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ABSTRACT

Although the peace process in Angola is moving slowly forward, 1.4 million people remain displaced or are refugees in neighbouring countries. People in both urban and rural areas face major obstacles to normal life, including vast amounts of destroyed infrastructure, the presence of millions of land-mines, and the lack of most normal government services. As one result, Angola faces serious deficits in food production: in 1995/96, for example, production of cereals was estimated to be 442,000 tons below requirements. Over the next two years, WFP plans to provide commodities that would partially fill these gaps, in the course of a) helping resettle displaced people and refugees; b) providing subsistence for people within vulnerable groups; and c) rehabilitating social and productive infrastructure destroyed by the war. The percentage of beneficiaries engaged in resettlement and rehabilitation activities has increased from close to none by late 1994 to 53 percent in January 1997, and is expected to rise further to 63 percent over the course of 1997/98. New targeting techniques are being introduced, in order to ensure that the right people are helped, and that food aid is the appropriate way of helping them. Given political and economic developments during this transitional period, WFP will determine how long its involvement in Angola should continue, and the best types of activities to support in the period prior to phasing out.

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NOTE TO THE EXECUTIVE BOARD

This document is submitted for consideration to 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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FOOD INSECURITY

Background

1. Angola has important economic resources: large reserves of oil, gas and diamonds; climate and soil conditions suitable for a wide variety of agricultural and forestry activities; rich fishing areas; and substantial hydroelectric capacity. Given these advantages, Angola has the potential to be one of the richest countries in sub-Saharan Africa.
2. Nevertheless, this potential remains largely unrealized. Angola is ranked number 165 out of 174 countries for which UNDP has calculated a Human Development Index.¹ In significant measure, this is due to the effects of more than a generation of almost constant warfare. A 14-year struggle for independence (1961-75) was followed by a destructive, 16-year civil war (1975-91). Peace seemed to have arrived when the Bicesse Agreement was signed in May 1991. However, not all parties accepted the results of presidential elections held in September 1992, and Angola's "Third War" broke out.
3. The "Third War" (1992-94) led to some of the bloodiest hostilities of the entire three decades of conflict. For the first time, warfare took place in the streets of Luanda and in provincial capitals, several of which were all but levelled. Bridges were destroyed, roads mined, and minefields laid around towns and in the countryside. Farmers who had continued working their land during 30 years of war had to flee to towns and cities. Countless numbers of people died or lost limbs to mines, more than a million were internally displaced, and more than 300,000 sought refuge in neighbouring countries.² The devastation continued until the signing of a new peace agreement, the Lusaka Protocol, on 20 November 1994.
4. The effects of the "Third War" have been profound and long-lasting. Civilians have yet to regain full confidence in the Government's ability to guarantee their security and deliver basic services in rural areas. This has led to reluctance on the part of many people to return to their homes. Of the 1.3 million internally displaced at the time of the Lusaka Protocol, only 215,000 had been resettled by September 1996, the beginning of that year's agricultural planting season; of 330,000 refugees outside Angola at the time of the Protocol, only 38,000 had returned.³
5. At the same time, the ability of the Government to respond to the situation has been sharply undercut. According to the World Bank, during the period 1992-95, expenditures on health and education dropped from 494 million dollars⁴ to only 181 million dollars. Over the same period, annual expenditures on defence and security increased from 960 million dollars to an estimated 1.7 billion dollars.⁵ As a result, external debt rose to a

¹ UNDP, "Human Development Report 1996"; New York and Oxford: Oxford University Press, 1996, p. 29. Angola is ranked just below Djibouti and just above Burundi.

² International Organization for Migration, Angola Mission(IOM/Angola), "Maps and Summaries of Estimated Post-War Population Movements (Nov. 1994-Sept. 1996)", Luanda, October 1996, pp. 26, 43.

³ Ibid., pp. 28, 43.

⁴ All monetary values are expressed in United States dollars, unless otherwise stated.

⁵ World Bank, "Angola: Towards Economic and Social Reconstruction," Washington, D.C., August 1996, pp. 11, 13.



level of more than 12 billion dollars by 1996; arrears on this debt were more than seven billion dollars.¹ This means that savings resulting from peace will have to be devoted primarily to debt repayments rather than to social purposes.

Implications for food security

6. Angola's population was estimated to be 12.5 million in September 1996.² In spite of its rich agricultural potential, the country's ability to feed its population has been severely curtailed by warfare. According to the 1996 FAO/WFP food and crop supply assessment, cereal production in 1995/96 was 500,000 tons. Although this represented a significant increase over the poor harvest of 1994/95, it was still 442,000 tons below requirements. Given an estimated 200,000 tons of commercial imports in 1996/97, there will have been a need for 242,000 tons of food aid during 1995/96.³ Major shortfalls are expected to continue for at least several more years. Given the scarcity of accurate data, these estimates are somewhat "soft"; nonetheless, they indicate that Angola is characterized by a considerable degree of national food insecurity.
7. Food insecurity is not distributed evenly within the country. A recent report prepared for Save the Children (UK) notes sharp differences in access to food in various parts of Angola, which depend on factors such as household production, other employment possibilities, availability of assets such as livestock, access to markets, local security conditions, etc.⁴ Given time limitations and restrictions on access to local areas, however, the report's author was able to give only a general description of these differences in five major socio-economic zones. Data do not yet allow a more precise delineation of either a) areas of food insecurity in Angola, or b) groups most affected, broken down by gender or other key variables.
8. Under these conditions, WFP and its partners have had to do a great deal of ad hoc identification of areas and groups facing food insecurity. Observations are provided by WFP's 10 provincial sub-offices, and by local offices of NGOs and government agencies. Where indicated, nutritional surveys are carried out to determine the impact of local food shortages. To provide more complete and accurate information, a Vulnerability Analysis and Mapping Unit was established within WFP/Angola in January 1997. As described below under "Targeting," the Unit will provide more accurate identification of areas of food insecurity, groups in need of help, and the appropriateness of food aid as a form of assistance.

GOVERNMENT AND OTHER WFP PARTNERS

9. Within the general policy framework established by the Government, WFP has been collaborating with a number of government departments as well as with NGOs, bilateral donors, the opposition movement (UNITA), and other United Nations agencies.

¹ Economist Intelligence Unit, "Country Reports - Angola" (2nd and 4th quarters 1996), London, 1996.

² IOM/Angola, op. cit., p. 6.

³ FAO/WFP, "Special Report: FAO/WFP Crop and Food Supply Assessment Mission to Angola," Rome, May 1996, p. 1.

⁴ Boudreau, Tanya, "Risk Mapping Report" (parts 1-5); Luanda: Save the Children (UK), 1996.



Representatives of these groups attend regular food aid coordinating meetings, chaired by WFP, to discuss issues of common concern.

Government

10. In September 1995, a Round Table Conference was held in Brussels to consider Angola's development strategy and financial needs for the post-war period. As a basis for discussion, the Government presented to the Conference a "Community Rehabilitation and National Reconciliation Programme", which had been prepared with assistance from UNDP. According to this Programme, the Government's major priorities for the immediate future are:
 - a) "rehabilitation of production capacities" (notably 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
11. WFP's principal partner within the Government is the Ministry of Social Affairs (MINARS). In addition, WFP works with the Ministries of Health, Education, and Agriculture, as well as provincial administrations and the national institutes responsible for roads and mine removal. During the period of separate administrations in the countryside, WFP has also worked with UNITA in areas under its control.
12. With the exception of the pre-school centres (PICs) operated across the country by MINARS, programmes implemented by the Government continue to be very limited. According to the document prepared for the 1995 Round Table Conference, there has been "a virtually complete breakdown of local government in most of the provinces";² and IFAD has stated that "the general agricultural support capability of public institutions operating in the country is extraordinarily low."³
13. The situation will gradually improve once peace is firmly established; but even then, it can be expected to take several years before anything like normal governmental operations resume in the countryside. During this transition period, WFP will explore opportunities to channel more resources through the Government, e.g., by supporting services of the Ministries of Health and Education in addition to those now offered by NGOs. WFP will also support NGOs and other agencies working to strengthen national capacities in these areas.

NGOs

14. Most of WFP's activities in Angola have been implemented by a wide range of national and international NGOs. In a representative recent month, WFP distributed food through more than 100 NGOs.⁴

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

² *Ibid.*, p. 2.

³ IFAD, "Angola - Northern Region Foodcrops Development Project: Appraisal Report, Volume I" (Report 0655-AO), Rome, 19 March 1996, p. 8.

⁴ WFP/Angola, "Angola: Food Distribution Plan," Luanda, January 1997.



15. There is some question as to whether NGOs will continue to play this central role. For one thing, NGOs may find it more difficult to raise funds as the emergency draws to a close. Equally important, they are not necessarily well prepared for the demands of the rehabilitation and development activities that will become more important. NGOs themselves underscore the need for basic management training if they are to move into these new areas. Essential technical skills would have to be developed as well: as IFAD has noted, for example, “[The] experience of most NGOs is [only] in emergency assistance or support for agriculture under the most exceptional conditions and in a limited area.”¹
16. Although some of the needed skills are being developed, NGOs will continue to be limited in the amount of food they can effectively use. This is an inevitable outcome of the fact that rehabilitation and development operations are much more management-intensive than emergency operations. Inevitably, management will continue to be a major constraint; and the amount of food NGOs can handle is likely to drop as they move from emergencies towards development activities.

Other donors and United Nations agencies

17. WFP works closely with a number of other donors and United Nations agencies. In the aftermath of the “Third War”, WFP provided logistical and food aid support for a major programme by Swedrelief and the United Nations Angola Verification Mission (UNAVEM) to clear main roads. Other WFP partners in road rehabilitation activities include Japan, the Netherlands and Switzerland. Demining of roads is supported by WFP along with Germany and the the Netherlands. Italy supplies food through WFP for pre-school centres. WFP provides logistical support to a national seeds and tools distribution campaign funded by the United Kingdom and the European Union. Countries such as Belgium, Norway and Sweden provide non-food items in support of various WFP activities. Canada finances the costs of one of the passenger airplanes in the fleet managed by WFP, and additional support for air services is provided by Germany, the Netherlands, Sweden, the United Kingdom, United States and the European Union.
18. Within the United Nations system, WFP supports UNICEF’s vaccination campaigns by providing food for health workers in the field; UNICEF provides medicines and other materials for health centres and schools rehabilitated by WFP and its local partners. Once refugees begin to return in significant numbers from other countries, WFP will be working closely with UNHCR to resettle them. A joint WFP-IFAD-FAO project in rural areas of Uige Province is now under way, with funding by the Italian Government.

ASSESSMENT OF WFP’S PERFORMANCE TO DATE

19. WFP’s recent work in Angola has fallen into three major categories: assistance to displaced and war-affected persons (15 percent of beneficiaries in the current protracted refugee and displaced person project (PRO), Angola 5602); transitional activities, largely resettlement and rehabilitation (52 percent); and support to vulnerable groups (22 percent). Demobilized soldiers currently constitute 11 percent of beneficiaries. In addition to backstopping all these activities, WFP’s Logistics Unit has provided services to NGOs and other United Nations agencies.

¹ IFAD, op. cit., p. 8.



Displaced and war-affected persons

20. Emergency operation (EMOP) No. 5298 was approved in June 1993. This was principally intended to benefit war-affected people (1,251,000) and the displaced (344,000). Provision was also made to support drought-affected people in five provinces (256,000) and returnees (112,000). The original EMOP provided for the delivery of 93,513 tons of commodities, at a cost to WFP of 57.6 million dollars. Two expansions of the EMOP enabled activities to be continued until 1996, when PRO 5602 was authorized. The latter has since been replaced by the current PRO 5602 (Exp.1), approved by the Executive Board at its First Regular Session in January 1997.
21. At the peak of the emergency, in November 1994, WFP was supporting nearly two million displaced and war-affected people. With the ending of active hostilities between UNITA and the Government, these numbers have steadily dropped. In January 1997, WFP was supporting about 125,000 displaced and war-affected people.¹
22. Where WFP has distributed emergency rations directly to beneficiaries, it has insisted on registering only women to represent their households in receiving food. This should increase the likelihood that women and children will benefit from the assistance. WFP has encouraged NGOs to follow the same procedure.

Transitional activities

23. WFP has supported a number of transitional activities:
- a) **Roads.** Working with the Government of Japan, Swedrelief, the European Union and the World Bank, WFP began in 1995 to help rehabilitate main roads, with emphasis on the Luanda-Malanje and Lobito-Huambo-Kuito roads. Later in 1995, UNAVEM also became involved in road rehabilitation. Along with food for work, WFP has provided significant logistical support to these operations.
 - b) **Resettlement.** In 1995, WFP provided subsistence rations for roughly 120,000 resettlers. During 1996, however, the pace of resettlement greatly slowed and significantly smaller numbers were assisted. WFP has also worked with various partners to establish access to resettlement areas where roads and bridges have been destroyed or mined.
 - c) **Distribution of seeds and tools.** In 1995, 8,000 tons of seeds donated by the European Union and the United Kingdom were distributed to farmers; in 1996, this amount was reduced to 3,750 tons, distributed among 536,000 farm families. Save the Children (UK) served as coordinator of this programme, to which WFP gave significant logistical support. In addition, WFP provided roughly half of all recipients with a one-month ration of "seed protection food," on the assumption that these families might otherwise eat their seeds.
 - d) **Rehabilitation of social infrastructure, agriculture and forestry.** The Government's Community Rehabilitation Programme has identified the rehabilitation of schools, health stations and roads as a first priority for action.² Over the period 1994-96, WFP entered into more than 150 agreements with NGOs and government departments to rehabilitate schools, pre-school facilities and training centres, and more than 80 to rehabilitate health posts, clinics and hospitals. Another 60 agreements stipulated

¹ WFP/Angola, op. cit.

² Republic of Angola, op. cit., pp. 4, 15, 16.



support for demining, and repair of roads and bridges. WFP also supported more than 100 local activities to rehabilitate agriculture and forestry. Most of these activities have been small, with WFP providing an average of less than 20 tons of food per contract.¹

- e) **Quartering and reintegration.** On 1 August 1995, WFP's Executive Director approved an EMOP (Angola 5698) through which food was provided to as many as 75,000 former UNITA soldiers, as well as 180,000 of their family members, primarily in 15 temporary Quartering Areas (QAs). Soldiers and their families are also given food rations as they return home. Given the repeated delays in the demobilization process, the Executive Director approved an expansion of the EMOP until the end of April 1997; it is anticipated that additional resources will be required to carry the process to its conclusion later in the year.

Vulnerable groups

24. Even among Angola's settled population, the economic effects of war have been extremely serious. According to the World Bank, per capita real consumption decreased by more than 50 percent from 1985 to 1995.² The burden of this decrease has fallen disproportionately on children, mothers, orphans, the elderly and other vulnerable groups. A significant part of WFP's current assistance is targeted to such groups.

- a) **Nutritional rehabilitation.** The mortality rate for children under five is estimated to be 320 per thousand, double the sub-Saharan average of 159 per thousand.³ WFP works with a number of NGOs (including Médecins sans Frontières, Concern, World Vision and Catholic Relief Service) to provide food to malnourished children through intensive-feeding centres. At the moment, about 18,000 children (and often their mothers) receive food at such centres.
- b) **Pre-school centres (PICs) and school feeding.** WFP is also providing food for meals for 70,000 children at PICs, mostly in urban areas. A significant part of the justification for such centres is nutritional. In addition, PICs serve the child-care needs of urban women. WFP is also working with Adventist Development (ADRA/Angola) to supply rolls to 25,000 schoolchildren in the highly food-insecure city of Malanje. Of the 220 workers on this project, 140 are women, including all 52 of the bakers who turn WFP flour into rolls.
- c) **Other groups.** A number of other groups are in need of special feeding programmes. These include street children, orphans, the elderly and people with diseases requiring long-term treatment, such as sleeping sickness, leprosy and tuberculosis. Through NGOs and MINARS, WFP is currently providing food for 175,000 people who fall into these categories.

Logistical support

25. To support the above activities, WFP has moved large amounts of food and non-food items to all parts of the country under conditions that have often been difficult in the

¹ WFP/Angola, "WFP/Angola's Experience in Post-Emergency Activities from August 1994 to August 1996, by Sector," Luanda, August 1996.

² World Bank, op. cit., p. 9.

³ Republic of Angola, op. cit., p. 4.



extreme. This is done by logistics staff currently based in Luanda, at the port of Lobito, and within WFP's 10 provincial sub-offices.

26. During the month of September 1994, at the peak of its operations, WFP transported 25,030 tons of goods. Of this, 48 percent was transported by land and 43 percent by air (the remainder was transported by rail and by coastal vessel). While the volume has decreased since 1994, WFP still continues to move significant quantities of food and non-food items: 11,199 tons were transported each month during the last half of 1996. Reflecting improved road and security conditions, including freer circulation of people and goods, 81 percent of this was transported by land and 19 percent by air.
27. On behalf of the United Nations, WFP has provided a passenger air service to enable United Nations and NGO officials to reach parts of the country that are inaccessible (or accessible only with great difficulty) by road. As many as 3,500 passengers a month are transported by air to more than 30 destinations. In addition, various donors contribute to a fund that allows WFP to transport non-food items by land and air for United Nations agencies and NGOs.

Lessons from recent experience

28. Food aid monitors in WFP's provincial sub-offices routinely visit WFP-supported activities and report on progress. More detailed assessments are carried out by WFP's main implementing partners. For example, feeding of war-affected populations and vulnerable groups is continuously reassessed on the basis of nutritional surveys by NGOs such as Médecins sans Frontières, Concern, CARE and World Vision. The national campaigns to distribute seeds and tools during 1995 and 1996 were evaluated by Save the Children (UK).
29. More recently, WFP has begun an evaluation of the food-for-work activities it has supported since 1994 in such areas as agriculture, education, health, road repair, sanitation, water resources and demining. A preliminary inventory identified more than 600 contracts between WFP and NGOs or provincial government departments to undertake such activities. WFP's contribution to these activities averaged slightly under 20 tons of food per contract. A sample of activities will now be reviewed to determine whether: a) work was completed as planned; and b) facilities have continued to be used and maintained.
30. Although more information will be available once the review is completed, a tentative assessment suggests that activities fall into three main categories:¹
- a) Activities most appropriate for WFP support:
 - i) feeding of displaced persons having no other source of food;
 - ii) feeding of returnees through the period of their first harvest;
 - iii) feeding of children at PICs in targeted urban *bairros* (providing a nutritional cushion to poor families and giving care to children whose mothers regularly work outside the home);
 - iv) feeding of malnourished children;

¹ The criteria for allocating activities among these categories are as set forth in WFP's "Criteria for Project Approval" (Document CFA: 38/P/10, 24 October 1994). Additional information on application of these criteria to specific activities in Angola is available from WFP/Luanda.



- v) rehabilitation of existing schools, health posts, PICs, etc., where a party can be identified that will take over operation and maintenance of the facilities;
 - vi) rehabilitation of bridges (including demining), to a standard likely to last for, say, 10 years, with minimal or no maintenance; and
 - vii) rehabilitation of village irrigation systems, roads and other infrastructure, where a party can be identified that will take over maintenance of the assets once they are rehabilitated.
- b) Activities requiring further study:
- i) school feeding (there is a need to determine if such programmes in Angola would be consistent with WFP guidelines);¹ and
 - ii) use of food to cover recurrent costs, such as compensation for health workers, road maintenance, etc. (there is a need to determine under what conditions such payments would be appropriate)².
- c) Activities questionable for WFP support:
- i) rural PICs (rural patterns of vulnerability and of women's work make these PICs less advantageous than urban ones);
 - ii) new infrastructure (the priority should be on rehabilitating existing infrastructure);
 - iii) support for inherently unjustifiable forms of agriculture, such as agricultural collectives;
 - iv) support for most activities requiring "communal" upkeep (these assume a capacity for communal management that communities generally do not have);
 - v) food-for-work projects in which people are paid for doing their normal work, e.g., farmers preparing land and planting their crops; and
 - vi) "seed protection food" (people who are so poor that they would eat any seed given to them for planting would need to benefit from a more comprehensive programme than the distribution of only one month's ration).

FUTURE ORIENTATION OF WFP ASSISTANCE

Prospects for Angola's future

31. In recent months, slow progress has been made in implementing the Lusaka Protocol. Some UNITA soldiers have been integrated into the Federal Army, and others are being demobilized. The successive major step has been to work for a Government of Reconciliation and National Unity, along with a single system for administering territory throughout the country. Most UNITA checkpoints have already been removed from main roads, and freer access to many areas is possible. Nonetheless, the pace - and even the direction - of future developments is not yet certain. Until the peace process becomes

¹ See "Operational Guidelines for WFP Assistance to Education" (Document SCP 15/INF/3, 23 October 1995).

² Such payments would need to be in line with, for example, the guidelines on "Payments to Government Staff" issued by the Joint Consultative Group on Policy in April 1996.



clearly irreversible, it would be prudent for organizations such as WFP to maintain their capacity for response to emergencies, including those generated by civil conflict or disorder.

32. Even on the likely assumption that the peace process continues, much remains to be done before the country is restored to normal economic and social functioning. Macroeconomic reforms will be necessary for operations of the Government and the private sector to be established on a firm footing. People will have to acquire confidence in the ability of a national administration to protect and serve them. This will require restoration of basic services in such areas as education, health, agriculture and public security. Before this can happen, the Government will need to find ways to pay its employees. Elections will need to be held, and these will have to produce an outcome acceptable to all parties. Large numbers of displaced persons will have to return home to rebuild their lives.
33. Realistically speaking, it is likely that progress will be fitful and slow. Demining and repair of the country's thousands of impassable bridges will take place over several years, and opening of farm-to-market roads will take even longer. Financial, political and administrative problems will prevent the Government from rapidly restoring rural services in all areas of the country, and NGOs will prove unable to fully take up the slack. The ensuing doubts about the restoration of local services and security from mines and "bandits" will mean that displaced persons may return home only over a period of several years.
34. At the macroeconomic level, the Government may begin to carry out the reforms being discussed with the International Monetary Fund and the World Bank in terms of management of foreign exchange, prices, debt, imports and credit, as well as reallocation of resources from military to social purposes. However, even assuming collaboration on the part of donors (through the supply of additional resources and rescheduling of debt), it could take two to three years for the Government to begin functioning at a basic level in rural areas.
35. Under these circumstances, WFP would still be involved with the resettlement of displaced persons and rehabilitation of community infrastructure until at least 1999, and probably longer. There would be little possibility of supporting anything like an ordinary development project in Angola during this period.

WFP's medium-term strategy in Angola

36. For the next two years WFP will continue to support the same kinds of activities in Angola that it is supporting now: maintenance of displaced and war-affected persons, transitional activities (resettlement, rehabilitation of social infrastructure and agriculture), and support for vulnerable groups. However, the relative importance of various activities - most notably the number of displaced persons or resettlers in need of support - will depend on political events beyond WFP's control. WFP's strategy, and the terms of the PROs through which this is likely to be implemented, will, therefore, have to allow for considerable flexibility.

Defining the strategy's objectives

37. The strategy was developed over the second half of 1996 and early 1997. In addition to WFP's normal contacts with its partners, a staff member was assigned full-time to discuss future programmes with NGOs, donors, other United Nations agencies, and the



Government, as well as to observe WFP-assisted activities in the field. Once a draft strategy was prepared, it was reviewed in detail with major partners. Besides reflecting government priorities, the resulting strategy is in harmony with the objectives of NGOs, and of United Nations agencies such as UNICEF, which will have the major responsibility for implementing WFP-assisted activities for at least the next two years.

38. The strategy is intended to help Angola move towards the re-creation of a productive economy, particularly in rural areas. Accomplishing this requires addressing three major, short-term objectives:
- a) resettling displaced people and refugees;
 - b) providing subsistence for people within vulnerable groups who are temporarily unable to feed themselves; and
 - c) rehabilitating social and productive infrastructure, particularly in rural areas.
39. These three objectives are interconnected. To the extent that social and productive infrastructure is rehabilitated, displaced people will be more willing to return to their homes. As people return home and become productive once again, the need for WFP to provide subsistence rations will decrease significantly. Details of the activities that WFP will support to pursue these objectives are provided in the section “Major activities to be supported”.

Targeting

40. In line with the objectives defined above, WFP will target three main groups of people over the next two years:¹
- a) refugees and displaced persons returning to their homes, who will be provided with subsistence until their first harvest;
 - b) vulnerable groups, as identified primarily by the NGOs who are implementing vulnerable group feeding programmes; and
 - c) participants in food-for-work activities, supervised primarily by NGOs, in order to rehabilitate social and productive infrastructure.
41. To provide more precise targeting of beneficiaries, WFP has created a specialized unit to carry out Vulnerability Analysis and Mapping (VAM). This unit will work with WFP’s partners towards a better understanding of the nature of vulnerability in Angola. Findings will be used to develop more accurate targeting criteria.

Appropriateness of food aid

42. As the agricultural sector begins to recover, it will be important that food aid not be overused in areas where it could serve as a disincentive to production. Where agricultural output is strong, WFP will need to consider alternatives to providing conventional food rations, including the possibility of making some payments in cash. This would allow WFP to both assist hungry people and stimulate the local economy.

¹ These categories are consistent with WFP’s overall mandate to save lives, address debilitating hunger among vulnerable groups and support actions to address the causes of hunger. See WFP’s “Tackling Hunger in a World Full of Food: Tasks Ahead for Food Aid”, 1996, pp. 8-9.



43. Use of cash in place of food is not without difficulties. For example, monetization of food within Angola does not seem to be an immediately promising option. Problems faced during recent attempts at monetization (e.g., by the European Union) have led other donors interested in generating funds to sell their commodities in third countries. Problems also arise in finding effective uses for local currency, which in significant parts of Angola is not in widespread circulation or is less acceptable as a form of compensation than hard currencies or food.
44. An early opportunity to study these issues further will arise within the new WFP project for demining, and rehabilitation of roads and bridges. In principle, funds provided by donors for this project could be used as compensation for workers in addition to, or in place of, food rations. Assisted by the VAM unit, WFP will use this project as a pilot vehicle for considering the related issues of a) the appropriateness of food aid; and b) the use of cash or other forms of payment where food is not an ideal resource.

The special role of women

45. Women perform important and specific roles in sub-Saharan countries such as Angola that are recovering from war. As the World Bank has pointed out, women's work within the household alone "generates benefits for society in the form of lower child mortality, higher educational attainment, improved nutrition, and reduced population growth."¹ For an organization such as WFP, which is essentially concerned with food security, progress in these areas is of critical importance. WFP, therefore, has a special commitment to supporting women.
46. After more than three decades of social disruption in Angola, there are few accurate statistics, and gender-disaggregated data are particularly scarce. Available data give an inconclusive picture of the status of women. According to the 1996 Human Development Report, for example, Angolan women live longer than men (48 years as opposed to 45), and girls are only 4.8 percentage points less likely than boys to be enrolled in school (compared with a gender gap nearly twice as great in sub-Saharan Africa as a whole). However, women are only half as likely as men to be literate, and maternal mortality rates are 61 percent higher than the sub-Saharan average.²
47. To the extent that useful investments in women can be identified, these are not all open to WFP. In practice, WFP will largely be limited to action through the kinds of activities described in the section "Major activities to be supported". Within these activities, WFP will take specific account of the role of women, especially in terms of their contribution to household food security. In some cases (vulnerable group feeding, direct distribution to displaced persons or resettlers), women already are the principal recipients of food or are automatically targeted in proportion to their numbers. In other cases, a more active posture may be necessary to ensure that women's needs (and those of food security) are adequately served.
48. A preliminary review of WFP's forthcoming activities, for example, suggests the possibility for constructive action in the following areas:

¹ World Bank, "Toward Gender Equality: The Role of Public Policy," Washington, D.C.: World Bank, 1995, p. 21.

² UNDP, *op. cit.*, pp. 140, 155.



- a) In food distribution programmes, WFP will pursue its policy of requesting collaborating NGOs to distribute food directly to women and to increasingly involve women in the management of food distribution.
 - b) In working with village representatives in resettlement programmes, provision will be made to reflect women's views on rehabilitation activities. This is especially important with respect to areas for which women bear primary responsibility (e.g., family health, allocation of land for vegetable crops).
 - c) In future seeds and tools campaigns, WFP and its partners will make specific provision to meet the special requirements of women (e.g., seeds and tools for traditional family vegetable gardens).
 - d) Future discussions on the selection of roads for rehabilitation will include women traders, taking into account their economic perspectives on issues of road access.
 - e) Women's appropriate access to irrigated land will be taken into account in the rehabilitation of irrigation infrastructure.
 - f) Where appropriate and possible under local conditions, opportunities for employment on food-for-work projects may be targeted to women heading their own households.
49. Specific means for achieving these objectives remain to be worked out between WFP and its cooperating partners. This will be done within an overall review of collaborative activities during 1997, which will include discussion of the priorities set forth in the section above on "Lessons from recent experience".
50. This review will also help determine the feasibility of proposals such as those included in WFP/Angola's 1996 "Workplan for the Implementation of the WFP Commitment to Women", as well as in the report of a WFP gender consultant who visited Angola in November-December 1996. These proposals cover action in areas such as training, WFP coordination with its implementing partners, involvement of women in project design and implementation, and policies for recruiting new staff.

Monitoring and reporting

51. Each activity for which WFP provides food is governed by a contract signed by WFP and its implementing partner. Allocations of food to specific locations and activities are determined by a Monthly Distribution Plan (MDP). The MDP is based on requests from regional sub-offices, as reviewed by the Programme and Logistics Units in Luanda. It specifies the area in which each activity will take place, the collaborating partner, the nature of the activity, the number of intended beneficiaries and the amounts of each commodity to be supplied.
52. WFP maintains a Commodity Tracking System (CTS) to record movements of commodities from the time these arrive in port until they are transferred to the collaborating partner responsible for their final distribution. Based on the CTS, a monthly Food Statistics Report summarizes opening stocks, food arrivals, losses, amounts transferred to collaborating partners and closing stocks. In addition, shipment details are provided monthly to the Finance Section as the basis for distributing internal transport, storage and handling (ITSH) charges against Shipping Instructions. Special reports are also issued as requested (e.g., to summarize the use of a given donor's food).
53. In return for receiving WFP food, collaborating partners are required to provide regular reporting on food received and distributed, losses, numbers of beneficiaries (male and



female) and activities carried out during the reporting period. At the moment, no system exists for routinely consolidating this information in a standard format at the national level. With technical support from WFP's monitoring specialist in Rome, such a system will be developed in the course of 1997.

54. The new activity reporting system will allow ready comparisons between the MDP, the CTS and activities actually carried out. Socio-economic data, including data on beneficiary participation in the identification and management of specific activities, will be collected to the extent that it is feasible and useful. Where this would advance WFP policies and objectives, such data would also be disaggregated by gender.

MAJOR ACTIVITIES TO BE SUPPORTED

55. WFP will continue to support the same categories of activities for the next two years, with modifications as noted in paragraphs 57 to 67. It is expected that the emphasis will continue to shift away from assistance to the displaced, war-affected, and vulnerable (nearly all of WFP assistance until late 1994, to 47 percent of beneficiaries by January 1997 and only 37 percent in 1997-98), and towards resettlement and rehabilitation (nearly no aid until late 1994, to 53 percent of beneficiaries in January 1997 and 63 percent in 1997-98).
56. The total level of support will depend on a number of factors, including: a) the speed with which displaced persons and refugees return home; b) the extent of agricultural recovery over this period; and c) the findings of food assessment missions and the VAM exercise with respect to the prevalence of food insecurity in Angola. A rough estimate of the planned level of WFP assistance to Angola over the next two years amounts to a total value of about 135 million dollars and 190,000 tons of commodities.

Displaced and war-affected persons

57. The numbers of displaced and war-affected persons requiring subsistence rations should fall steadily. Over the period 1997-98, it is estimated that rations will be provided by WFP to an average of 95,000 such people, requiring a food input of 12,654 tons.¹ The repatriation of displaced persons being supported by WFP will not immediately reduce the requirement for WFP food, since such people continue to receive a subsistence ration until their first harvest after resettlement.

Transitional activities

Resettlement

58. Subsistence food for resettlers should sharply increase as people begin to return home. Provision will be made by WFP to support approximately 145,000 such people in each of the next two years; during 1997-98, this will require the provision of 19,314 tons of food. In Bengo province, a donation from Germany will be used to support community rehabilitation work in resettlement areas.

¹ Food requirements for 1997/98 are drawn from "Project Angola 5602 (Exp. 1): Food Assistance to Displaced and War-Affected Persons" (Document WFP/EB.1/97/7/Add.1), as approved by WFP's Executive Board in January 1997.



59. In addition to the road activities already under way in collaboration with a variety of donors, WFP has prepared its own project to demine and rehabilitate roads to resettlement areas, as well as between farming areas and markets. Financing for these activities is being provided by Germany, the Netherlands and Switzerland; labour will be paid in cash and/or food.

Distribution of seeds and tools

60. WFP will continue to provide logistical support for campaigns to provide seeds and tools, primarily to resettlers. In cases where resettlers have no other access to food, subsistence rations may be provided until they harvest their first crop.

Rehabilitation

61. The kinds and amounts of rehabilitation work to be supported will be dependent upon three main factors:
- a) Based on its assessment of work performed to date, WFP will concentrate its efforts on those activities that have the greatest and most durable impact, as itemized in the section above on "Lessons from Recent Experience".
 - b) Cooperating NGOs are attempting to increase rehabilitation activities. However, given constraints on implementation capacities, the volume of work NGOs can supervise in the future is likely to be only marginally above current levels.
 - c) To the extent that a government of national unity begins to function in the provinces, local administrations in previously isolated areas may request food as payment for work on rehabilitation projects. To respond to such requests would require WFP to increase its staff, especially in provincial bases. Even so, the capacity of local administrations to formulate and supervise food-for-work activities will remain limited for some time.
62. Assuming appropriate staff increases within WFP/Angola, the net effect of these changes would be to allow the WFP to gradually increase its rehabilitation efforts. In 1997/98, it is estimated that an average of 40,000 people might usefully be put to work in this way. Since each worker receives a family ration, this implies distribution of commodities sufficient to feed 200,000 people (33,840 tons of food).

Vulnerable groups

63. Many of the people now requiring supplementary or therapeutic feeding will no longer need such support when the economy improves. At the same time, however, food will have to be made available to new people in previously inaccessible areas. It is estimated that during 1997/98 WFP will provide 20,235 tons of food to 147,000 people (including children in PICs) in need of supplementary and therapeutic feeding.

Logistical support

64. WFP's Logistics Unit will continue to transport food and non-food items by road and by air, provide light aircraft passenger services, and participate in rehabilitation of roads and bridges. At least in the short term, other United Nations agencies and NGOs will be major users of these services. As security and freedom of movement are extended throughout the country, it is expected that NGOs will assume increased responsibility for meeting their own logistic requirements. The need for air passenger services will also decline as roads



open up, security is restored, and air services through the national carrier become more extensive and reliable.

65. Since 1993, the rate WFP charges donors for ITSH has declined from a high of 300 dollars to 195 dollars a ton. A headquarters technical review in January 1997 found that, although current costs of providing these services averaged closer to 210 dollars a ton, the established rate of 195 dollars is reasonable as an average over the entire year. Further cost reductions have proved difficult so far, due to the great distances over which goods must often be moved, as well as the extremely poor condition of many Angolan roads. Although road and rail transport is used wherever feasible, a number of delivery points are currently served by air, in some cases because it is more economical, in others because of inaccessibility by road.
66. WFP will continue to use the most cost-effective means of transport for every shipment within Angola. In addition, cost reductions are being sought through: a) negotiations with the Government to reduce port charges; b) consolidation of warehouses and extended delivery points (EDPs), allowing reductions in storage rental costs and staff numbers; and c) initiation of cross-border operations to reach remote areas of Angola through Namibia and Zambia.
67. At the same time, however, WFP faces various upward pressures on costs. The continuation of the peace process, for example, will require WFP to extend its operations to areas that were formerly closed. In some of these areas, air transport may be required until roads and bridges are demined and rehabilitated. Even where land access is possible, reaching scattered and remote areas is likely to be expensive. As trade increases throughout the country, pressure on trucking capacity will grow sharply, and transport rates may be forced up. Although every opportunity for reducing costs will be pursued, it is not yet clear what the net impact of these competing forces will be on future ITSH rates.

LONGER-TERM PROSPECTS

68. Following the period covered by this CSO, WFP could seek to promote more conventional development activities in Angola, in areas such as health, education, agriculture and rural infrastructure. Over the next two years, WFP will define more clearly the developmental opportunities in these sectors. A key issue will be the extent to which government agencies or other partners have gained the technical and administrative capacity to plan and implement activities on a significant scale. WFP's assessment of the situation will rely in part on experience with rehabilitation and other development-related activities during the current transitional period.
69. Assuming that the country's rich agricultural potential begins to be fulfilled, WFP will also need to assess the appropriateness of food as a form of aid in Angola. The work of WFP's VAM Unit will help with this assessment. As noted above, WFP's current project for demining and rehabilitation of roads and bridges will be used as an initial framework for considering alternatives where food aid is not the best developmental resource.
70. Given Angola's potential wealth, WFP would expect ultimately to withdraw from the country. The timetable for such a phase-out should become clearer over the next two years. To the extent that the functions now performed by WFP continued to be required, these would be taken over by the Government and local NGOs. In anticipation of its withdrawal, WFP would need to work with other donors to strengthen those government institutions responsible for food aid and food security matters.



71. At the moment, considerable uncertainty remains as to the pace and nature of political and economic change in Angola. As a result, the exact timing and direction of WFP's long-term initiatives in the country will become clear only gradually. WFP's ultimate objective, however, is to use its resources to support the development of the economy in line with Angola's potential, to the point where external food aid resources are no longer needed.



