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de Alimentos

**Executive Board
First Regular Session**

Rome, 21 - 23 January 1997

PROTRACTED REFUGEE AND DISPLACED PERSON PROJECTS FOR EXECUTIVE BOARD APPROVAL

Agenda item 7

PROJECT ANGOLA 5602 (Exp.1)

(WIS No. ANG 0560201)

Food assistance to displaced and war-affected persons

Duration of project	Twelve months
Number of beneficiaries	662 000
Total cost to WFP	68 879 225 dollars
Estimated total cost	74 879 225 dollars

All monetary values are expressed in United States dollars.



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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. After the cessation of hostilities in Angola in November 1994, WFP continued to provide large-scale assistance. During 1995, it distributed 107,000 tons of food aid to over 1.5 million beneficiaries. The emergency operations were superseded in March 1996 by the current Protracted Refugee and Displaced Person Project (PRO), which was approved by the Committee on Food Aid Policies and Programmes (CFA) at its Fortieth Session in November 1995. The food supplied by WFP under the PRO totals 90,720 tons, which meets about two thirds of the total humanitarian food aid needs of the country. The balance is provided bilaterally. Taking into account carryover stocks, the present PRO is expected to have utilized all of the resources committed, as expected, by March 1997.
2. The slow progress made in the peace process has so far prevented most internally displaced persons (IDPs) and refugees from returning to their places of origin. A few resettlement projects have been implemented, but these are confined to areas administered by the Government. People still displaced by the most recent conflict are estimated to number 1,150,000, as at September 1996. The planned repatriation of refugees - estimated to number 290,000 - has barely started.
3. A large number of other people, especially women, remain unable to meet their minimum food needs, largely because of restricted circulation between government-administered cities and the rural areas under União Nacional para a Independencia Total Angolana (UNITA). Women, who in Angola market the agricultural produce, are especially affected by the impediments to free circulation which limit their access to markets. In addition, many Angolans have lost their lives or were maimed from stepping on mines while trying to farm close to cities.
4. Access to food is an extremely serious problem for large numbers of urban poor and, in some cases, in rural areas. Targeted assistance to vulnerable groups therefore continues to be essential. Malnutrition rates are monitored and kept in check by emergency NGO health and nutrition projects, which provide supplementary and therapeutic feeding.
5. A Country Strategy Outline (CSO) will be presented to the Executive Board in May 1997. Although several possible scenarios for the future of the peace process will be included in the strategy, the most likely one, on which this expansion of the PRO is based, is one of slow and fitful progress towards national reconciliation and reconstruction. Food aid will continue to be needed to assist with the resettlement of displaced persons and the rehabilitation of infrastructure until at least 1998 and probably longer.

GOVERNMENT'S REQUEST

6. The Government has requested WFP to continue to provide food assistance by a letter dated 4 October 1996.

MEASURES TAKEN BY THE GOVERNMENT

7. The Government's response capacity has been limited by both severe economic problems and the lack of territorial control. Joint coordination of humanitarian assistance



programmes is exercised by the Ministry for Social Affairs and Reintegration (MINARS), and the United Nations Humanitarian Assistance Coordination Unit in Angola (UCAH), through the Humanitarian Coordination Group, which includes representatives of relevant government departments, and their UNITA counterparts. In addition to carrying out its planning and policy-making responsibilities, MINARS implements United Nations and NGO-assisted programmes for displaced people and vulnerable groups. A national plan for the reintegration of IDPs has been prepared. This plan can be implemented as soon as the necessary conditions are in place.

8. The Government continues to provide fuel for the transport of relief food and non-food items at a special subsidized rate, as well as waiving port dues for food aid consignments. This represents a contribution of more than six million dollars and will enable the internal transport cost of delivering the food commodities to remain basically the same, in spite of an annual inflation estimated at 4,000 percent for the first half of 1996.

WFP ASSESSMENT

9. In May 1996, a joint FAO/WFP crop and food supply assessment mission estimated the national cereal production for the crop-year 1995/96 to be 500,000 tons, considerably higher than the previous year's assessment. However, the mission concluded that because of constraints in the balance of payments and continuing restrictions of the freedom of movement, resulting in limited access to food for large parts of the population, the need for humanitarian relief food assistance would continue to exist for 1,375,000 people. The mission calculated the country-wide emergency food aid needs between April 1996 and March 1997 as follows:

EMERGENCY FOOD AID REQUIREMENTS, CROP YEAR 1996/97, BY CATEGORY (in tons)

	Maize	Pulses	Vegetable oil	Blended foods	Total
IDPs and war-affected	70 68	11 58	7 24	-	89 52
Quartering ¹	13 70	1 96	1 14	-	16 81
Demobilization	6 62	883	552	-	8 05
Returnees	10 80	1 44	900	-	13 14
Rehabilitation	27 26	3 89	2 43	5 829	39 41
Therapeutic/supplementary feeding	-	-	1 22	7 291	8 51
Total	129 08	19 76	13 49	13 120	175 46

¹ Gathering of soldiers into camps for registration before they are demobilized.

10. Slightly lower levels of food aid are envisaged for 1997/98, with the number of beneficiaries expected to be 1,145,000 (including assistance for the reintegration of demobilized soldiers). Over the past two years WFP has consistently met about two thirds of the total humanitarian food aid needs of Angola. In this expansion, WFP is proposing to meet 58 percent of the total humanitarian food aid requirements for 662,000 beneficiaries, as described in the following table:



**ESTIMATED NUMBER OF BENEFICIARIES OF WFP ASSISTANCE,
MARCH 1997 TO FEBRUARY 1998, BY CATEGORY**

	<i>IDPs and war- affected people</i>	<i>Resettlement (refugees and IDPs)</i>	<i>Rehabilitation (food for work)</i>	<i>Therapeutic and Supplementary feeding</i>	<i>Reintegration of demobilized soldiers</i>	<i>Total</i>
Mar.-May 97	150 000	70 000	233 333	126 000	50 000	629 333
June-Aug. 97	90 000	150 000	233 333	126 000	100 000	699 333
Sept.-Nov. 97	75 000	170 000	166 667	157 500	100 000	669 167
Dec. 97-Feb. 98	65 000	190 000	166 667	178 500	50 000	650 167
Year average	95 000	145 000	200 000	147 000	75 000	662 000

TARGETING AND STRATEGY

11. Encouragement and assistance for the reintegration of IDPs, as well as support to the return of refugees, represent the principal aim of the PRO, and the central strategy for WFP and other food aid donors. In partnership with other international organizations, NGOs, and local and national authorities, WFP will increasingly help to facilitate the transition to more targeted food aid interventions in support of resettlement and rehabilitation, while continuing to provide relief to a gradually diminishing number of displaced and war-affected persons. While distributions under the earlier emergency operations were channelled through traditional community leaders, PRO No. 5602 introduced distribution through heads of households, many of whom are women. Under the proposed expansion, WFP intends to pursue further its strategy on gender and to identify opportunities for women to be involved in the management of food distributions.

12. The target areas and groups for 1997/98 will be as follows:

- a) Areas to which significant numbers of people are expected to return will be accorded priority. Resettlers will be able to count on food assistance until they are able to re-establish their livelihoods. Support will also be provided for rehabilitation in isolated, previously inaccessible areas.
- b) Displaced and war-affected persons wholly or partially dependent on aid still represent the largest single category of food aid recipients. Their number should diminish rapidly if the resettlement process gains momentum, and if access to agricultural production increases around towns formerly cut off from rural areas.
- c) Other groups of people facing food insecurity, identified through ongoing food security assessments and nutritional surveys, will also be accorded high priority. Except where there may still be emergencies calling for general distribution, food will be distributed to the most vulnerable groups, particularly women and children, through nutritionally targeted interventions.



- d) The PRO also incorporates the continuation of assistance for the reintegration of demobilized soldiers, after completion of emergency operation (EMOP) No. 5698. The latter project includes a three-month ration at the time of demobilization. A further period of assistance of nine months will be provided under the PRO.
13. The establishment of a vulnerability analysis and mapping (VAM) unit in the WFP country office in November 1996 has helped develop disaster mitigation and prevention capacity, and contributed to further improvements in targeting nutritional interventions.
14. The programme comprises five components, as outlined below.

Resettlement

15. The *objective* is to assist resettlers until their livelihoods are sufficiently restored to be able to meet their basic subsistence requirements.

Summary

16. WFP will meet about one half of total food aid requirements for the resettlement of IDPs. It will cover all the food aid needed for refugees returning from Zambia and Zaire. WFP will participate in joint initiatives with the International Organization for Migration (IOM), UNICEF and other agencies for the organized return of specific groups of IDPs, such as the long-term IDPs in south-eastern Kuando Kubango, where there are many households headed by women.

Relief for displaced and war-affected populations

17. The *objective* is to assist IDPs identified and registered by the Government and NGOs over the last years, who are not able to resettle. WFP will meet approximately one third of the national requirements for the displaced and war-affected, with the balance being met through bilateral donors.

Summary

18. A capacity to meet the food needs of IDPs remaining in their current locations of displacement will still be needed. Should there be a more rapid improvement in the situation, the food will be utilized for resettlement. Therefore, flexibility and interchangeability of resources between IDP and resettlement needs are implicit in the resource allocations. Care will be taken to limit food aid in areas of displacement to the necessary minimum.

Rehabilitation in rural areas

19. The *objective* of this component is to assist in the rehabilitation of productive and social infrastructure, in areas of resettlement and in previously inaccessible areas severely affected by war.

Summary

20. Where appropriate, food aid will be provided in the form of food for work, primarily for the rehabilitation of rural access roads and bridges, for which WFP has developed a special programme, included in the 1996 inter-agency appeal coordinated by the United Nations Department of Humanitarian Affairs (DHA). Where the necessary complementary inputs are available, food for work will support the reconstruction of social infrastructure such as



health centres and schools, and small irrigation schemes. For the latter, implementing partners will often provide most of the non-food items required. However, especially in the case of activities undertaken through national NGOs and the local government, non-food items will need to be procured through WFP. Part of the non-food requirements and technical assistance funds for roads and associated demining activities, funded by donors in the latter part of 1996, are being carried over to 1997.

Emergency response and nutritional support for vulnerable groups

21. The *objective* is to provide support for selected public institutions serving vulnerable groups, such as hospitals, orphanages and day-care centres, and to maintain a response capacity for unforeseen emergencies.

Summary

22. WFP will meet about two thirds of the total requirements for this group. The remaining needs are being met through bilateral donations which are channelled through NGOs. The number of malnourished children and their mothers attended to in hospitals and health centres run by the Government with the support of NGOs fluctuates according to the period of the year and changes in the local food security situation. Food needs are being monitored by the food aid coordination group chaired by WFP. Food will continue to be provided to orphanages, tuberculosis centres and old people's homes, as the Government is still unable to meet these needs from its budget.
23. Full flexibility in responding to emergencies will be maintained. WFP will continue to take responsibility for the coordination of information and action to ensure that nutritional survey results lead to timely interventions in emergencies - and conversely that improvements in the nutritional status and food security of beneficiaries lead to corresponding decreases in the quantities of emergency food aid distributed.

Demobilization

24. The *objective* of this component is to provide an incentive and nutritional supplement to demobilized soldiers in order to ease and encourage their reintegration into civilian life.

Summary

25. Unlike other vulnerable, war-affected groups, demobilized soldiers have a particularly weak background in productive, educational, or participatory community-oriented activities. For them, resettlement will entail a particularly difficult process of readjustment. WFP will provide a monthly individual ration for nine months to demobilized UNITA and government soldiers at their places of resettlement. Food aid forms part of the entitlement package for demobilized soldiers recommended 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, plus observers from Portugal, Russia and the United States. The Joint Commission has been endorsed by the international community in Angola. Food will be distributed in conjunction with a cash subsidy of 50 dollars in local currency, to be paid in three instalments. These are additional entitlements, which do not prevent the individual or the family from participating in any other food aid programme.



NUTRITIONAL ASPECTS

26. There is general agreement and coordination on the methodology and criteria for nutritional surveys and interventions. Nutritional surveillance through nutritional surveys is carried out by various organizations. The WFP-chaired food coordination group ensures that information is shared and appropriate action taken. Similar coordination takes place at the provincial level.
27. To the extent possible, WFP will increasingly channel its assistance in support of primary health services targeting women and children, gradually phasing out of emergency projects. WFP will continue to support NGOs and other specialized institutions whose programmes are closely linked with and aimed at strengthening national capacity in nutrition and health services.

DEVELOPMENT CONSIDERATIONS

28. The PRO design is flexible, to be able to respond to both relief needs and rehabilitation initiatives in a complex emergency situation. It is anticipated that during the next phase of the PRO there will be a significant shift from emergency food aid towards meeting the food aid requirements of resettlement. While conditions for the resettlement of significant numbers of IDPs and refugees would ideally be met before the October 1997 planting season, people will not return until their confidence is restored by the consolidation of the peace process, which includes the guarantee of free circulation and the normalization of rural administration. This presupposes that the demobilization process will have neared completion.
29. During 1995-96, food for work for the rehabilitation of infrastructure was initiated in accessible areas, often preceded by the slow process of demining. Many such rehabilitation projects are currently being implemented by NGO partners and local government, monitored by the staff of 10 WFP sub-offices.
30. In a few cases food for work has been undertaken with some degree of success in UNITA-held areas, particularly in Bie Province. As few NGOs work in these areas, work has often been carried out by the local UNITA administration, followed closely by WFP food aid monitors.

IMPACT OF THE PROJECT ON WOMEN

31. Most of the neediest households are headed by women as a result of conflict and displacement. Because women have been particularly hard hit by the ravages of war over so many years, WFP emergency assistance has consistently been targeted towards these women and their children. WFP's partner organizations share the same commitment to targeting women. Throughout past emergency operations in Angola, WFP has encouraged (and will in future require) NGOs to register women as heads of household in order to increase the likelihood of women and children benefiting directly from WFP emergency aid. Where WFP has carried out its own registration in a directly implemented intervention, only women heads of household have been registered. Precise figures are currently not available. WFP will improve its monitoring mechanisms to allow, by February 1997, for better tracking of indicators such as the percentage of female beneficiaries.



32. As the emphasis shifts to rehabilitation, equal importance is being given to supporting women to increase their access to resources and nutritional well-being. The income-generation portion of projects will be targeted to women, as is already the case for example in Malange, where the community bakeries which prepare WFP food are entirely owned and staffed by women.
33. In urban areas pre-schools not only provide a nutritional supplement to young children; they are also intended to give poor women greater opportunities to undertake economic activities. There are about 80,000 pre-school children receiving WFP assistance, mostly in "bairros" of large cities, where women need to devote as much time as they can to earning a living.
34. Within the context of the PRO, WFP will prioritize support to women in the sectors of health and education, and in rebuilding local infrastructure for access to basic services and markets. The reopening of roads will give greater access to basic services, to women in particular. Replacing the head-loading of produce, done almost exclusively by women over very long distances, the reopening of roads and consequent transport of produce should encourage local markets and thus have a direct impact on the economic activities of women, who are the principal sellers of produce.
35. Supplementary and therapeutic feeding programmes that target women and their children in particularly vulnerable situations continue to have very high priority.
36. A WFP consultant on gender issues carried out a review of WFP support to women in the context of the current PRO in November 1996. This review is expected to assist WFP and its NGO implementing partners, and the Government in further improving the gender focus of the project.

MONITORING AND EVALUATION

37. Heads of WFP sub-offices and the 22 food aid monitors assigned visit project sites and report on progress made towards achieving the objectives of each activity supported. Five of the monitors are women. WFP is committed in its recruitment policy to eventually increasing the proportion of female monitors to 50 percent, in order to be able to have ready access to household-level information that is often more difficult for men to acquire. In addition to its own staff, WFP relies on its implementing partners to track the nutritional status of beneficiaries, and to carry out special studies on issues related to food security.
38. During 1997 WFP intends to carry out a survey of key food-for-work activities, with a view to studying their long-term effects and reviewing the participation of and benefits to women in the activities carried out so far. In this context, WFP also plans to field a mission to help improve existing monitoring and evaluation procedures.

FOOD RATIONS AND REQUIREMENTS

39. The food rations to be provided are as follows:

<p>FOOD RATIONS <i>(in grams)</i></p>
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	IDPs/war-affected	Resettlement	Food for work	Supplementary feeding	Therapeutic feeding	Demobilized soldiers
Maize	300	300	400	200	-	300
Pulses	40	40	40	40	-	40
Vegetable oil	25	25	25	25	20	25
Corn-soya blend	-	-	-	100	200	-
Sugar	-	-	-	20	10	-
Salt	5	5	5	5	-	5
Kilocalories	1 405	1 405	1 710	1 515	985	1 405

40. The commodities to be supplied by WFP during the period April 1997 to March 1998 are as follows:

FOOD AID REQUIREMENTS (tons)							
	Maize	Pulses	Vegetable oil	Corn-soya blend	Sugar	Salt	Total
IDPs and war-affected	10 2	1 31	855	-	-	171	12 65
Resettlement of IDP and refugees	15 6	2 01	1 305	-	-	261	19 31
Rehabilitation (food for work)	28 8	2 81	1 800	-	-	360	33 84
Supplementary feeding	10 0	2 0	1 260	5 040	1 0	252	19 65
Therapeutic feeding	-	-	50	504	25	-	579
Reintegration of soldiers	8 1	1 01	675	-	-	135	9 99
Total	72 9	9 4	5 945	5 544	1 0	1 171	96 03

MODE OF IMPLEMENTATION

41. The Government of Angola, through the Ministry of Social Affairs and Reintegration (MINARS), is responsible for the overall coordination of the project. MINARS has been responsible for registering IDPs throughout the emergency. Plans for the resettlement and reintegration of IDPs and refugees have so far been implemented only on a limited scale in



accessible government-controlled areas. MINARS or NGOs which have agreements with MINARS are responsible for the implementation of WFP-assisted activities.

42. The beneficiaries are selected and registered by the implementing agencies and issued with ration cards, which inform them about their entitlements. WFP's food aid monitors visit distribution sites regularly and monitor the receipts of entitlements and progress of activities through direct contact with beneficiaries. The latter are frequently involved in the distribution of food commodities.
43. WFP has 10 sub-offices in selected provincial capitals; these undertake monthly reviews of activities and propose the activities for the following month. The sub-offices liaise closely with local representatives of the Government. They have also established close contacts with UNITA local administration.
44. WFP will continue to chair the food aid coordination group, which includes NGOs, the Government and donors. A consolidated plan of distribution for all food aid in Angola, which provides an essential coordination tool, is published by WFP each month.

FOOD LOGISTICS AND MANAGEMENT

45. WFP plays a leading role in the coordination, programming and logistics of food aid in Angola. In addition, it is entrusted with the management of passenger and cargo aircraft, on behalf of the humanitarian organizations working in Angola.
46. WFP produces monthly statistical reports on WFP food aid movement and deliveries, which are distributed to donor and NGO representatives in Angola.
47. Because of MINARS' limited resources, WFP will continue to be responsible for the internal transport, handling and storage (ITSH) of all WFP-provided food from the ports of Luanda, Lobito and Namibe to the points of distribution.

PROJECT COSTS

48. The cost breakdown for the project is as follows:

PROJECT COST BREAKDOWN			
	Quantity (tons)	Average cost per ton	Value (dollars)
WFP COSTS			
A. Direct operational costs			
Commodity ¹			
– Maize	72 900	200	14 580 00
– Beans	9 432	450	4 244 40
– Oil	5 945	950	5 647 75
– Corn-soya blend	5 544	400	2 217 60
– Sugar	1 033	450	464 850



PROJECT COST BREAKDOWN

	Quantity (tons)	Average cost per ton	Value (dollars)
– Salt	1 179	210	247 590
Subtotal commodities	96 033		27 402 19
External transport			7 107 98
Internal transport, storage and handling (ITSH)			18 726 43
Subtotal direct operational costs			53 236 61
B. Direct support costs (See Annex for a detailed breakdown)			
Subtotal direct support costs			11 016 41
Total direct costs			64 253 01
C. Indirect support costs (7.2 percent of total direct costs)			4 626 27
TOTAL WFP COSTS			68 879 28
GOVERNMENT COSTS			
Waiving of port fees, taxes on fuel, etc.			6 000 00
TOTAL GOVERNMENT COSTS			6 000 00
TOTAL PROJECT COSTS (WFP and Government)			74 879 28
WFP costs as a percentage of total project costs: 93 percent			

¹ This is a notional food basket used for budgeting and approval purposes. The precise mix and actual quantities of commodities to be supplied to the project, as in all WFP-assisted projects may vary over time depending on the availability of commodities to WFP and domestically within the recipient country.

RECOMMENDATION BY THE EXECUTIVE DIRECTOR

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



ANNEX

DIRECT SUPPORT COSTS <i>(in dollars)</i>
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	Dollars
Staff Salaries	
International	2 523 050
UN Volunteers	-
International Consultants and SSA	70 000
National Professional Officers	-
Local staff and Temporaries	1 228 350
Subtotal	3 821 400
Technical Support Services	
Project appraisal (project monitoring)	-
Project evaluation	-
Subtotal	-
Travel and DSA	
International	70 000
In-country	18 000
Subtotal	88 000
Office expenses	
Rental of facility	60 000
Utilities	2 000
Communications	30 000
Furniture/Equipment	70 000
Office supplies	40 000
Equipment repair and maintenance	50 000
Subtotal	252 000
Vehicle operation	
Maintenance	50 000
Fuel	10 000
Subtotal	60 000
Equipment	
Communication equipment	130 000
Vehicles	250 000
Computer equipment	65 000
Agricultural equipment	2 500 000
Building materials	3 500 000
Subtotal	6 445 000
Non-food items	
Seeds	
Milling costs	120 000
Transport	160 000
Subtotal	280 000
Others	
Public information (including travel)	10 000
Contingencies	60 000
Subtotal	70 000
TOTAL DIRECT SUPPORT COSTS	11 016 400

