-time supporter of UNITA—was overthrown. UNITA troops that had taken refuge in Zaire began to return, especially to the diamond-rich areas of Northeast Angola. Tension between GURN and UNITA forces in Lunda Norte led to the flight of substantial numbers of civilians to major towns. Uncertainty spread to a band of provinces from Uige in the north to Huila in the south. Markets that had allowed trade between government and UNITA areas began to close, movements of people became increasingly restricted, and the process of extending state administration through the country came largely to a halt.
5. Under these conditions, many of the food-aided activities planned for 1997 never really got off the ground. Most displaced persons and refugees decided that it would be inadvisable to return home. Non-governmental organizations (NGOs) began to curtail rehabilitation activities; and the GURN, with other pressing concerns, failed to generate momentum of its own towards rehabilitation. Overall, the programme of WFP and its collaborating partners was held to levels significantly below those intended.



SITUATION ASSESSMENT

6. WFP's activities in Angola take place within the framework of the Country Strategy Outline (CSO) presented to the Executive Board in May 1997. The CSO concluded that there would be "little possibility of supporting anything like an ordinary development project" until at least 1999, and that the nature and pace of change in the country would remain unpredictable. As a result, it was anticipated that WFP would need to continue resourcing the bulk of its activities over this period through the more flexible framework of PROs.¹
7. Circumstances have proven even more unsettled than anticipated. Given events in Angola up to October 1997 (when this PRO document was drafted), it is extremely difficult to predict the situation that may prevail during the period March 1998-February 1999 (when the PRO will be implemented). For the purposes of this exercise, it has been assumed that the resettlement and rehabilitation originally anticipated for 1997-98 will actually take place in 1998-99.
8. WFP has relied on a wide variety of sources in assessing the conditions that might prevail in Angola during 1998-99. The main sources are:
 - a) the report of the May 1997 FAO/WFP crop and food supply assessment mission to Angola;
 - b) WFP's partners among NGOs and GURN ministries, with whom regular discussions are held in Luanda (through periodic food aid coordination meetings and other contacts) and in the field;
 - c) reports by the managers and food aid monitors in WFP's 10 sub-offices throughout the country; and
 - d) the proceedings of workshops held with WFP staff from Luanda and the field during August and October 1997 to assess the situation in the country, together with relevant responses on the part of WFP.
9. A basic point of departure is the report of the 1997 FAO/WFP assessment mission, in which observers from USAID, the European Union, the Southern African Development Coordination Conference (SADCC) Regional Early Warning Unit, and various NGOs participated. The mission concluded that "Despite a gradual recovery in food production in recent years, the domestic supply falls seriously short of requirements and the country's self-sufficiency ratio remains well below the 50 percent mark."² This implied that for the period April 1997 to March 1998, 252,000 tons in cereals alone, not counting other important commodities, would need to be provided through food aid.³
10. It seems unlikely that production in 1997/98 will increase significantly. A first problem is the prevailing atmosphere of insecurity: even in the absence of full-scale war, there are likely to have been at least moderate disruptions in land preparation, seeds and tools distribution, and planting of crops during the critical months of September-October 1997.

¹ WFP, "Angola CSO" (Doc. WFP/EB.2R/97/3/Add.1), 17 April 1997, paragraph 35.

² FAO/WFP, "Special Report: FAO/WFP Crop and Food Supply Assessment Mission to Angola, May 1997", p. 12.

³ The mission estimated that 128,000 tons of cereals would be provided as emergency food aid, and 124,000 tons as programme food aid.



A second factor is meteorological: according to the SADCC Regional Early Warning Unit in Harare, the effects of the weather phenomenon known as “El Niño” are likely to result in below-normal rains during 1997/98 across southern Africa, including Angola.

11. Under the circumstances, it would seem prudent to expect a low agricultural output for 1997/98. Moreover, it would seem appropriate to allow for continued, substantial assistance to the food-insecure, who will continue to suffer from situations such as disruptions in agricultural production, inability to acquire food due to the limitations of commercial markets, and lack of employment as economic activity continues to languish.

GOVERNMENT RESPONSE

12. Government policies remain as set forth during a Round Table Conference held in Brussels in September 1995 to consider Angola’s development strategy and financial needs for the post-war period. As a basis for discussion, the Government of Angola presented to the Conference a “Community Rehabilitation and National Reconciliation Programme”, which had been prepared with the assistance of UNDP. According to this Programme, the Government’s major priorities for the immediate future are:
 - a) “rehabilitation of production capacities” (especially in agriculture);
 - b) “development of human resources [and] the restoration of basic services (education and health)”; and
 - c) “rehabilitation of the economic infrastructure, mainly bridges and country roads...”¹
13. A notable expression of these priorities was a three-day seminar held during April 1997 to consider “Options for Recovery and Development of the Agricultural Sector”. The seminar, sponsored by the Ministry of Agriculture and Rural Development with technical assistance from FAO, considered recommendations on a wide range of issues: macroeconomic management, food security, reactivation of the rural economy, legal and institutional reforms, and environmental issues.
14. Unfortunately, however, the Government’s ability to act decisively in these and other important areas remains limited. Preoccupations with the security situation have diverted attention and resources away from social and productive sectors. Until the security situation stabilizes and the peace process takes firm hold, there will be a need for WFP and other donors to provide substantial food and cash aid to assist needy segments of the population. With respect to WFP, the Government has specifically requested the continuation of food aid during 1998–99.

BENEFICIARIES AND TYPES OF ACTIVITY

15. The number of beneficiaries in need of humanitarian food assistance was estimated by the joint FAO/WFP mission in May 1997. Regular consultations in the National Food Coordination Group and joint assessment missions at the country office level will ensure periodic adjustment. Assuming there is no serious armed conflict during 1998–99, this period should see, in its broad outlines, the kinds of resettlement and rehabilitation

¹ Republic of Angola, “Round Table Conference of Donors - Summary: Community Rehabilitation and National Reconciliation Programme,” Luanda, 1995, p. 11.



originally envisaged for 1997–98. Nonetheless, estimates of the numbers of beneficiaries in each category have been modified in line with evolving circumstances. Changes from the original estimates for 1997–98 include a reduction in:

- a) the number of internally displaced persons remaining in place, on the assumption that some of these will have found alternative means of support;
 - b) the numbers of returning refugees to be resettled, following a reduction of UNHCR's planning figures and delays in the process of national reconciliation during 1997;
 - c) the number of people reached through "institutional feeding", to reflect the fact that meals at pre-school centres are no longer included in this category;¹ and
 - d) the provision for the reintegration of demobilized soldiers, since much of this process should be completed by March 1998.
16. It is assumed that the numbers of people receiving FFW rations on rehabilitation projects will be similar to those originally projected for 1997–98.
17. Given these assumptions, the number of beneficiaries to be supported during the period March 1998 to February 1999 will be as follows:

NUMBER OF BENEFICIARIES, BY CATEGORY, TO BE SUPPORTED BY ALL DONORS AND BY WFP, 1998–99
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	IDPs	Resettlement	Rehabilitation (FFW)	Vulnerable group feeding Institutional	Therapeutic	Re-integration of demobilized soldiers	Total
Average number of beneficiaries (total)	200 000	200 000	300 000	155 000	9 750	37 500	902 250
Average number of beneficiaries (WFP)	70 000	125 000	200 000*	100 000	7 000	37 500	539 500
Beneficiaries by quarter							
March - May 98							
All donors	300 000	130 000	350 000	140 000	9 000	75 000	
WFP	90 000	55 000	233 333	80 000	6 000	75 000	
June - August 98							
All donors	200 000	190 000	350 000	140 000	9 000	50 000	
WFP	70 000	135 000	233 333	80 000	6 000	50 000	
Sept. - Nov. 98							
All donors	150 000	240 000	250 000	140 000	9 000	25 000	
WFP	65 000	155 000	166 667	110 000	7 500	25 000	
Dec 98 - Feb 99							
All donors	150 000	240 000	250 000	200 000	12 000	0	
WFP	55 000	155 000	166 667	130 000	8 500	0	

* Allowance is made for 40,000 workers, each receiving a family ration sufficient for five people.

¹ Meals are provided at qualifying pre-schools through a new quick action project.



18. The major activities to be supported by WFP during 1998–99 include:

Displaced populations

19. WFP will continue to provide subsistence rations during this period to internally displaced persons (IDPs) who have been registered by the Government and NGOs. The majority of beneficiaries in this category are women and children. Numbers of IDPs should fall steadily during 1998, as people return home and become “resettlers”. Of all IDPs receiving food aid, WFP will assist approximately 45 percent. The distribution of food is generally carried out by NGOs.

Resettlement

20. Resettlers require subsistence rations during the period when they are rebuilding their houses and community infrastructure, preparing their land, and planting and harvesting crops. WFP will provide the food aid required by refugees returning from Zambia and the Democratic Republic of Congo (DRC), as well as the food needed by those IDPs resettling within the country. The majority of beneficiaries will be women and children, including a significant number of women heads of households. WFP coordinates these activities with a number of agencies, including UNHCR, the International Organization for Migration (IOM), UNICEF, and the NGOs that carry out most of the food distribution.

Rehabilitation

21. The Government’s Community Rehabilitation Programme considers the rehabilitation of schools, health stations and roads to be of primary importance in re-establishing community life.¹ WFP will provide family rations to approximately 40,000 workers on such projects, which are generally managed by NGOs or government departments. Since each worker receives a five-person family ration, some 200,000 people will benefit directly from food rations. During 1998–99 special attention will be given to the rehabilitation of feeder roads and bridges, in order to allow resettlers to return home and marketing systems to be restored. WFP’s assistance will account for roughly two thirds of the rehabilitation work being supported by all donors through food aid. In line with WFP’s guidelines, a minimum of 25 percent of the FFW participants will be women. Data to be provided by WFP/Angola’s new reporting system will allow tracking of the extent to which women are direct beneficiaries of rehabilitation activities.

Vulnerable groups

22. As noted in the CSO, the economic effects of war have been extremely serious. Per capita real consumption decreased by more than 50 percent from 1985 to 1995, and is unlikely to have increased since. This deterioration has disproportionately affected children, mothers, orphans, the elderly, people with diseases requiring long-term care, and other vulnerable groups. WFP will support such groups through hospitals, health centres and other institutions. Support for pre-school centres formerly provided within this category will be channelled through a new quick action project. During 1998–99 WFP will provide food to approximately 70 percent of all those being assisted by outside donors.

¹ Republic of Angola, “Round Table Conference of Donors - Summary: Community Rehabilitation and National Reconciliation Programme,” Luanda, 1995, pp. 4, 15 and 16.



Reintegration of demobilized soldiers

23. Demobilized soldiers are being assisted in various ways (cash payments, food aid, vocational training) as they return to civilian life. The assistance package was established by the Joint Commission, which is chaired by the Special Representative of the United Nations Secretary-General, and consists of the Government, UNITA and the United Nations, along with observers from Portugal, Russia and the United States of America. WFP's contribution consists of individual food rations to demobilized UNITA and government soldiers for a period of nine months.

FEASIBILITY OF PROJECT ACTIVITIES

24. WFP is working on better ways of identifying areas of food insecurity, groups in need of help, and determining the appropriateness of food aid as a form of assistance.¹ This work is being backstopped by a Vulnerability Analysis and Mapping (VAM) unit, which was established within the country office in January 1997. The unit has been working to establish a VAM database and procedures for developing and using information. It has also performed a number of more operational tasks, including the use of satellite data to predict areas likely to require food aid following variable rains in early 1997.
25. WFP is also tightening its procedures for the selection of activities to support. An initial assessment of the feasibility of various activities served as background for extended discussions at workshops with sub-office managers in August and October 1997. The objectives were to: a) clarify the criteria for choosing activities; and b) provide training in the use of these criteria to identify activities appropriate for WFP support.
26. Among the socio-economic criteria of project feasibility, special attention has been given to gender considerations, in line with the "WFP/Angola 1997-98 Workplan for the Implementation of the WFP Commitments to Women". Gender experts from two local NGOs participated in the October 1997 workshop for sub-office managers, in order to review basic tools of gender analysis with respect to WFP-supported activities. The new reporting procedures developed during the same period (see following section) provide for the identification of gender issues in project proposals and collection of gender-disaggregated information during the process of monitoring and evaluation. WFP's gender commitments were highlighted at a briefing on the new procedures for collaborating partners, including government agencies and NGOs.² The letter of understanding, to be signed by the Government and WFP upon approval of the present PRO by the Board, will incorporate WFP's Commitments to Women and make provision for the participation of women in WFP-supported activities, both as beneficiaries and as decision-makers within local and national committees responsible for the allocation and distribution of food aid. Moreover, WFP will seek to ensure that 50 percent of beneficiaries and committee members are women.

¹ The need for such action was identified by a WFP/NGO/IFRC evaluation mission, which visited Angola during October-November 1996 to review joint relief and post-emergency operations. The mission's report was presented to the Executive Board in October 1997.

² In line with its commitment to increase the number of women serving in field posts, WFP/Angola appointed three new female food aid monitors and two female sub-office heads during 1997.



IMPLEMENTATION STRATEGY

27. WFP's principal counterpart within the Government is the Ministry of Social Affairs and Reintegration (MINARS). In addition to providing overall coordination, MINARS is responsible for the registration of IDPs, resettlement of both refugees and IDPs, and provision of social services in rural areas. WFP works with other ministries in areas such as education and health.
28. Given the very limited government budget for rehabilitation and social services, most of the activities WFP supports are implemented by NGOs. At the 1997 workshops with sub-office managers, considerable attention was given to ways of making these partnerships more effective. Notably, provision was made to strengthen WFP-NGO contracts in order to clarify the objectives of activities carried out, as well as the respective responsibilities of the collaborating partners. These contracts are usually arranged and overseen by the staff of WFP's 10 sub-offices.
29. Of particular concern has been the need for improved reporting on WFP-supported activities. This need was one of the priority recommendations of the 1996 WFP/NGO/IFRC mission that reviewed joint relief and post-emergency operations. During September-October 1997, WFP's Monitoring and Evaluation Advisor visited Angola to work on the reporting system, including gender-differentiated indicators of progress, formats for gathering data, and procedures for transmitting and assembling this in usable form. Performance indicators will include figures on distribution and physical outputs as well as data on the number of women as direct beneficiaries and participants in the management and distribution of commodities. Staff were given initial training in the implementation of the system at the workshop for sub-office managers in October. This was followed by a meeting for major collaborating partners (Government, NGOs), at which the new requirements for reporting and accountability were discussed.
30. WFP continues to transport food to extended delivery points throughout the country at an average cost of 219 dollars a ton. The figure was established by a landside transport, storage and handling (LTSH) review mission undertaken by the Transport and Logistics Division in September 1997. Costs remain high, although WFP has taken a number of cost-containing measures such as: a) negotiating reduced port charges and a subsidized rate on diesel fuel for land transport, similar to the subsidies now provided by the Government for jet A-1 aviation fuel; b) positioning aircraft in transport hubs such as Saurimo and Menongue, in order to minimize distances flown.
31. However, as other food aid donors have concentrated their own efforts in the more accessible parts of the country, WFP is disproportionately responsible for the delivery of food to the most distant regions with difficult access. More than 13,000 tons of food will be delivered to the eastern province of Moxico and 4,800 to the south-eastern region of Cuando Cubango. In both cases, deliveries have to be made by air at considerable cost, substantially increasing the overall average LTSH rate. Transport by road to these destinations would be equally or more costly due to the distances, the poor conditions of the road and the continuing security problems for overland transport.

RATIONS AND FOOD REQUIREMENTS

32. Ration scales are as shown in the table below. Rations for IDPs, the war-affected, resettlers, and demobilized soldiers are somewhat less than a full subsistence ration, on the



assumption that many of these people will be able to meet some of their food requirements by other means. The market value of FFW rations for workers on rehabilitation projects is somewhat lower than the prevailing wages. This reflects the fact that many such activities are local community projects, to which workers are expected to make a contribution in kind by volunteering a part of their labour. Rations shown for institutional feeding are an average of those applicable to different categories of beneficiaries: patients receiving long-term medical care, children in orphanages, etc. In the case of therapeutic feeding, WFP's contribution complements commodities provided by other donors.

RATION SCALES, BY CATEGORY OF BENEFICIARY (in grams)

Commodity	IDPs	Resettlement	Rehabilitation (FFW)	Vulnerable group feeding		Re-integration of demobilized soldiers
				Institutional	Therapeutic	
Maize	333	333	400	300		300
Beans	40	40	40	40		40
Oil	25	25	25	25	20	25
CSB				100	200	
Sugar				10	10	
Salt	5	5	5	5		5

33. Multiplying the numbers of beneficiaries by the ration scales indicated above, it is possible to estimate that food requirements for March 1998 to February 1999 will be as follows:



**FOOD REQUIREMENTS, BY CATEGORY OF BENEFICIARY, ALL DONORS AND WFP
(in tons)**

Commodity	IDPs	Resettlement	Rehabilitation (FFW)	Vulnerable group feeding		Re-integration of demobilized soldiers	Total
				Institutional	Therapeutic		
Total food requirements							
Maize	23 976	23 976	36 000	16 740	0	4 050	104 742
Beans	2 880	2 880	3 600	2 232	0	540	12 132
Oil	1 800	1 800	2 250	1 395	70	338	7 653
CSB	0	0	0	5 580	702	0	6 282
Sugar	0	0	0	558	35	0	593
Salt	360	360	450	279	0	68	1 517
Total	29 016	29 016	42 300	26 784	807	4 995	132 918
Food requirements, WFP only							
Maize	8 392	14 985	24 000	10 800	0	4 050	62 227
Beans	1 008	1 800	2 400	1 440	0	540	7 188
Oil	630	1 125	1 500	900	50	338	4 543
CSB	0	0	0	3 600	504	0	4 104
Sugar	0	0	0	360	25	0	385
Salt	126	225	300	180	0	68	899
Total	10 156	18 135	28 200	17 280	580	4 995	79 346

PROJECT COSTS

34. Project costs are estimated to be 52,066,043 dollars, broken down as shown in Annexes I and II.

RECOMMENDATION BY THE EXECUTIVE DIRECTOR

35. The project is recommended for approval by the Executive Board.



ANNEX I

PROJECT COST BREAKDOWN			
	Quantity (tons)	Average cost per ton	Value (dollars)
WFP COSTS			
A. Direct operational costs			
Commodity			
- Maize	62 227	162	10 096 831
- Beans	7 188	449	3 224 000
- Oil	4 543	847	3 849 829
- CSB	4 104	373	1 531 680
- Sugar	385	350	134 750
- Salt	899	150	134 850
Total commodities	79 346		18 971 940
External transport	72		5 719 474
ITSH	219		17 376 774
Subtotal direct operational costs			42 068 188
B. Direct support costs (see Annex II for details)			6 546 232
Total direct costs			48 614 420
C. Indirect support costs (7.1 percent of total direct costs)			3 451 624
TOTAL PROJECT COSTS			52 066 043
WFP costs as a percentage of total project costs: 60 percent			



ANNEX II

DIRECT SUPPORT REQUIREMENTS (<i>dollars</i>)

Staff costs	
International	2 092 000
International consultants and SSA	70 000
Local staff and temporaries	1 869 232
Subtotal	4 031 232
Travel and DSA	
International	40 000
In-country	180 000
Subtotal	220 000
Office expenses	
Rental of facility	270 000
Utilities	5 000
Communications	180 000
Office supplies	150 000
Equipment repair and maintenance	50 000
Subtotal	655 000
Vehicle operation	
Maintenance	200 000
Fuel	50 000
Subtotal	250 000
Equipment	
Communications equipment	120 000
Vehicles	360 000
Computer equipment	365 000
Subtotal	845 000
Non-food items	
Milling costs	300 000
Subtotal	300 000
Others	
Public information (incl. travel)	10 000
Training	35 000
Newspapers and periodicals	2 000
Security	198 000
TOTAL DIRECT SUPPORT COSTS	6 546 232

