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## PROJECTS FOR EXECUTIVE BOARD APPROVAL

### Agenda item 7

***For approval***

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## PROTRACTED RELIEF AND RECOVERY OPERATION— ANGOLA 6159.00

### Assistance to War-affected People

Number of beneficiaries	1,127,400
Duration of project	One year (1 January–31 December 2000)

Cost (United States dollars)	
Total cost to WFP	158,366,484
Total food cost	42,473,415

### ABSTRACT

The proposed protracted relief and recovery operation (PRRO) for Angola requires the Executive Board to approve US\$158,366,484 for the period 1 January–31 December 2000 in order to meet the basic food needs of approximately 1,127,400 war-affected people. The results of the joint WFP/FAO Crop and Food Supply Assessment Mission (April 1999)—which estimated that some 1,130,000 people would need emergency food aid until April 2000, 28,000 of whom would need supplementary and therapeutic feeding—represent the basis for calculating the targeted food requirements. In March/April 2000, a thorough reassessment of needs will be carried out to evaluate if the level of assistance is still adequate.

Resumption of war in December 1998 resulted in renewed displacements of some one million people as of May 1999; this number is likely to increase in the coming months. Women and children constituted the majority of those who fled, leaving behind assets and food stocks. Insecurity has been experienced in all provinces, but the central and northern provinces have been most severely affected. At the time of writing (June 1999), the provincial capitals Huambo, Kuito and Malange were virtually besieged. The new influx of people and their concentration in or around residential areas also increases the risk of health hazards and epidemics. The conflict has seriously disrupted food security and hence negatively affected the nutritional situation. According to UNICEF and medical NGOs, the nutritional status of the people, particularly women and children, is worsening not only for internally displaced persons (IDPs) but also for the resident population, who compete with the IDPs for the same resources.

The level of insecurity continues to be high, preventing access to a very large part of the country, and precluding a projection of needs. Relief assistance to war-affected people (including temporary settlement and some food-for-work activities when possible, as well as institutional and therapeutic/supplementary feeding), is the principal modality to be pursued. In line with the Government's strategy of temporary settlement of displaced people on productive agricultural land, IDPs will be assisted through this activity, where possible, to meet their basic food needs. In view of the volatile situation, it is essential to retain flexibility within the approved commitment to respond to circumstances as they evolve. WFP will regularly assess programme strategy and food requirements, adjusting them as necessary.

## 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 point(s) indicated below, preferably well in advance of the Board's meeting.

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Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Documentation and Meetings Clerk (tel.: 066513-2641).



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## ACRONYMS USED IN THE DOCUMENT

CSB	Corn-soya blend
EDP	Extended delivery point
FSO	Field Security Officer
GDP	Gross Domestic Product
HF	High frequency
IDPs	Internally displaced persons
LTSH	Landside transport, storage and handling
M&E	Monitoring and Evaluation
MINARS	Ministry of Social Affairs and Reintegration
MONUA	United Nations Military Observer Mission
UCAH	Unit for the Coordination of Humanitarian Assistance (to Angola)
UHF	Ultra-high frequency
UNITA	National Union for the Total Independence of Angola
VAM	Vulnerability Analysis and Mapping



## CONTEXT AND RATIONALE FOR PROVIDING ASSISTANCE

### Context of the Crisis

1. The people of Angola have hardly known peace since 1961, when nationalists began an uprising and a war of liberation from colonial rule. Since independence in 1975, there have been three attempts at peace between the Government and the National Union for the Total Independence of Angola (UNITA). The Lusaka Protocol signed in November 1994 was the first peace accord to guarantee a share of power to UNITA and the first to be backed by armed United Nations peacekeepers. The Protocol set deadlines for military and political integration. However, progress in its implementation was slower than expected, and eventually came to a standstill. During 1998 many of the roads that had been reopened in 1995/96 became insecure again. As a result, United Nations convoys came under attack several times, with tragic losses of life. Lawlessness and violence led, between January and November 1998, to renewed displacements of people, with large movements recorded in July, and from November onwards. By December 1998, full-scale war had resumed, mainly in the central and northern provinces. Following the decision of the United Nations Security Council in February 1999 to terminate the mandate of the United Nations Military Observer Mission (MONUA), the latter left the country in March 1999.
2. The United Nations humanitarian agencies estimate that approximately 280,000 persons are refugees in neighbouring countries. More than one million people were reported to be internally displaced as of May 1999, and about 70,000 are physically disabled due to war and mine injuries. Huambo, Kuito and Malange have been the provincial capitals most directly affected by the current conflict, receiving the greatest number of displaced people from their surrounding hinterlands. Large displacements have also occurred to and within government-held secure zones along the coast and the south-western areas of the southern provinces. The level of insecurity in the provinces of Benguela, Huila and Kwanza Norte has increased considerably since the end of last year. In December 1998 and January 1999, two planes chartered by the United Nations were shot down; the crew and passengers, including one WFP flight monitor, were killed.
3. Given the extent of destruction and devastation, most of which were occurring during the "Third War" of 1992–94, the ensuing four years of relative peace were not sufficient to rehabilitate infrastructure, agriculture and other sectors of the economy, and thus restore people's livelihoods. Consequently, the present war is increasing the people's already pronounced vulnerability. It is also compounding the damage previously caused to the country's overall economic and social system.

### Situation Analysis

4. Angola has large reserves of oil, diamonds and other minerals, and important agricultural and other natural resources. Revenues from diamonds and minerals have fallen because of security conditions (a considerable part of the industry is outside the Government's controlled areas). Oil revenues, a major source of foreign exchange, have recently gone up again as world oil prices have recovered. Moreover, the growth rate of real Gross Domestic Product (GDP) is expected to improve slightly to 2 percent in 1999 and to 3 percent in 2000, despite the ongoing conflict. However, the per capita GDP of US\$532 in 1998 disguises the extent of extreme poverty and malnutrition suffered by the majority of the population. Angola is classified as a least developed country and a low-income, food-



deficit country; it ranked 156<sup>th</sup> out of 174 countries in UNDP's Human Development Report for 1998.

5. The prolonged crisis has led Angola to become a major importer of food. Agriculture and the rural economy have suffered tremendously as a result of frequent population movements, the inaccessibility of rural areas and towns due to insecurity, the destruction of mines and bridges, and a cessation of commercial activity in large areas which has affected both the supply of agricultural inputs and the marketing of products. There has also been a marked deterioration in the availability of health and education facilities as well as of clean water.
6. Furthermore, the urban population has risen from 15 percent in 1970 to nearly 50 percent in 1995, resulting in the creation of huge squatter settlements of displaced people from rural areas, a large increase in the number of street children, and rising violence and insecurity. Absolute and relative poverty is a reality in both urban and rural areas, particularly for women. Some 70 percent of urban households are situated below the poverty line.
7. The general state of disruption has placed immense additional burdens on women. The number of female-headed households has increased significantly, and the traditional gender division has become less demarcated. These households tend to be poorer as they cultivate less land per household than others due to the lack of labour force and tools. Furthermore, women producers must walk long distances, headloading small quantities of their farm products to far-away markets. In most rural areas, women have no access to health services. Women frequently travel on foot for days with their sick children to seek medical care in provincial towns. Some 70 percent of the informal-sector workforce are women. The older girls in the household are often unable to attend school because they look after younger siblings and perform household tasks. With a view to alleviating these problems, WFP approved a quick action development project (No. 6020.00) in 1998, which has as its main objective assistance to pre-school children, but which also allows women to carry out their income-earning activities more easily. Under previous protracted relief operations (PROs), WFP assisted several initiatives to provide training for women in urban areas, and it is supporting a programme for street children. With the resumption of the war, however, the implementation of rehabilitation projects has been severely curtailed.

### **Health and Nutrition**

8. Over half of the children surveyed countrywide by the National Institute of Statistics in 1996 showed signs of stunting. Apart from low overall food intake, nutrition surveys have shown high incidences of vitamin A, iodine and iron deficiencies. Nutritional and health problems are exacerbated by an almost inexistent access to safe water and the lack of sanitation systems.
9. The combination of food shortages and absence of hygiene is reflected in high rates of infant and child mortality. UNICEF estimates in 1996 showed an infant mortality rate of 166 per 1,000 live births and an under-five mortality rate of 274 per 1,000 live births. Maternal mortality was estimated at 1,280 per 100,000 live births and life expectancy at 44 years (compared to an average of 51 years for sub-Saharan countries).
10. According to UNICEF and medical NGOs, the nutritional status of women and children has worsened since March 1999, when the last nutritional survey was carried out. The extent and severity of malnutrition can unfortunately not be documented due to difficult access, but the significant increase of malnourished children attending therapeutic feeding



centres gives cause for concern. The children of residents are reportedly being brought to the feeding centres in equal proportion to those of internally displaced persons (IDPs), which suggests that the food security situation of the resident population in the provincial cities is most likely not significantly different from that of IDPs.

11. Furthermore, the new influx of IDPs and their concentration in or around residential areas increases the risk of health hazards and epidemics. Health and nutrition are expected to deteriorate further during the hungry season, if planned assistance is not forthcoming.

### **Food Security**

12. The escalation of the conflict took place when planting operations had been completed or were well advanced. Fields were looted or crops left to rot. Persistent insecurity has resulted in the closure of most roads, preventing the movement of people and goods. The situation is of particular concern for the provincial capitals and municipalities with large numbers of IDPs, most of which have become isolated. Market prices of basic staples are increasing. Food security in these urban areas is expected to deteriorate in the coming months, also for the resident population, which competes with IDPs for the same resources. In many rural areas, although food is available, access is not always possible, and farmers are experiencing difficulties in marketing their crops.
13. A joint WFP/FAO Crop and Food Supply Assessment Mission that visited Angola from 11 to 22 May 1999 estimated that, in spite of favourable rainfall, the cereal output of 533,000 tons is 11 percent lower than last year. Cereal import requirements for the marketing year April 1999–March 2000 are estimated at 505,000 tons, of which 325,000 tons will be imported commercially, leaving a gap of 180,000 tons to be covered by emergency food aid.

### **Needs Assessment**

14. According to the United Nations Humanitarian Coordination Unit (UCAH) in Angola, the total confirmed number of newly displaced people in government-held areas in May 1999 was approximately 930,000, or about 10 percent of the population, with large concentrations in the provinces of Bie, Huambo, Huila and Malange (see map in Annex V). This figure is expected to rise following further assessment and verification exercises. The WFP/FAO mission estimated that some 1,130,000 people would need emergency food aid during the period April 1999–March 2000. Most beneficiaries would be women and children, of whom about 2.5 percent would need supplementary and therapeutic feeding.
15. Figures are likely to change significantly as soon as access to all conflict-affected areas is possible. At present a large part of the population in UNITA—controlled areas cannot be reached. No information on food security, health and nutrition is currently available regarding these persons and their needs.

### **WFP Response**

16. Through nine emergency operations and three PROs between November 1990 and December 1999, WFP has provided assistance to war-affected people, amounting to about 783,179 tons valued at US\$492.5 million. An average of 1,200,000 war-affected people per year were reached during this period, with a peak of some two million annually during 1993–95. Annex III provides details of WFP's response since 1990.
17. In March 1996, as soon as conditions in the country became more stable, WFP launched its first PRO, No. 5602. It introduced a number of rehabilitation activities and promoted the



resettlement of people in their places of origin. During the original phase of the PRO and the two expansions, the number of planned beneficiaries decreased from 1,300,000 to 662,000 and the share of rehabilitation/resettlement activities gradually increased, representing in February 1998 some 52 percent of the total food commodity commitment. It was estimated initially that commitments under PRO No. 5602.02 were sufficient to cover the needs of 539,000 people until December 1999. In view of renewed displacements and a growing number of needy people, however, emergency operation No. 6138 was approved on 15 June 1999 to assist approximately 800,000 war-affected people for four months (September to December 1999) at a total cost of US\$37.5 million.

## GOVERNMENT POLICIES AND PROGRAMMES

18. The Government's overall response capacity remains limited by both budgetary constraints and lack of territorial control. However, the Government recently made a commitment to temporarily settle IDPs. The successful implementation of this commitment depends on the provision of adequate arable land with mine-free access and the provision of seeds and tools. A working group, which is chaired by a representative of the Ministry of Agriculture and in which the WFP country office participates, has been set-up to define the scope and modalities of this programme.
19. The Government is expected to continue with its contribution of subsidized Jet A1 fuel. This is an important contribution, considering that fuel costs normally amount to between 30 and 40 percent of aircraft operating costs. Other contributions expected from the Government are exemptions from landing, parking and navigation fees for both passenger and cargo aircraft, as well as exemptions from passenger and cargo fees at airports.

### Government Request

20. On 16 April 1999, the Government, through the Ministry of Social Affairs and Reintegration (MINARS), submitted an official request for WFP emergency assistance to the WFP Representative in Angola.

### Rationale for Providing Assistance

21. With the resumption of war, Angola has relapsed into a full-fledged emergency, and consequently there is a rationale and justification for WFP humanitarian relief assistance. Considering the uncertainty of how the political and military situation will evolve, the weakness of local institutions as well as the continuing population influxes and movements that hinder projection of needs, it is not recommended to plan and programme, as part of an integrated approach, for recovery activities under this PRRO.

## STRATEGY AND OBJECTIVES

22. At the time of writing (June 1999), the level of insecurity continued to be high, preventing access to a large part of the country and precluding proper needs assessments. The outlook for 2000 is not clear. Even if, before the end of the 1999, the country witnesses positive steps towards resolving the present political deadlock and an improvement in the security situation, this will not translate into an immediate reduction of needs. Until there is sustained security, it is unlikely that IDPs will return home. Return to



stability would probably also mean more access to UNITA-controlled territory, and thus more hungry and poor people to be supported. Assuming that the Government is able to implement its policy of temporary settlement for a significant number of IDPs, these people will still need to be assisted until the first harvests.

23. Given these circumstances, the present PRRO is proposed for only one year, i.e. January to December 2000. Its concept and design are based on the assumption that the situation will remain similar to the present one, with likely further displacements into the security zones around the cities and elsewhere. FAO/WFP estimates mentioned above have been taken as the basis for the calculation of food requirements. It is proposed that WFP meet, to the extent possible, the totality of these requirements. In view of the unpredictability of the situation, WFP will reassess programme strategy and food requirements during the implementation of the PRRO, adjusting these as necessary.
24. At the same time, it is essential to retain flexibility within the approved commitment in order to respond rapidly to circumstances as they evolve. Relief assistance to war-affected people (including temporary settlement and some food-for-work activities, when possible, as well as institutional and therapeutic/supplementary feeding) is the principal modality to be pursued. For reasons already mentioned, recovery activities are not part of the PRRO strategy.

## Objectives

25. The aim of the PRRO is to save the lives of people who risk starvation as a result of war and displacement. Specific objectives are to:
  - a) maintain and improve the nutritional status of groups identified as nutritionally at risk, i.e. children under 5 and expectant and nursing mothers;
  - b) improve immediate household food security of war-affected women and men who have been cut off from their sources of food;
  - c) sustain vulnerable groups such as orphans, the elderly, people with diseases requiring long-term care or people handicapped from war or mine injuries; and
  - d) contribute to the self-reliance of war-affected women and men through temporary settlements and food for work.
26. WFP food rations are primarily intended as nutritional and dietary support for humanitarian relief purposes.

## Beneficiaries

27. It is expected that the PRRO will assist approximately 1,127,400 war-affected people whose coping mechanisms are non-existent or insufficient to cover their food consumption needs. Women and children will constitute the vast majority: it is estimated that 270,576 women (24 percent of the total beneficiaries) and 676,440 children below 14 years of age (or 60 percent) will benefit from the WFP food rations. Men are expected to number 169,110, or approximately 15 percent of the total.
28. WFP's Commitments to Women will be an integral part of the Letter of Understanding to be signed by the Government and WFP upon approval of the present PRRO by the Board. As explained below (see paragraph 34), women will continue to be actively involved in all aspects of the operation and will benefit from the assets created through food for work.





29. As in the past, the registration of IDPs will be carried out jointly by MINARS, UCAH, implementing partners and traditional leaders, with the active participation of the 11 WFP sub-offices in the concerned provinces. Together with medical NGOs such as Médecins sans frontières, MINARS will also select the vulnerable groups at risk. The continued involvement of beneficiary representatives, especially women, in the distribution of assistance should ensure equal access to food.
30. The needs of both IDPs and resident populations will continue to be regularly monitored by the Vulnerability Analysis and Mapping (VAM) Unit. VAM's system for vulnerability assessment and targeting operates at three levels. First, the guidelines it has established for the collection of information are being used to carry out vulnerability assessments. Second, the degree of vulnerability of a population in a given area is assessed using established vulnerability criteria (i.e. intensity/impact of conflict, agricultural production, access to harvest, displacement factors, probability of return, health/sanitation conditions, functioning of markets, trading networks and prevalence of coping strategies). Third, when the degree of vulnerability of a population in a specific area has been determined and once proper registration has been carried out, WFP provincial sub-offices apply the targeting/prioritization guidelines.

## IMPLEMENTATION PLAN

### Intervention Types

31. Relief assistance to war-affected people (including temporary settlement and some food-for-work activities, when possible) will be the main modality. Other relief activities that will be undertaken under the PRRO are:
- **Supplementary and therapeutic feeding** exclusively for children under 5, and expectant and nursing mothers, regardless of their origin (IDP or resident).
  - **Institutional feeding** for the elderly, chronically sick or handicapped from war and mine-related injuries.
32. Table 1 below gives a breakdown of beneficiaries (number and percentage) by type of intervention (see Annex IV for a breakdown of beneficiaries by province).

**TABLE 1: BREAKDOWN OF BENEFICIARIES BY TYPE OF INTERVENTION**

Component	No. of beneficiaries	Percentage of total
Relief assistance to war-affected people	845 550	75
Relief through institutional feeding	253 655	22.5
Relief through supplementary/therapeutic feeding	28 185	2.5
<b>Total</b>	<b>1 127 400</b>	<b>100</b>



## Food Basket, Ration Scale and Distribution

33. The food basket and ration scale are the same as those under emergency operation No. 6138.00. They are based on the assumption that the people have no other means of subsistence. The relevance and appropriateness of the rations, as well as the duration of assistance, will be monitored throughout the PRRO's duration and adjustments made accordingly.

**TABLE 2: FOOD BASKET AND DAILY RATIONS  
BY TYPE OF INTERVENTION (grams)**

Commodity	Relief assistance	Institutional feeding	Supplementary therapeutic feeding
Maize	450	400	400
Pulses	40	30	30
Oil	30	25	40
CSB	-	100	150
Sugar	-	10	20
Salt	5	5	5

34. Relief assistance will be distributed as take-home rations, while food rations for social and health institutions, including supplementary and therapeutic feeding centres, will be distributed in cooked form for on-site feeding. In the case of supplementary feeding, the beneficiary will be provided with the full ration for institutional feeding plus a supplement of oil, corn-soya blend (CSB) and sugar. From a logistic and operational point of view, this arrangement is easier to handle than two separate distributions. To the extent possible, food rations will be distributed directly to women. If not feasible, there should be a large majority of women in the groups of those who receive food. Continued attention will be given to ensuring that women are represented in all aspects of the operation (in line with WFP's Commitments to Women), including their participation in the management and food distribution teams. These teams assist implementing partners in organizing food distribution by, for example, finalizing distribution lists, processing food commodities and verifying ration cards.

## Institutional Arrangements, Selection of Partners and Coordination

35. MINARS continues to be responsible for the overall coordination of the PRRO. The Ministry, with the help of local and international NGOs, is also responsible for registering displaced people as well as establishing their houses and infrastructure at the outskirts of resident areas. Other ministries with which WFP works directly include the Ministries of Health, Agriculture and Education, usually in partnership with an NGO at the local level.
36. WFP will continue to play a leading role in the coordination, programming and logistics of humanitarian food assistance in Angola. It will actively participate in the Humanitarian Coordination Group and its sub-committees at both the central and provincial levels. Every two weeks, the Programming Unit within the WFP country office will chair the Food Aid Committee in Angola, which includes representatives of the Government, NGOs and United Nations agencies. These meetings review programme strategy and implementation



in light of the situation, assessment reports, food commodity availability and outlook, as well as other factors. WFP will also continue to work closely with other United Nations agencies, particularly FAO, UNHCR and UNICEF.

37. Owing to the limited capacity of MINARS, WFP will continue to coordinate the logistics operations in Angola, and remain responsible for the internal transport, storage and handling (ITSH) and storage of all WFP-supplied food.
38. As in the past, WFP will use NGOs as implementing partners, contributing to their costs for ITSH. WFP is already working with more than 120 national and international NGOs throughout Angola. Given the increase over 1999 levels of the volume of food to be distributed through the PRRO, action has already been taken to increase the capacity of NGOs already working with WFP and to recruit new ones. These measures will help to build up an implementing capacity, which will allow a smooth distribution of the increased volume of food.
39. The issue of implementing partners is crucial, since constant monitoring of population movements and of changes in the food security situation over time, for example, is necessary for an effective targeting of assistance. The selection of implementing partners will be the joint responsibility of the country office's Programme and Logistics Units, which will have due regard for the staffing and resources of the NGOs and their ability to mobilize additional funding for start-up costs, monitoring and reporting. Particular attention will be paid in the Letters of Understanding with implementing partners to ensuring that food is distributed to women, whenever possible, and that women are included in the project management and distribution teams.

### Capacity-building

40. The PRRO will build on and expand existing capacities. The country office will work closely with MINARS at the national and provincial levels, and with international and national NGO partners to ensure, through counterpart training, a capacity-building process in the management of the operation. Training will include needs assessment, registration and verification, reporting, and handling and distribution of food. It is planned to involve MINARS staff fully in logistics management training, commencing in late 1999. It is also expected that the Government will eventually take a greater role in the handling and transport of WFP-supplied commodities throughout the country, either on Government-owned trucks or trucks contracted by the Government to the commercial sector.

### Input Requirements

41. The PRRO budget is given in Annex I. Food costs amount to US\$42,473,415, and total cost to US\$158,366,484.

### Food Commodity Requirements

42. It is estimated that a total of 211,127 tons of maize, pulses, oil, CSB, sugar and salt will be required for the period January–December 2000, as indicated in Table 3 below.

<p><b>TABLE 3: FOOD REQUIREMENTS BY TYPE OF INTERVENTION</b> (in metric tons)</p>
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Commodity	Relief assistance	Institutional feeding	Supplementary/therapeutic feeding	Total
Maize	132 414	35 310	3 923	171 647
Pulses	11 770	2 648	295	14 713
Oil	8 828	2 207	392	11 427
CSB		8 828	1 471	10 299
Sugar		883	196	1 079
Salt	1 471	441	50	1 962
<b>Total</b>	<b>154 483</b>	<b>50 317</b>	<b>6 327</b>	<b>211 127</b>

### Non-food Inputs

43. Non-food requirements, for a total of US\$225,000, relate to agricultural equipment, counterpart training and kitchen utensils needed for institutional feeding. In addition, milling costs for 39,233 metric tons of maize, to be used for on-site feeding, amount to about US\$200,000.

### Logistics Arrangements

44. WFP Angola will receive humanitarian cargo through the three main seaports in Angola: Luanda (47 percent of food deliveries), Lobito (41 percent) and Namibe (12 percent). The average vessel discharge capacity per day is 750 metric tons in Luanda, 850 metric tons in Lobito and 500 metric tons in Namibe. WFP Angola can generate sufficient transport capacity for receipt of these quantities ex vessels and subsequent transfers of the cargo to the intermediate storage points.
45. The primary warehouses located in Luanda, Lobito and Lubango are rented commercially. The current capacity of 15,000 tons in Luanda, 15,000 in Lobito and 5,000 in Lubango can easily be increased in order to absorb the projected tonnage. With regard to the storage capacities at the ten WFP provincial sub-offices, WFP has secured sufficient storage through either MINARS or commercial enterprises. For emergency storage, WFP Angola maintains a stock of rubbhalls which will be dispatched immediately to destination if and when required.
46. Because of the precarious security situation, it is expected that 75 percent of the cargo will have to be transported by air. No road movements are planned out of Lobito, and road movements out of Luanda are limited to Luanda provinces and the nearby provinces of Bengo, Kwanza Norte and Kwanza Sul. WFP will nevertheless closely monitor the security conditions along the main corridors and, whenever possible, dispatch commercial road convoys to destinations further along the corridors, such as Malange and Uíge from Luanda, and Huambo from Lobito. All movements along the southern corridor through Namibe/Lubango will be by road, by means of commercial road convoys.
47. In Luanda, WFP works with approximately 20 transport companies, which can mobilize some 200 trucks with an average loading capacity of 25 tons each, whereas in Lobito WFP works through 80 individual transporters, who can mobilize approximately 150 trucks with the same average capacity.
48. The air operations will be conducted from two major staging areas at Luanda and Catumbela. If necessary, WFP will set up a third air operations base in Namibe. The



configuration envisaged for the transportation of 75 percent of the cargo to 11 destinations is composed of two IL-76 with a capacity of 30 tons each per flight and seven Boeing 727 with a capacity of 17 tons each per flight. The IL-76 will be used for airlifts to Huambo, Menongue and Saurimo, whereas the Boeing 727 will serve the other destinations.

49. The airlift capacity will be gradually increased from the daily 200 metric tons at present to almost 600 tons per day in the above configuration. A well-developed coordination and support system at the warehouses and airports is already in place and can easily be extended to the necessary capacity to ensure that any limitations on cargo loading or discharge, or on aircraft refuelling and turnaround, are quickly addressed.
50. The WFP sub-offices in the provinces are responsible for ensuring prompt dispatch of food commodities from extended delivery points (EDPs) to distribution sites in close cooperation with WFP's implementing partners. MINARS has already been approached to provide additional trucking capacity for secondary transport operations at no expense to WFP. The greatest impediment to secondary transport in many locations is the shortage of fuel, which has to be airlifted into these locations due to the lack of road access.
51. As a result of the need to airlift humanitarian cargo to most destinations, the landside transport, storage and handling (LTSH) rate amounts to US\$355 per metric ton. WFP will aim at maximizing utilization of road and surface transport whenever possible, and will continue to explore transport options in an effort to reduce freight costs. WFP will remain active in supporting road and bridge repairs and rehabilitation along major corridors and secondary roads.

### **Monitoring, Ongoing Evaluation and Reporting**

52. As the volume of commodities to be distributed under the PRRO is higher than the amount distributed in 1999, the monitoring system will be strengthened. The monitoring and evaluation (M&E) system has been designed to track and measure the progress of the PRRO in achieving its objectives and to ensure overall quality of programming by identifying constraints and problems in implementation and orientation. To reinforce the present monitoring system, WFP is currently putting in place a new database system that will track the flow of commodities to beneficiaries even more efficiently.
53. The system will utilize the standard set of beneficiary category and standardized checklists and reporting formats to ensure that all data required for reports are collected in a uniform and comparable manner. With regard to the monitoring of the outcomes of the operation, indicators and methodology are expected to be based on the recommendations of a WFP M&E consultant who will visit Angola in the autumn of 1999, and later specified in the Letter of Understanding to be signed by WFP and the Government after the approval of the PRRO by the Board.
54. Whenever relevant, information will be disaggregated by beneficiary groups and gender. Information is submitted by implementing partners and WFP sub-offices in monthly and quarterly reports, which are compiled and entered into a database housed in the country office. The database is designed to be as flexible as possible in terms of accessing and organizing information in a logical and effective manner. Generally speaking, indicators that are more quantitative in nature are collected on a monthly basis, whereas qualitative indicators and situation analyses (e.g. food supply and general nutritional trends) are generally the focus of quarterly reports.
55. Information stored in the database can be retrieved and reported on at different levels, e.g. sector, activity and beneficiary levels, as well as combinations of them. WFP Angola's



VAM Unit is also able to use the information for the generation and updating of maps. With regard to gender, the database also has the ability to compare WFP Angola's programming with WFP's Commitments to Women.

56. In addition to the above reporting procedures, the country office will collect other qualitative information regarding its operations through periodic and flexible appraisals at the community level. Using participatory and qualitative research techniques, a series of "rotating" appraisals will be carried out in collaboration with implementing partners and other NGOs working in the same communities. These exercises will provide a means for investigating the problems identified by the database.
57. It should be noted, of course, that the formal reporting system is not the only channel of communication between the 11 sub-offices and the main office. Ongoing communication and informal reporting will occur on a near-daily basis between Programme Officers in the country office and staff in the provincial sub-offices.

### Security Considerations

58. As the war continues, WFP's staff and assets remain under constant jeopardy from the direct effects of fighting as well as from possible breakdowns of law and order. In the event of a prolonged siege of provincial capitals, WFP's food stocks are particularly vulnerable to possible looting or misappropriations.
59. The country office participates in the Common System Security measures. Furthermore, it has recently appointed a full-time Field Security Officer (FSO) who is responsible for coordinating WFP's security structure and for ensuring adequate arrangements in all offices.
60. Security arrangements in the sub-offices and central warehouses are currently being reviewed. In particular, the provincial warehouses do not meet standards. To improve lighting, upgrading of electrical installations and replacement of several generators is necessary. Where fences are too low, barbed wire and fencing material will need to be purchased.
61. For security reasons, the warehouse in Huambo, located at some 10 km from the city, will need to be relocated to the urban area. The Government has already made a warehouse available, but the structure requires substantial repairs. In other provinces, where security has worsened, the Government will provide armed protection through its national police force.
62. WFP's provincial sub-offices in high-risk areas such as Huambo, Kuito, Luena and Malange are being equipped with bunkers for the protection of WFP staff in the event of shelling or an attack on the provincial capitals.
63. Furthermore, WFP needs to make significant investments in the maintenance of its communications structure, which includes ultra-high frequency (UHF) and high frequency (HF) radio communications as well as radio-based e-mail for secure transmission of sensitive information.

### RISK ASSESSMENT

64. The main risk is a deterioration of the situation as well as the lack of safe and secure access for humanitarian assistance. Lack of general security could result, as has already



happened in the past, in the (temporary) withdrawal of international and other staff from the sub-offices. Security conditions may also prevent the delivery of assistance in a timely and cost-effective manner. Furthermore, the objectives of the operations could be severely curtailed if timely and adequate food and non-food assistance are not forthcoming as planned. Finally, the Government's objective of reducing dependency on humanitarian assistance is contingent on the provision to IDPs of sufficient arable land of quality and other inputs.

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## **EXIT STRATEGY**

65. The exit strategy is dependent on the evolution of the situation. Under the current circumstances, it is difficult to envisage an early phasing-out from relief assistance. Should there be peace and relative stability at the end of the present PRRO, much effort will need to be devoted to restoring people's livelihoods and confidence, rehabilitating agriculture and rehabilitating economic and social infrastructure. A new PRRO will be required to focus on these measures for promoting recovery.

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## **RECOMMENDATION OF THE EXECUTIVE DIRECTOR**

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



## ANNEX I

<b>PROJECT COST BREAKDOWN</b>			
	<b>Quantity (tons)</b>	<b>Average cost per ton</b>	<b>Value (dollars)</b>
<b>WFP COSTS</b>			
<b>A. Direct operational costs</b>			
Commodity <sup>1</sup>			
– Maize	171 647	130	22 234 265
– Pulses	14 713	496	7 296 470
– Vegetable oil	11 427	826	9 435 550
– CSB	10 299	283	2 914 710
– Sugar	1 079	276	298 120
– Iodized salt	1 962	150	294 300
<b>Total commodities</b>	<b>211 127</b>	<b>201</b>	<b>42 473 415</b>
External transport		92	19 404 416
ITSH		355	74 950 085
<b>Other direct operational costs</b>		<b>2</b>	<b>425 000</b>
<b>Subtotal direct operational costs</b>			<b>137 252 916</b>
<b>B. Direct support costs (see Annex II for details)</b>			
<b>Subtotal direct support costs</b>			<b>10 614 949</b>
<b>Total direct costs</b>			<b>147 867 865</b>
<b>C. Indirect support costs (7.1 percent of total direct costs)</b>			
<b>Subtotal indirect support costs</b>			<b>10 498 618</b>
<b>TOTAL WFP COSTS</b>			<b>158 366 484</b>
<b>TOTAL PROJECT COSTS</b>			<b>158 366 484</b>

<sup>1</sup> 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 (dollars)**

<b>Staff costs</b>	
International	3 346 000
International consultants and SSA	140 000
Local staff and temporaries	2 347 349
Overtime	82 500
UN Common System Costs	175 000
<b>Subtotal</b>	<b>6 090 849</b>
<b>Technical support services</b>	
Project Monitoring and Evaluation	60 000
Training	55 000
<b>Subtotal</b>	<b>115 000</b>
<b>Travel and DSA</b>	
Blanket travel	52 000
In-country	623 000
<b>Subtotal</b>	<b>675 000</b>
<b>Office expenses</b>	
Rental of facility	400 000
Utilities	16 000
Communications	450 000
Office supplies	135 000
Equipment repair and maintenance	50 000
Newspapers and Periodicals	3 500
<b>Subtotal</b>	<b>1 054 500</b>
<b>Vehicle operations</b>	
Fuel and maintenance	350 000
<b>Subtotal</b>	<b>350 000</b>
<b>Equipment</b>	
Communications equipment	115 000
Vehicles	300 000
Computer equipment	450 000
Furniture and equipment	200 000
<b>Subtotal</b>	<b>1 065 000</b>
<b>Other</b>	
Security	950 000
Hazard pay	95 100
R & R	120 000
Hospitality	3 000
Public information	15 000
Insurance (paid in HQ)	50 000
Miscellaneous (bank charges, etc.)	31 500
<b>Subtotal</b>	<b>1 264 600</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>10 614 949</b>



## ANNEX III

WFP'S EMERGENCY RESPONSE IN ANGOLA<sup>1</sup>

Project no.	Type	Duration	Beneficiaries	Quantity (tons)	Total WFP cost (dollars)
4531.00	E	02.11.90–01.02.91	721 939	29 183	18 344 171
4913.00	E	01.04.92–31.01.93	250 000	17 845	9 495 779
4945.00	E	01.07.92–31.12.92	758 000	69 213	39 803 219
5298.00	E	01.07.93–30.06.94	1 963 000	103 177	62 629 319
5298.01	E	01.02.94–30.06.95	1 936 000	158 510	80 919 819
5298.02	E	01.07.95–29.02.96	1 345 000	46 203	27 148 926
5698.00	E	15.01.96–14.11.96	255 000	27 155	14 932 912
5698.01	E	01.05.97–30.09.97	315 000	20 060	13 399 496
5602.00	X	01.03.96–28.02.97	1 300 000	84 822	53 435 588
5602.01	X	01.03.97–29.02.98	662 000	96 033	71 347 653
5602.02	X	01.03.98–31.08.99	539 500	79 840	63 377 585
6138.00	E	01.09.99–31.12.99	798 000	51 138	37 736 020
<b>Total</b>				<b>783 179</b>	<b>492 570 487</b>

<sup>1</sup>E = Emergency

X = PRO



## ANNEX IV

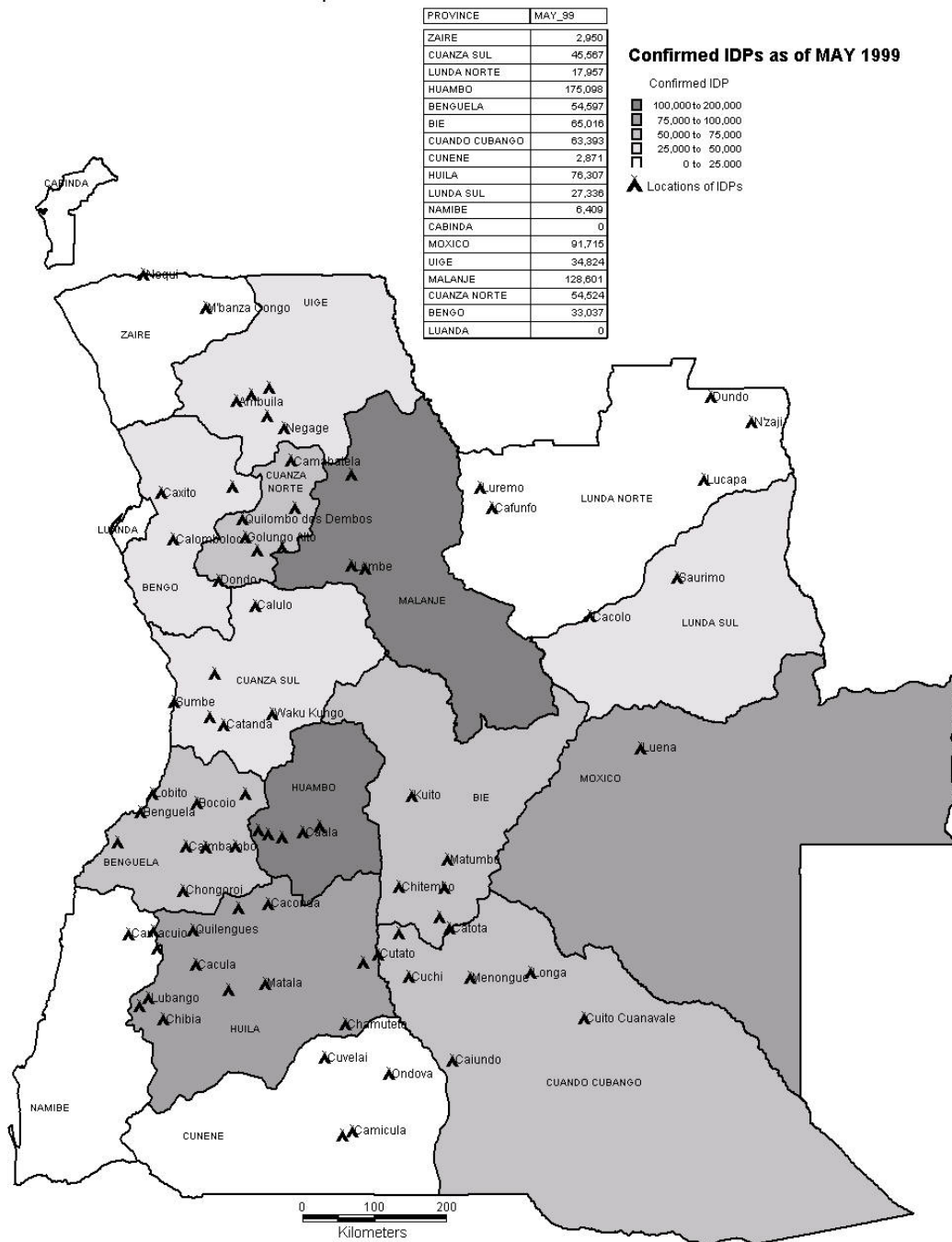
<b>NUMBER OF BENEFICIARIES BY TYPE OF INTERVENTION AND BY PROVINCE</b>
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<b>Province</b>	<b>Relief assistance</b>	<b>Institutional Feeding</b>	<b>Supplementary therapeutic feeding</b>	<b>Total</b>
Bengo	45 600	13 680	1 520	60 800
Benguela	99 450	29 835	3 315	132 600
Bie	78 975	23 693	2 633	105 300
Cunene	14 775	4 433	493	19 700
Huambo	85 950	25 785	2 865	114 600
Huila	78 900	23 670	2 630	105 200
Kuando K.	44 475	13 343	1 483	59 300
Kwanza N.	32 325	10 598	1 178	47 100
Kwanza S.	28 575	8 573	953	38 100
Luanda	35 775	10 733	1 193	47 700
Lunda N.	7 950	2 385	265	10 600
Lunda S.	29 700	8 910	990	39 600
Malange	114 825	34 448	3 828	153 100
Moxico	35 550	10 665	1 185	47 400
Namibe	11 400	3 420	380	15 200
Uige	39 450	11 835	1 315	52 600
Zaire	58 875	17 663	1 963	78 500
<b>Total</b>	<b>845 550</b>	<b>253 665</b>	<b>28 185</b>	<b>1 127 400</b>



# ANNEX V

## PRRO: ANGOLA "Assistance to War Affected People"



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

