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**Executive Board
Third Regular Session**

Rome, 20–24 October 2003

PROJECTS FOR EXECUTIVE BOARD APPROVAL

Agenda item 8

For approval



Distribution: GENERAL
WFP/EB.3/2003/8/3
5 September 2003
ORIGINAL: ENGLISH

PROTRACTED RELIEF AND RECOVERY OPERATION— ANGOLA 10054.2

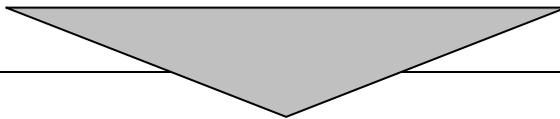
Support to Return and Resettlement

Number of beneficiaries	1,417,022 (average) 60 percent women
Duration of project	24 months (January 2004–December 2005)

Cost (United States dollars)	
Total project cost	258,392,865
Total cost to WFP	251,292,865
Estimated Government costs	7,100,000
Food tonnage (mt)	399,241

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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

Angola continues to face a serious humanitarian situation. The emergency caseload has expanded rapidly following the peace agreement, populations previously beyond the reach of the humanitarian community have become accessible and there has been a massive influx of needy people into areas where assistance can now be delivered. The quartering of substantial numbers of ex-soldiers from the National Union for the Total Independence of Angola and their dependants has added to this. Internally displaced persons and former soldiers and their dependants are returning to their areas of origin. Angolan refugees have been repatriated from neighbouring countries following the 2003 harvest. Continued massive return movements of people are expected in 2004. Variations in security and agricultural potential between provinces mean that the rate of recovery will vary.

Food aid assistance programming must remain flexible, given the nature of the transition period in the context of the structural crisis in post-war Angola: operational capacity must be able to address relief, recovery and even development goals simultaneously. During this period, the role of food assistance will change from being the main humanitarian input to one of several complementary inputs within the peace-consolidation process. WFP will coordinate its relief and recovery interventions with the other members of the humanitarian community in Angola, and will seek partnerships for its recovery initiatives in order to maximize resources and impact.

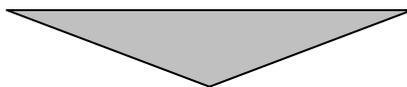
Partnerships will be fundamental to implementation in sectors where WFP has a leadership role, and to support for initiatives by other institutions and United Nations agencies working in sectors related to food security, such as primary education and HIV/AIDS. In an effort to ensure sustainability, emphasis will be given to capacity-building for national institutions and to participatory approaches for identifying and implementing activities at the community level.

WFP will maintain a nationwide relief component through support to nutritional and social programmes and a capacity for crisis prevention, preparedness, response and recovery. Over the life of this protracted relief and recovery operation, it is expected that relief distributions will be needed as a result of natural disasters rather than conflict. In the recovery component, WFP will give priority to geographically targeted rural areas and will support returnee and resettled populations, who are vulnerable to food insecurity, to enable them to engage in productive activities. WFP will support food-for-work/assets schemes in resettlement areas and primary education and HIV/AIDS-awareness programmes.

It is estimated that 399,241 mt of cereals, pulses, oil, corn-soya blend, sugar and salt will be required from January 2004 to December 2005 for an average of 1,417,022 beneficiaries. With the country at a historic crossroads, it is expected that this operation will make a significant contribution to peace consolidation and to the economic and social recovery of people directly affected by the war.



Draft Decision*



The Board approves PRRO for Angola 10054.2, “Support to Return and Resettlement” (WFP/EB.3/2003/8/3).

* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.



CONTEXT AND RATIONALE

Political Context and Humanitarian Situation

1. On 4 April 2002, the military forces of the National Union for the Total Independence of Angola (UNITA) and the Government signed a Memorandum of Understanding (MOU) for cessation of hostilities, which established a framework for implementing the Lusaka Peace Protocol. Although the cessation of hostilities raises realistic hopes of achieving long-lasting peace, the legacy of the war will not be quickly overcome.
2. Significant population movements of returning internally displaced persons (IDPs), refugees and demobilized soldiers and their dependants are taking place. The quartering areas for ex-UNITA soldiers and their families have now been closed, and the soldiers and their families are returning to their areas of origin. About 170,000 external refugees are likely to return under the repatriation exercise organized by the Office of the United Nations High Commissioner for Refugees (UNHCR).

Socio-economic Situation Analysis

3. Angola faces a structural socio-economic crisis that has direct and widespread impact on livelihoods by depleting basic household assets and diminishing people's ability to cope. In the 2002 United Nations Development Programme (UNDP) Human Development Report, Angola ranked 161st out of 173 countries. Between 1970 and 2001, the urban population rose from 15 percent to over 50 percent of the total. A survey carried out by the National Institute for Statistics in 2001 indicates that 63 percent of households in urban and peri-urban areas live below the poverty line, of whom 25 percent live below the extreme poverty line. Displacement has been the major factor generating food insecurity. Women and children, who constitute 70 percent of IDPs, have been the worst affected. Approximately one third of all households are headed by women.
4. Angola depends on the oil industry for 90 percent of its foreign exchange earnings. Much of this was used to finance the war effort until 2002, and it continues to be used to service the foreign debt of US\$10.5 billion, significantly restricting the resources available for humanitarian needs.
5. Angola has the second highest mortality rate in the world for children under 5. According to the United Nations Children's Fund (UNICEF) 2000 Annual Report on Angola, a third of children die before reaching the age of 5, maternal mortality is estimated at 1,854 per 100,000 live births and life expectancy is 45 years. Angola is increasingly affected by HIV/AIDS: estimated rates among the adult population rose from 3 percent in 1997 to 5.5 percent in 2001. This rate may increase sharply as a result of unrestricted movements of people and the return of refugees from neighbouring countries with high HIV/AIDS prevalence.
6. The net enrolment rate at primary schools is approximately 50 percent of school-age children. Only 61 percent of urban children and 44 percent of rural children are enrolled in primary education (UNICEF: 2001 Multiple Indicators Cluster Survey).
7. Road transport remains severely restricted by poor infrastructure, broken bridges, seasonally impassable gravel roads and landmines.



8. Of the 4.1 million people displaced by war between 1998 and early 2002, 2 million had returned to their areas of origin by May 2003; 130,000 refugees returned to Angola during that period.
9. Most IDPs were subsistence farmers. The country has been dependent on food imports and food aid since the 1980s. Prior to independence, Angola was self-sufficient in all major food crops except wheat. The war resulted in a structural change away from commercial agriculture to subsistence farming. Rural households have few opportunities to earn off-farm incomes and have therefore become more food insecure.
10. The June 2003 joint FAO/WFP crop and food supply assessment mission (JCFSAM) indicates that cereal import requirements for 2003/2004 are expected to remain high, at 670,000 mt. The mission concluded that about 1.4 million people per month would need food assistance until the harvest in May 2004.
11. From 1998 to 2002 the situation in Angola moved from acute emergency to prolonged crisis, with continuing widespread insecurity, extreme poverty and human suffering. It is recognized, however, that WFP food and other humanitarian assistance contributed to a general improvement in the nutritional situation in areas of interventions. Global acute malnutrition rates (UNICEF Angola) fell between 2001 and 2002 from 13 percent to 8 percent in Mavinga–Kuando Kubango, from 17 percent to 8 percent in Caconda–Huila, from 10 percent to 6 percent in Ganda–Benguela, and from 14 percent to 5 percent in Kuito–Bie. In Chipindo–Huila the rates went down from 30 percent to 3 percent between 2002 and 2003.

WFP Response since the 1990s

12. WFP's humanitarian assistance has alternated between life-saving emergency operations (EMOPs) and protracted relief and recovery operations (PRROs). WFP implemented nine EMOPS and six PRROs in which 1.6 million mt of food reached an average of 1.1 million war-affected people, with a peak of almost 2 million during 1993–1995. The preceding PRRO, 10054.1, involved 341,610 mt of food for an average of 1.2 million beneficiaries. In the aftermath of the conflict, the areas accessible to WFP spread beyond provincial and municipal centres to include vulnerable populations in isolated areas.

Government Policies and Programmes

13. Table 1 below summarizes current government programmes for return and resettlement of war-affected populations and reintegration of ex-combatants into civil society, and contributions made to WFP operations, including cash for purchasing and distributing commodities to beneficiaries.



TABLE 1: GOVERNMENT PROGRAMMES AND CONTRIBUTIONS

Name	Target population	Objective	Activities	Implementing organization	Status	Estimated budget (US\$ million)
National Government Special Programme for Reintegration (PER)	Ex-UNITA soldiers and dependants	Social and economic reintegration	Professional training, literacy, income-generating activities	MINARS (National Commission for Social and Productive Reintegration of Demobilized and Displaced Persons)	200,000 resettlement kits procured; distribution ongoing	55
Programme for Return and Resettlement of War-Affected Populations (PRRPDCA)	Displaced, returning refugees and demobilized soldiers not covered by PER	Social and economic reintegration	Professional training, literacy, income-generating activities	MINARS	Announced first semester 2003	267
General Programme for Demobilization and Reintegration (PGDR)	Demobilized since Lusaka Protocol	Social and economic reintegration	Profession training, micro-credit, access to land	Government of Angola and World Bank	Expected to start second semester 2003	230 (of which 127 from Government of Angola)

Type of contribution to WFP	Announced	Confirmed	Activity	Remarks	Status	Budget (US\$ million)
Direct	Oct. 1999	Feb. 2001	Local purchases	4 900 mt food commodities	Distributed	3
Direct	May 2003	Pending	Local purchases	To be confirmed	To be confirmed	10
Indirect	Standard agreement for PRRO implementation	Ongoing under current PRRO	Subsidy of 85% of Jet A1 fuel market value	Linked to PRRO 10054.2 resources moved by air	Estimated value if PRRO fully resourced over 24 months	5.5
Indirect	Idem	Idem	Landing/parking fees	Idem	Idem	0.7
Indirect	Idem	Idem	Navigation fees	Idem	Idem	0.9

Note: Landing, parking and navigation fees are waived.

Rationale

14. Although the end of the war removed the immediate cause of the widespread emergency, peace has revealed serious challenges to sustainable food security. The Government of Angola and international partners are finalizing a United Nations Development Assistance Framework (UNDAF) identifying the need for food assistance to address immediate and mid-term household food insecurity arising from the cumulative impacts of the conflict. Meanwhile, relief and recovery assistance will remain vital.



PRRO STRATEGY

15. This PRRO has two main components: relief and recovery. A flexible needs-based strategy enabling shifts of resources between relief and recovery components will be maintained during this post-conflict transition period, allowing WFP to address the variation between provinces in terms of the vulnerability of their populations to food insecurity.
16. The main thrust of WFP's assistance will be in support of returnee and resettled populations in rural areas, contributing to peace consolidation and livelihood stabilization. Life-saving interventions are expected to address natural disasters and to support targeted nutritional and social programmes in a rural environment where health services are poor and where children under 5 and women, the weakest members of the population, are highly vulnerable to food insecurity.
17. Sustainable social and economic development requires strengthening of community and local government structures and linkages between them. The UNDAF partners have agreed that humanitarian agencies should gradually adopt modes of implementation more attuned to reconstruction and recovery during the peace-consolidation phase. This gradual change of focus from saving lives and stabilizing nutritional status to rebuilding sustainable livelihoods requires a more coordinated approach and mainstreaming of community participation and consultation. The PRRO reflects this change and foresees WFP humanitarian interventions being phased out under the national policy framework for economic and social recovery.
18. In the recovery component, WFP will work with FAO in activities to increase agriculture and food production and access to markets and services. In areas such as education and health, WFP will support activities and programmes led by other United Nations agencies and members of the humanitarian community in geographically targeted areas. In this way WFP will benefit from their technical expertise for design, beneficiary selection, implementation and monitoring in education and health. Special attention will be given during implementation to mainstreaming the following areas of concern: (i) HIV/AIDS; (ii) access to primary education; and (iii) capacity-building for national counterpart institutions and dialogue for transfer of responsibility and skills to the Angolan authorities.

BENEFICIARY NEEDS AND TARGETING

19. Return and resettlement of refugees and others is expected to continue during 2004, although at lower levels than in 2003. WFP Angola will maintain contact with WFP offices in neighbouring countries regarding formal repatriation.
20. WFP has placed vulnerability assessment and mapping (VAM) monitors in all sub-offices to collect information on food-security indicators; HIV/AIDS-related indicators are included. This information is analysed at the provincial level and published in a quarterly Vulnerability and Food Security Bulletin. It is also used by provincial inter-sectoral vulnerability analysis groups led by the WFP VAM unit to carry out vulnerability assessments at times of the year when significant changes in vulnerability to food insecurity are expected, for example during the pre-harvest and post-harvest seasons. The results are used to review and adjust caseloads on the basis of changing needs. The information is also used to ensure appropriate geographical targeting across the country to reach the most vulnerable areas (see map in Annex III).



21. WFP has trained its sub-office staff to carry out rapid food-needs assessment (RFNA) surveys in cooperation with local humanitarian organizations and provincial government authorities. This enables them to carry out assessments at the community level to determine food-assistance interventions.
22. The results of vulnerability assessments and RFNAs will continue to serve as the basis for initiating emergency relief distributions and distributions in support of return and resettlement. Nutritional criteria will continue to be used for implementing targeted feeding activities. A computerized registration system will enable prompt analysis and regular verification of caseloads.
23. The JCFSAMs carried out annually in May/June will provide estimates of harvests and the national food supply situation, and will provide a national overview of food security.
24. WFP assistance will cover an average of 1,417,022 beneficiaries, of whom an estimated 856,459, or 60 percent, will be women, with a decreasing trend in needs from 2004 to 2005; this is similar to the caseload of 1,241,000 under PRRO 10054.1. A third of the caseload in the second half of 2005 will be assisted under the Support to Primary Education programme.
25. Apart from food supplied through WFP, direct food assistance will be provided through the Government, the International Committee for the Red Cross (ICRC) and non-governmental organizations (NGOs), including the Consortium of United States Private Voluntary Organizations. WFP uses the national Food Aid Coordination Committee meetings and the provincial PRRO implementation meetings to facilitate coordination and maximize impact and efficiency. WFP expects to remain the lead agency for food assistance in Angola.

Role of Food Aid

26. Food aid remains an appropriate input into humanitarian assistance strategies in view of the severe food shortage in Angola and the nature of the transition period in the structural crisis. Many people are in immediate need of food resources, but the food shortage is likely to continue until agricultural return and resettlement programmes have enabled returnees to meet basic needs. As Angola moves towards recovery, however, food assistance will change from being the main input to one of a set of complementary inputs; coordination will be essential.
27. This PRRO will address the immediate needs of the most vulnerable populations through life-saving actions focusing on daily nutritional requirements, and the longer-term needs of a larger section of the population through support to returnee and resettlement activities in rural areas, with a focus on self-reliance.
28. In the recovery component, food rations will be distributed to targeted returnees until the time of their first harvest, so that they can cover their basic food needs while they re-establish their households and communities. Food aid will complement other forms of assistance and will be integrated with complementary non-food inputs.
29. In line with the Government's commitment to the Education for All programme, WFP will support the UNICEF back-to-school initiative by providing a family fortified food ration for children attending primary schools in geographically targeted rural areas to help to reduce the difference in levels of enrolment between rural and urban areas.



Intervention Approaches

30. Implementation of the relief component will be in response to emergency needs as they arise.
31. The recovery-oriented component will give priority to geographically targeted areas identified as food insecure by the JCFSAM, vulnerability assessments and RFNAs. It will be concentrated in areas where no other food aid is provided: most probably remote municipalities in Benguela, Bie, Huambo, Huila and Kwanza Sul on the Plan Alto and Moxico, Uige and Zaire provinces, which are expected to receive a large influx of returning refugees and to which most war-affected populations are expected to return. The two forms of support will be provided through monthly general food distributions, usually until the first harvest, and through food-for-work/assets (FFW/FFA) and primary education activities. In order to ensure the sustainability of interventions, emphasis will be given to community participation and consultation, and local administration involvement. Wherever possible, WFP will continue to use local resources in implementing human and physical asset-creating activities and restoring income-generating activities.
32. FFW/FFA will focus on strategic partnerships with other United Nations agencies in sectors related to food security. WFP and FAO will take the lead with respect to food and agricultural production and beneficiaries' access to markets and services. WFP will renew its local MOUs with UNHCR and UNICEF and will formalize its cooperation with FAO.

Risk Assessment

33. The interventions planned under this PRRO are based on certain assumptions: (i) that the Government maintains its commitment to supporting humanitarian activities, particularly the return and resettlement of people according to local and national norms; (ii) that sufficient quality land is made available to returnees and resettled people so that they can cultivate a large part of their food requirements; (iii) that the seeds and tools distribution campaign is successful and rainfall is sufficient to guarantee good harvests for the 2003/2004 and 2004/2005 seasons; (iv) that sufficient and competent implementing partners (IPs) are available; (v) that adequate supplies of complementary non-food items for FFW/FFA programmes are available; (vi) that adequate donor support is available to enable recovery interventions to take place; and (vii) that safe access to needy populations is secured. It is recognized that satisfactory implementation of some interventions may be beyond the control of the humanitarian community.
34. WFP is dependent on partners for implementing emergency and recovery programmes, but there is a shortage of available competent partners, particularly for the FFW/FFA activities. WFP will therefore provide capacity-building to partners at the provincial level in programming areas and in community participation approaches for project identification, project-cycle design, implementation and gender mainstreaming. In view of the importance of non-food inputs in FFW/FFA activities, budgetary provision for them has been made under the PRRO.
35. In life-saving situations and in the absence of an IP to carry out relief distributions, WFP will take over food distributions where access permits. If a qualified IP is available to initiate targeted feeding activities, WFP may also initiate remote-control life-saving operations based on nutritional data in areas to which the United Nations does not have access.



36. Participatory approaches and greater involvement of local authorities in providing assistance where lives are not at risk may result in delays in implementation or reporting, but they are a necessary step in the transition to sustainable development. WFP will assist in capacity-building through special workshops and on-the-job training in field monitoring.

Objectives and Goals

37. The long-term goal of WFP assistance in Angola for 2004–2005 is to contribute to the peace consolidation process by preventing hunger and malnutrition and restoring sustainable livelihoods to food-insecure rural populations.
38. To achieve this, the immediate objectives are:
- to maintain the lives and nutritional status of targeted vulnerable populations; and
 - to build human and physical assets within targeted households and communities in return areas that will facilitate restoration of the food-security capacity of the most vulnerable population groups.

IMPLEMENTATION PLAN BY COMPONENT

Key Programme Components

39. WFP assistance will be targeted through:
- relief: food distributions to victims of natural disasters, and nutritional/vulnerable programmes; and
 - recovery: supporting return and resettlement and FFW/FFA in selected rural areas.

⇒ *Protracted Relief*

40. WFP will target victims of natural disasters through relief food distributions, based on its nationwide crisis prevention, preparedness, response and recovery capacity using regular vulnerability assessments, ad-hoc RFNAs and other inter-agency nutritional and needs assessments. It is projected that 15,158 direct beneficiaries, 65 percent of whom will be women, will receive 6,057 mt of food commodities in this category.
41. Through nutritional programmes, WFP will support: (i) therapeutic and supplementary feeding centres (TFC/SFC); (ii) patients under treatment for pellagra, leprosy, tuberculosis (TB), trypanosomiasis and HIV/AIDS; and (iii) caregivers of children attending TFCs or patients under treatment and individuals at risk of malnutrition attending community kitchens. Nutritional programmes will be implemented in accordance with the National Nutritional Protocol in cooperation with UNICEF and the World Health Organization (WHO). This category is expected to receive 33,297 mt of food commodities for 109,743 direct beneficiaries, of whom 65 percent will be women. Support to this beneficiary caseload will be as follows:
- severely and moderately malnourished people will be assisted at TFCs and SFCs, including screened children under 5 and pregnant and lactating women at risk of malnutrition;



- one caregiver per child attending TFCs will be supported with an easily cooked individual wet ration while accompanying the sick child during the 24 hours of daily treatment; the same support will be given to one caregiver per patient under medical programmes;
- children under 5 at risk of malnutrition will be assisted through community kitchens; and
- others at risk of malnutrition, such as returning refugees in transit camps, will be assisted through self-targeting community kitchens.

➡ Recovery

42. New returnees are dependent on food assistance: they have no other means of survival and few sources of income until their first major harvest. WFP will distribute a full ration to returned/resettled populations in rural food-insecure areas through IPs. Their food needs will be covered for a limited period, usually until the first harvest, and for a maximum of 12 months so that they can achieve adequate self-reliance. The food component will be part of a wider resettlement assistance package that will include non-food items and basic services. After harvest, an assessment of their vulnerability to food insecurity will be carried out. If they are not adequately self-reliant, they will be eligible for further assistance based on the assessment findings.
43. Greater access to land, improved access to agricultural inputs and increased trade are expected to result in improved food security for most of the population. By the 2004 harvest, half of the returned population should have been able to establish income-generating activities, including agricultural and seasonal employment activities. It is expected that 573,265 people, 60 percent of whom will be women, will be resettled and assisted with 193,684 mt of food commodities.
44. WFP will reach rural families assessed as food-insecure but ineligible for relief food distributions through self-targeting FFW/FFA activities. The Programme will be working through partners that have the expertise and capacity to carry out FFW activities such as tree nurseries and planting community plots to supply wood for fuel and construction, water and small-scale irrigation schemes, tertiary road rehabilitation and market rehabilitation. WFP and its partners will also support FFA activities including HIV/AIDS-awareness campaigns, educational programmes, school snacks for primary school children in returnee areas, teacher-training initiatives, health and nutrition training for nursing mothers, literacy classes for adults, agricultural technical support and training, and food-for-seeds (FFS) rations. It is expected that 143,771 households, comprising 718,857 direct and indirect beneficiaries, of whom 60 percent will be women, will receive 166,202 mt of food assistance under this category.
45. Residents affected by the war and vulnerable to food insecurity in rural return/resettlement areas will be eligible for humanitarian assistance for a maximum of one harvest period.
46. The food basket for each type of intervention is summarized in Table 2.



**TABLE 2: FOOD BASKET AND RATIONS, BY TYPE OF INTERVENTION
(g per person/per day)**

	Commodities						Nutritional value			
	Maize	Maize *meal	Pulses	Veg. oil	CSB	Sugar	Salt	Energy	Protein	Fat
Relief										
Natural disaster relief	470		50	30			5	2 078	49	57
Health programmes, TFC caregivers, >5s – community kitchens, refugee transit	400		50	30	50	15	5	2 083	50	59
TFC patients		50		30	150	20		1 096	41	32
SFC patients	100			45	150	30		1 448	58	36
<5s– community kitchen		200	25	30	50	10	5	1 299	40	32
Recovery										
Early resettlement, vulnerable groups	470		50	30			5	2 078	49	57
Resettlement after one year, school feeding THR	333**		40	25			5	1 521	39	41
School feeding – meal				10	145	20	5	720	19	26
FFW/FFA	400		40	25			5		N/A	

* Fortified maize meal will be provided to pellagra endemic areas.

**333 g/person/day equals one 50-kg-bag ration per family per month.

47. An estimated 399,241 mt of cereals, pulses, oil, corn-soya blend (CSB), sugar and salt will be required for January 2004 to December 2005 for 1,471,022 beneficiaries. Details of beneficiaries by gender and food requirements by category and year are given in Annex IV.
48. In line with WFP's Enhanced Commitments to Women (ECW), continued attention will be given to ensuring that women are represented in all aspects of food assistance, especially on food management and distribution committees, through semi-formal interviews with women during RFNAs. The overall goal will be distribution committees with at least 50 percent women members by the end of the PRRO. Contracts with IPs will reflect ECWs and explicitly set this target as a minimum. WFP will ensure that the majority of its assistance is channelled directly through women, who represent 60 percent of all beneficiaries and 70 percent of those collecting food. Special attention will be given to involving women fully in activity identification for community-based FFW/FFA.
49. Fortified maize meal will be distributed to beneficiaries living in the pellagra-endemic zone. UNICEF will provide the fortification pre-mix.
50. Since diagnostic facilities in Angola are greatly restricted, HIV/AIDS activities will be based on awareness campaigns. Chronically sick people being treated in institutions will receive wet rations. All contracts with IPs for educational programmes will reflect WFP's concern that HIV/AIDS issues be mainstreamed in the curriculum.



Selection of Activities and Activity Approval Mechanisms

51. Activities are initiated at the provincial level based on corporate guidelines, the general guidelines of the PRRO document and guidance issued by the programme unit in Luanda. For partnerships not involving payments by WFP to IPs, base managers sign an agreement at the provincial level and plan and implement programmes that are reviewed and approved monthly by the programme unit in Luanda. For partnerships involving payments, the basic agreement is drafted at the provincial level and submitted to WFP Luanda for final approval.

Institutional Arrangements and Selection of Partners

52. The Ministry of Social Affairs and Reintegration (MINARS) is the government coordinating body for humanitarian assistance. The Minister and the Humanitarian Coordinator chair the national Humanitarian Coordination Group (HCG), which was set up in February 1995 to monitor the humanitarian programme in Angola. Thematic sub-groups at the national level provide technical inputs to support HCG. The structure of the coordination system is replicated at the provincial level.
53. In 2001, a technical unit was created within MINARS to coordinate with WFP on implementing the PRRO. MINARS capacity is still developing, so WFP will continue to be responsible for its logistics operations in Angola. Other ministries working with WFP, usually in partnership with an NGO at the local level, include Health, Planning and Agriculture, and Education
54. WFP will continue to chair the Food Aid Coordination Group, which includes NGOs, United Nations agencies and donors. It will continue to chair the vulnerability assessment sub-groups in Luanda and at the provincial level.
55. WFP works through NGOs as IPs. The Programme is already working with more than 100 national and international NGOs in Angola. NGO selection criteria are based on prior knowledge, past performance and assessment of capacity by base managers.

Capacity-Building

56. WFP works closely with MINARS, provincial administrations and other international and national NGO IPs to support capacity-building through management training for counterparts that includes needs assessment, registration and verification, reporting, and handling and distribution of food aid. Efforts will be made to involve local authorities in each activity. Training in building the capacity of local counterparts and other IPs in food and project management and HIV/AIDS will receive special attention.
57. WFP will budget under this PRRO for capacity-building of IPs and counterpart staff and for providing technical assistance and non-food items to facilitate FFW/FFA interventions. Special attention will be given to training national counterparts and IPs to ensure sustainability. Training in capacity-building will address:
- **registration system:** registration and verification procedures and data-entry;
 - **food distribution:** storage and handling, stock and warehouse management, women's participation in food-distribution committees and decision-making for food management, and reporting;
 - **project implementation:** project-design cycle, output monitoring and reporting procedures, post-distribution monitoring;



- **communal kitchens:** preparation of WFP commodities, nutrition, health and hygiene, rapid mid-upper arm circumference (MUAC) screening of children for possible referral;
- **recovery activities:** community-participation approaches emphasizing the role of women and technical support for project implementation, such as access, food and agricultural production;
- **support to primary education (FFA/ET-c):** baseline surveys in primary schools targeted for school feeding;
- **gender:** the need to enhance women's role in human and physical asset-creation activities; and
- **HIV/AIDS:** training for national counterparts, IPs and logistics service providers.

Logistics Arrangements

⇒ Port Network

58. WFP will receive food aid through the three main seaports in Angola, allocated approximately as follows: Luanda 28 percent, Lobito 65 percent and Namibe 8 percent. The country office will study the feasibility of routing food aid for southeastern Angola through the Namibian port of Walvis Bay. Should this prove feasible, the country office will factor it into its landside transport, storage and handling (LTSH) rate review scheduled for July 2004.

⇒ Port Delays

59. In the past, WFP food aid cargoes were sometimes delayed for long periods in port, mainly because of MINARS budgetary difficulties that prevented payment of customs clearance fees on time. WFP has negotiated ad-hoc post-payment facilities on shipments with the Customs Directorate of Angola. Under the proposed PRRO, the country office will formalize an agreement with the Directorate to allow WFP to clear its food aid by post-payment so that budgetary difficulties do not cause delays.

⇒ Warehousing Facilities

60. WFP operates rented primary warehouses, or transit hubs, in Luanda, Lobito and Lubango. The current capacities are 21,000 mt in Luanda, 21,000 mt in Lobito and 6,000 mt in Lubango. The warehouses will be operated for some time into the proposed PRRO. WFP intends to reduce its warehouse capacity in Luanda by about 50 percent by the end of 2003.

⇒ Outsourcing Arrangements

61. With the gradual shift from large-scale emergency relief activities, where speed of response was paramount to save lives, in 2004 WFP will begin to outsource activities currently done in house to the nascent but growing commercial sector. WFP will progressively contract out forwarding activities from the ports to provincial capitals, including reception of cargo from ports, storage and handling of cargo through forwarders' warehouses and transport of commodities to its provincial warehouses. By 2005, WFP should have no directly managed transit warehouses in Lobito, Namibe or Luanda and will focus on monitoring the activities of the forwarders. By outsourcing WFP will be able to



redirect logistics staff to strengthen its activities in the provinces and municipalities and with IPs and local administrations.

⇒ **Transport Arrangements**

62. There has been a marked increase in surface delivery following the cessation of hostilities and improvements in the security situation: 70 percent of deliveries were by road in 2002, compared with 48 percent in 2001 and 40 percent in 2000. Although access has generally improved, the logistical problems of food delivery beyond provincial capitals have increased. Road conditions beyond principal arteries remain extremely poor; bridges are broken and mine risks persist. WFP is currently undertaking an emergency operation to repair about 25 bridges on primary roads used for humanitarian activities, with Swedish funding in collaboration with the Swedish Rescue Services Agency. This and efforts by the Instituto Nacional De Estradas em Angola (INEA) should result in improved primary road access by 2004.
63. WFP's air operations will continue from two main staging areas in Luanda and Lobito (Catumbela), and on an ad-hoc basis from Lubango. It is expected that the fleet will be reduced to one Boeing 727 and one L-382 Hercules at the beginning of the project. By the beginning of 2005, WFP expects to phase out dedicated aircraft capacity for food deliveries and to meet residual needs through ad-hoc arrangements with local commercial operators.

⇒ **LTSH Rate**

64. With the expected increase in road access, the LTSH rate has been estimated at US\$235/mt, taking into account improvements expected during the life of the PRRO. Given the rapid changes taking place in the commercial and transport sector, the country office will monitor delivery costs very closely and carry out LTSH cost reviews every six months. The LTSH rate and project budget will be modified as necessary based on these reviews.

⇒ **Strengthening Partnerships and Complementary Activities**

65. WFP will emphasize training its partners in commodity management and good warehouse practice; one staff member per province has been identified and instructed as trainer in commodity management for the sub-office. In the first six months of the PRRO, the trainers will deliver the standard WFP corporate training module on commodity management to IP staff who manage and handle food. Refresher workshops on commodity management will be organized every six months at the provincial level to ensure that best practices are maintained and to cater for turnover in partner staff. Local and provincial administration staff and MINARS personnel will be an important target group for commodity-management training, because local administrations are increasingly expected to serve as WFP partners in recovery activities.
66. Truck drivers, who often drive for several nights over long distances to deliver food aid, remain a high-risk group for diseases such as HIV/AIDS and are a significant vector. WFP will design outreach programmes to educate them about HIV/AIDS, to be run from the major WFP-managed warehouses from late 2003 to the end of 2004.



⇒ **Logistics Preparedness**

67. WFP will maintain a minimum stock of 12 re-usable storage tents for rapid deployment anywhere in the country should there be a sudden need for storage facilities in an emergency.
68. WFP will also keep in readiness equipment for air drops, including pallets, webbing and bags sufficient to enable 1,000 mt of food to be dropped anywhere in Angola. During the first three months of the PRRO, the Programme will train two self-contained teams that can respond to any need for emergency food assistance.

⇒ **Local Purchases and Impact on Markets**

69. WFP uses analyses of market prices and other VAM food-security data to monitor the effect of food aid on local food production and markets, and adjusts interventions accordingly. As the targeting system improves WFP will continue to assist families with no purchasing power, thereby reducing the effect on market prices.
70. WFP Angola has pursued a policy of procuring locally produced commodities since 1999. The scope of this policy is limited, however, by low local production levels and a fragmented trading and marketing system. Only small quantities of commodities are available at one time, often in locations with high transport costs. In 2002, despite these restrictions, WFP Angola awarded 19 contracts to ten suppliers for 4,658 mt of locally produced maize, millet, salt and dried fish; regional purchases of maize and salt were also made.

Monitoring and Evaluation

71. Under PRRO 10054.1, standardized reporting and monitoring systems from IP and sub-offices were introduced, with reporting formats and checklists that ensure uniformity and comparability of all data. An ACCESS database system is being installed to improve data collection, analysis and reporting; formats will be adjusted to ensure gender-disaggregated reporting.
72. In PRRO 10054.2, efforts to enhance the monitoring and evaluation (M&E) system will focus on outcomes and impact in moving towards results-based management, a task that will benefit from logical framework methodology at the design stage (see Annex V). The logical framework matrix will be the basis for sub-office and unit workplans, identifying measurable key indicators. Impact monitoring will be enhanced by refined vulnerability-assessment indicators and post-distribution surveys.
73. Given the increasing importance of FFW/FFA, WFP developed reporting formats that provide information on rehabilitation activities and asset creation and their impact in target communities. WFP and IPs will work to increase the quality of reporting, training staff in monitoring and reporting, with emphasis on recovery activities.
74. WFP will continue to coordinate with IPs and other United Nations agencies in measuring outcomes and outputs of humanitarian assistance. Selected indicators, including nutritional and health status indicators, will be monitored against baseline information to gauge the effectiveness of WFP's interventions.

Access and Security Measures

75. WFP participates in the United Nations Common Security System. It has a full-time security officer responsible for coordinating its security structure and ensuring adequate arrangements in all offices.



76. Security arrangements in warehouses are continuously reviewed to meet optimal standards. The WFP sub-offices and car fleet were made compliant with Minimum Operating Security Standards (MOSS) in 2003. WFP continues to make significant investments in maintenance of its communications structure, which includes UHF and HF radio, satellite telephony and HF radio-based e-mail systems. Regular security-awareness training sessions are organized; mine-awareness training was given to field staff in 2003.

Exit Strategy

77. During the transition period, this PRRO will pave the way for substantial phasing down of WFP humanitarian interventions and a gradual shift of responsibilities to national authorities. The UNDAF is expected to be operational by 2005 for a planning period of four years. In the absence of a consolidated appeals process (CAP), a transitional strategy document for 2004 will be presented to donors as a bridging document to maximize funding.
78. WFP will rapidly phase out its relief operations, except for nutritional and social programmes, where decrease will be gradual. As recovery in rural areas occurs, support for the return and resettlement component will decrease and FFW/FFA activities will gradually increase, in line with UNDAF strategic priorities so far identified. By the final semester of 2005, support to education is expected to account for more than 30 percent of the caseload.
79. WFP and the Ministry of Education will formalize transfer of the school feeding initiative to the Government within five years.
80. The exit strategy depends on developments in the political situation. It is expected that emergency needs will decrease and that the Angolan authorities will have increased capacity to respond to requirements.

Contingency Mechanism

81. A contingency plan was made for 2001 to prepare responses to a potential worsening of the situation. Contingency planning training was given to country office staff in 2003. A new contingency plan will be prepared in 2004 to reflect the evolving situation in Angola.

RECOMMENDATION OF THE EXECUTIVE DIRECTOR

82. The PRRO is recommended for approval by the Executive Board within the budget provided in Annexes I and II. Direct operational costs (DOC) amount to US\$202,927,141; the total cost to WFP is US\$251,292,865. Estimated government costs are US\$7.1 million; these include a fuel subsidy and landing/parking fees. The total cost of the project for WFP and the Government is US\$258,392,865. An estimated 399,241 mt of cereals, pulses, oil, CSB, sugar and salt will be required from January 2004 to December 2005.



ANNEX I

PROJECT COST BREAKDOWN			
	Quantity (tons)	Average cost per ton	Value (US\$)
WFP COSTS			
A. Direct operational costs			
Commodity ¹			
– Maize	299 930	142	42 530 074
– Pulses	32 997	293	9 679 010
– Vegetable oil	23 610	815	19 242 150
– Iodized salt	4 803	50	240 150
– CSB	32 838	270	8 866 260
– Sugar	5 063	275	1 392 325
Total commodities	399 241	205	81 949 969
External transport		56	22 386 476
Subtotal for ITSH		235	93 890 596
Total LTSH		235	93 890 596
Other direct operational costs		12	4 700 100
Total direct operational costs		508	202 927 141
B. Direct support costs (see Annex II for details)			
Total direct support costs		80	31 926 004
TOTAL WFP COSTS		629	251 292 865

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.



ANNEX II**DIRECT SUPPORT REQUIREMENTS (US\$)****Staff**

International Professional staff	8 707 100
National General Service staff and national Professional officers	11 944 928
Temporary assistance	1 194 493
Overtime	796 122
Incentives	679 572
International consultants	1 000 000
National consultants	72 000
UNVs	582 000
Staff duty travel	2 340 000
Staff training and development	312 090
Subtotal	27 328 304

Office expenses and other recurrent costs

Rental of facility	749 520
Utilities (general)	28 800
Office supplies	311 400
Communication and IT services	552 600
Insurance	345 600
Equipment repair and maintenance	86 400
Vehicle maintenance and running cost	228 600
Other office expenses	255 600
United Nations organizations services	68 000
Subtotal	2 626 520

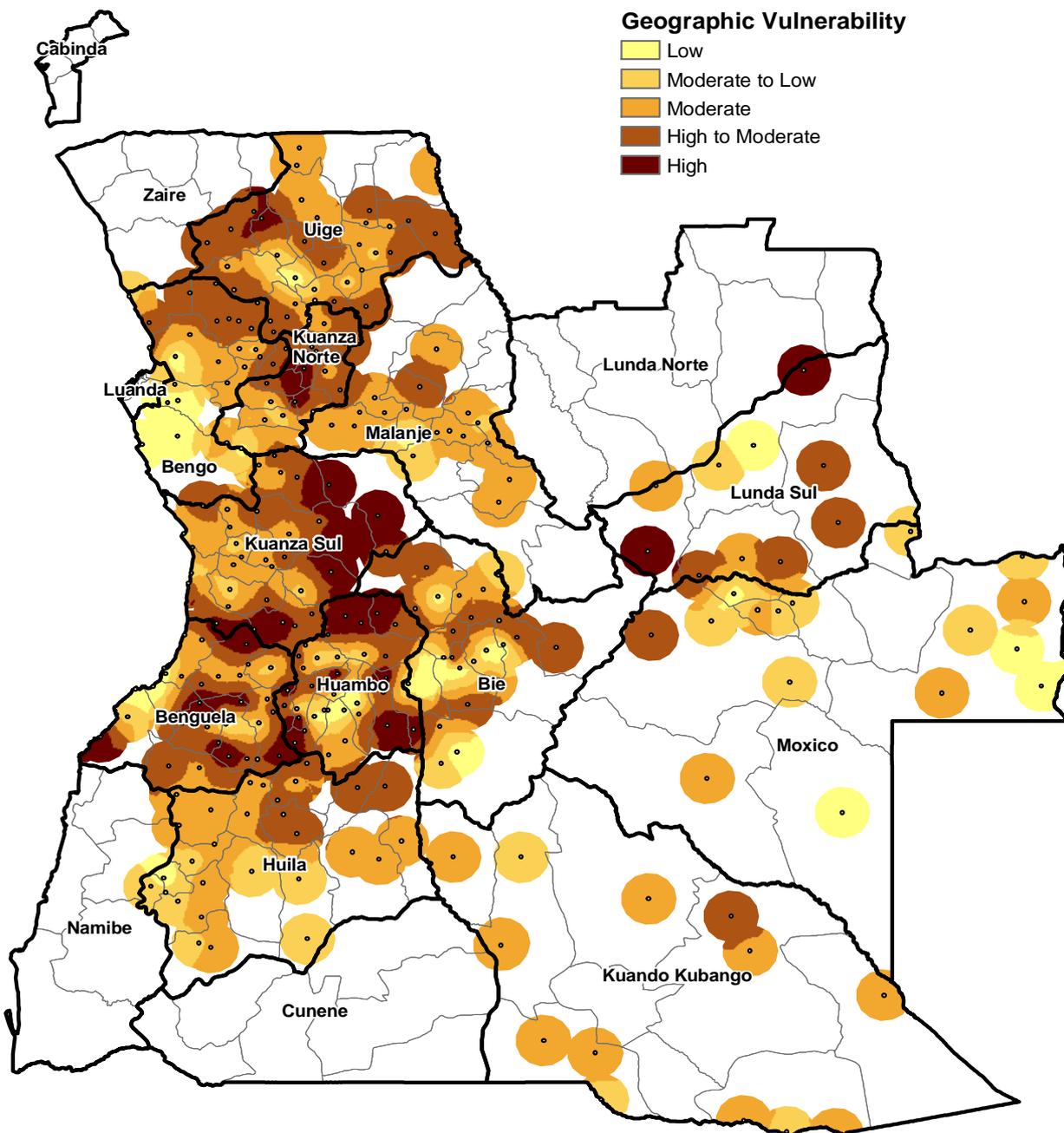
Equipment and other fixed costs

Furniture, tools and equipment	324 180
Vehicles	900 000
TC/IT equipment	747 000
Subtotal	1 971 180

TOTAL DIRECT SUPPORT COSTS	31 926 004
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ANNEX III



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.



ANNUAL BENEFICIARIES AND FOOD NEEDS, 2004–2005

Category	Beneficiary monthly average			Quantity of commodities necessary (mt)						
	Male	Female	Total	Cereals	Pulses	Oil	CSB	Sugar	Salt	Total
2004										
RELIEF										
Natural disaster relief	7 273	13 508	20 781	3 516	373	224	0	0	37	4 150
Medical/social programme	25 112	56 388	81 500	9 007	1 133	852	1 430	373	142	12 937
Nutrition programme	16 568	21 243	37 811	1 717	65	556	1 865	365	6	4 574
RECOVERY										
Resettlement	339 624	509 437	849 061	125 088	13 782	8 430	0	0	1 471	148 771
Education	93 951	138 634	235 585	2 100	239	936	9 525	1 314	423	14 537
FFW/FFA	111 493	153 967	265 460	36 500	3 821	2 385	0	0	470	43 176
TOTAL	597 021	893 177	1 490 198	177 928	19 413	13 383	12 820	2 052	2 549	228 145*
2005										
RELIEF										
Natural disaster relief	3 337	6 198	9 535	1 613	171	102	0	0	16	1 902
Medical/social programme	20 966	51 405	72 371	8 731	1 092	782	1 302	349	101	12 357
Nutrition programme	12 213	15 596	27 809	1 255	51	420	1 400	274	36	3 436
RECOVERY										
Resettlement	118 988	178 481	297 469	32 883	4 526	2 886	0	0	539	40 834
Education	279 362	387 011	666 373	38 615	3 860	3 607	17 316	2 388	1 078	66 864
FFW/FFA	102 132	168 159	270 290	38 905	3 884	2 430	0	0	484	45 703
TOTAL	536 998	806 850	1 343 847	122 002	13 584	10 227	20 018	3 011	2 254	171 096**

* 19,012 mt monthly

** 14,258 mt monthly



ANNUAL BENEFICIARIES AND FOOD NEEDS, 2004–2005

Category	Beneficiary monthly average			Quantity of commodities necessary (mt)						
	Male	Female	Total	Cereals	Pulses	Oil	CSB	Sugar	Salt	Total
2004/2005										
RELIEF										
Natural disaster relief	5 305	9 853	15 158	5 129	544	326	0	0	53	6 052
Medical/social programme	23 039	53 897	76 934	17 738	2 225	1 634	2 732	722	243	25 294
Nutrition programme	14 391	18 419	32 809	2 972	116	976	3 265	639	42	8 010
RECOVERY										
Resettlement	229 306	343 959	573 265	157 971	18 308	11 316	0	0	2 010	189 605
Education	188 156	262 822	450 979	40 715	4 099	4 543	26 841	3 702	1 501	81 401
FFW/FFA	106 813	161 063	267 875	75 405	7 705	4 815	0	0	954	88 879
TOTAL	566 088	850 014	1 417 022	299 930	32 997	23 610	32 838	5 063	4 803	399 241***

***16,635 mt monthly



LOGICAL FRAMEWORK MATRIX FOR DRAFTING THE NEW PRRO 2004–2005

Results hierarchy	Performance indicators	Assumptions and risk factors
Goal/impact (long-term objectives)		
Contribute to the peace consolidation process through prevention of hunger; and	<ul style="list-style-type: none"> ➤ Mortality rate among children under 5 decreased. 	<ul style="list-style-type: none"> ➤ Political stability maintained; and ➤ economic policy reconstructs social sectors.
Creation of conditions for vulnerable sectors of rural population to restore sustainable livelihoods.	<ul style="list-style-type: none"> ➤ Land available cultivated; and ➤ Seed stock available and increased. 	
Purpose/outcomes (mid-term objectives)		
Maintain the lives and nutritional status of targeted vulnerable populations in the context of building a nationwide crisis prevention, preparedness, response and recovery capacity	<ul style="list-style-type: none"> ➤ Nutritional prevalence levels of beneficiaries increased/maintained at provincial and municipality levels (W/H <10% Z-score, W/A) in the areas of intervention; ➤ Mortality and morbidity rate (CMR, <5MR) decreased at provincial and municipal levels in areas of intervention; and 	<ul style="list-style-type: none"> ➤ WFP food basket is consumed by beneficiaries, not sold or exchanged in significant amounts; ➤ WFP food ration adequate to allow population to engage in land cultivation and house building in areas of origin; ➤ security and accessibility situation improved; ➤ timely contribution of funds and availability of commodities secured;
 Build human and physical assets in targeted rural vulnerable populations in return areas that will allow the restoration of food-security capacity.	<ul style="list-style-type: none"> ➤ Adequate household food basket (size and composition). ➤ Access to markets improved; ➤ Market prices of basic food basket decreased; ➤ Agricultural productivity improved; ➤ Improved public infrastructure; ➤ Household water and sanitation infrastructures increased; and ➤ School enrolment and attendance improved. 	<ul style="list-style-type: none"> ➤ regular agricultural season conditions continued; ➤ sufficient fertile land, adequate inputs and other non-food inputs allocated to beneficiaries; ➤ employment and trading opportunities in rural areas; ➤ beneficiaries use allocated resources and newly acquired skills; and ➤ complementary assistance provided by other humanitarian actors in terms of non-food inputs, water/sanitation, health and technical assistance.

LOGICAL FRAMEWORK MATRIX FOR DRAFTING THE NEW PRRO 2004–2005

Results hierarchy

Performance indicators

Assumptions and risk factors

Outputs (expected results)

Average of 15,158 victims of natural disasters receive food aid assistance

Average of 109,743 malnourished people under nutritional, medical and social programmes assisted with food

Average of 573,265 returnees, resettled IDPs and vulnerable residents assisted with food until first harvest

Average of 718,857 returnees, resettled IDPs and food-insecure residents in asset-creation programmes assisted with food.

- Average number of beneficiaries by category, desegregated by gender, age, activity type etc.;
- mt of food distributed by activity type and beneficiary category;
- % monthly distribution of food to beneficiaries versus planned food;
- % monthly beneficiaries assisted versus planned;
- number of women and men who received food ration at distribution point;
- number of women and men on food-management committees; and
- number of women and men in leadership positions on committees responsible for food management.

- Infrastructures and facilities are in place to allow timely access and delivery of food to distribution and feeding centres;
- IPs follow up the targeting criteria agreed with WFP;
- IPs available to work in recovery and asset-building activities in a community based approach including education, training, FFW and resettlement; and
- no pipeline breaks.



ACRONYMS USED IN THE DOCUMENT

CAP	consolidated appeals process
CSB	corn-soya blend
DOC	direct operational cost
ECW	Enhanced Commitments to Women
EMOP	emergency operation
ET-c	education programmes for primary school age children
FAO	Food and Agriculture Organization of the United Nations
FFA	food for assets
FFW	food for work
FFS	food for seeds
HCG	Humanitarian Coordination Group
ICRC	International Committee for the Red Cross
IDP	internally displaced person
INEA	<i>Instituto Nacional De Estradas em Angola</i>
IP	implementing partner
JCF SAM	Joint FAO/WFP Crop and Food Supply Assessment Mission
LTSH	landside transport, storage and handling
M&E	Monitoring and evaluation
MUAC	mid-upper arm circumference
MINARS	Ministry of Social Affairs and Reintegration
MOSS	Minimum Operating Security Standards
MOU	Memorandum of Understanding
NGO	non-governmental organization
PRRO	protracted relief and recovery operation
RFNA	rapid food-needs assessment
SFC	supplementary feeding centre
TB	tuberculosis
TFC	therapeutic feeding centre
VAM	vulnerability analysis and mapping
UNITA	National Union for the Total Independence of Angola
UNICEF	United Nations Children's Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
VAM	vulnerability analysis and mapping
WHO	World Health Organization

