



**U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT  
BUREAU FOR HUMANITARIAN RESPONSE (BHR)  
OFFICE OF U.S. FOREIGN DISASTER ASSISTANCE (OFDA)**

**ANGOLA – Complex Emergency**

Situation Report #1, Fiscal Year (FY) 2001

April 2, 2001

*Note: the last situation report was dated October 8, 1999*

**BACKGROUND**

More than 3.7 million Angolans have been affected by three decades of civil war, according to the Government of Angola's (GRA) Inter-ministerial Commission for the Humanitarian Situation (CISH). In 1998, the National Union for the Independence of Angola (UNITA) abandoned the provisions of the Lusaka Accords, which had been signed in 1994, refused to disarm, and launched a new series of attacks. Full-scale warfare resumed, causing many rural residents to flee to provincial cities. FY 2000 was marked by significant military gains by the Angolan Armed Forces (FAA), consolidating and expanding the government's control over provincial capitals and major cities. The GRA's success resulted in UNITA's return to guerrilla warfare and increased violence near the Namibian and Zambian borders.

As the number of internally displaced persons (IDPs) rose, the humanitarian situation in Angola deteriorated. Epidemics and shortages of food and potable water contributed to worsening conditions for those affected by the violence. The GRA estimates that 2.8 million people have been displaced since 1998. The U.N. World Food Program (WFP) is targeting 1,040,000 Angolans for food aid beginning in April 2001. The USG continued to support the needs of those affected by the violence in Angola with more than \$100 million in emergency assistance in FY 2000 (\$94 million specifically for use inside Angola and \$6 million for Angolan refugees) channeled through the United States Agency for International Development's Office of U.S. Foreign Disaster Assistance (USAID/OFDA), USAID's Office of Food for Peace (USAID/FFP), USAID's Africa Bureau (USAID/AFR), the State Department's Bureau of Population, Refugees, and Migration (State/PRM) and the United States Department of Agriculture (USDA). The United States Government (USG) has contributed more than \$591 million in emergency assistance to affected populations in Angola since 1990.

**NUMBERS AFFECTED AT A GLANCE**

**Killed:** 1 million since mid-1970s (U.S. Committee for Refugees)

**War-Affected:** 3.7 million as of September 2000 (GRA and U.N. Office for the Coordination of Humanitarian Affairs (OHCA))

**Internally Displaced Persons:** between 2.5 million (GRA estimate) and 1.15 million (registered with UNOCHA)

**Refugees:** 415,000 as of November 2000. Zambia – 200,000; Democratic Republic of Congo - 170,000; Republic of Congo – 20,000; Namibia – 20,000; other countries – 5,000. (State/PRM)

Total FY 2000 USAID Assistance to Angola.....	\$91,470,122
Total FY 2000 State/PRM assistance to Angola and Angolan Refugees.....	\$8,775,057

**CURRENT SITUATION**

*Security and Access*

One of the most difficult challenges facing the humanitarian community is the fluid security situation throughout the country. While humanitarian organizations have been able to reach IDP populations in some areas, security concerns hinder the reliable, consistent delivery of assistance to many IDPs.

As of July 2000, the Angolan Attorney General reported that the GRA controlled of 92% of 157 districts. The expansion of GRA territorial administrations to Maquila de Zombo, Cangandale, Cuvelai, Andulo, Balundo, Calenga, Cuemba, Lepi, and Longonjo gave humanitarian organizations access to thousands of affected persons who could not previously receive humanitarian assistance.

However, functioning civil administrations have not been realized in many districts. Almost all areas along the eastern and southern borders remain insecure and inaccessible to humanitarian agencies.

In FY 2000, UNITA changed its military tactics, employing guerrilla warfare in sporadic attacks on both civilian and military targets. As of January 2001, the security conditions remained serious in Benguela, Bié, Huambo, Kuando Kubango, Kwanza Norte, Malanje, Moxico, and Uige. The security situation in these provinces is characterized by ambushes, attacks, kidnappings, mine explosions, looting of civilian goods, and threats against humanitarian workers and organizations.

In addition to chronic insecurity, humanitarian organizations are also constrained by a devastated infrastructure. More than 30 years of civil war have left the majority of the nation's roadways impassable or insecure. Humanitarian assistance must therefore be delivered by air in most cases. However, the nation's airstrips are also in a state of disrepair, limiting the number of humanitarian flights that can arrive each day. Some airstrips cannot accommodate cargo planes at all. Some airstrips, such as those in Kuito and Huambo, are so severely deteriorated that they must be completely closed.

The lack of a functioning transportation infrastructure, coupled with chronic insecurity, increases the overall cost of providing humanitarian assistance, prevents humanitarian access to some vulnerable populations, and limits the quantity of assistance that can be provided.

In FY 2000, USAID/OFDA supported the establishment of a United Nations Development Program (UNDP) project to deploy civil/military liaison security officers in the provinces to facilitate and enhance the exchange of information regarding security incidents among the Angolan military, civil police, and NGOs. The program has been successful and will be expanded in 2001. USAID/OFDA also continued funding World Food Program (WFP) air transport of personnel from international and local NGOs, the donor community, U.N. Agencies, and the diplomatic corps. This \$1 million in support of air transport allows entry into areas that are otherwise inaccessible due to security concerns.

### *Regional Issues*

The ongoing conflict in Angola has resulted in increased regional tensions. As cross-border violence continues, Angolan refugees continue to flee to Zambia, Namibia, and Democratic Republic of Congo. FAA attacks against UNITA from northern Namibia have put resident populations at risk and forced Namibia to deploy troops to secure its borders.

### *Refugees*

Angolans continue to seek refuge in neighboring countries, with more than 100,000 fleeing since the resumption of fighting in 1998. As of November 2000, an estimated 415,000 Angolans were refugees in other countries: 200,000 in Zambia; 170,000 in the Democratic Republic of the Congo (DROC); 20,000 in the Republic of Congo (ROC); 20,000 in Namibia; 4,000 in South Africa; and 1,000 in other countries. Some have settled spontaneously or are urban refugees and others are in camps established by the host country.

State/PRM programs in FY2000 provided \$6.3 million in funding to assist Angolan refugees. State/PRM also provided funding to assist Congolese refugees in Angola, including \$450,000 to UNHCR and \$100,000 to WFP. These funds were channeled

through the United Nations High Commissioner for Refugees (UNHCR), WFP, the International Federation of Red Cross and Red Crescent Societies (IFRC), and the International Organization for Migration (IOM).

### *Internally Displaced Persons and Resettlement*

The United Nations Offices for the Coordination of Humanitarian Affairs (UNOCHA) reports that there are currently 1.15 million registered IDPs in Angola. Estimates for the total number of war-affected people in Angola are less reliable due to the repeated uprooting of some populations, the inaccessibility of insecure areas, and the integration of many IDPs into new communities. GRA provides a much higher estimate, of 3.7 million war-affected Angolans, of whom 2.8 million are IDPs. In general, the donor community uses the UNOCHA's estimate for planning activities. UNOCHA estimates that 457,000 Angolans were newly displaced in 2000 – significantly fewer than the one million who fled their homes in 1999. The United Nations Children's Fund (UNICEF) estimates that 75% of IDPs are women and children.

Shortages of food and potable water, in addition to epidemics, continue to affect IDPs. Displaced people are forced to compete for the limited resources that humanitarian organizations are able to provide in spite of security and access constraints.

By the end of December 2000, 288,000 IDPs had been resettled in 71 temporary locations, according to UNOCHA. The largest groups were in Huambo, Malanje, and Huila. An additional 370,151 were in camps and transit centers, and 536,430 had been integrated into communities. Resettlement initiatives require arable land to enable self-reliance among communities. Adequate quantities of arable land are available in some resettlement areas, such as locations in Kwanza Norte, Kwanza Sul, Huambo, Huila, and Malanje. In many areas, however, land for cultivation by IDPs is lacking or is limited because of insecurity and poor soil quality.

USAID/OFDA programs in FY 2000 provided nearly \$3.6 million in emergency assistance that targeted both IDP and vulnerable resident populations. Grants to Africare, Catholic Relief Services (CRS), International Medical Corps (IMC), Medecins sans Frontieres/Belgium (MSF/B), and the Development Workshop implemented agriculture, emergency health and feeding, and water initiatives in Benguela, Bié, Huambo, Malanje, and Kuito.

In addition to USAID assistance to IDPs in Angola, State/PRM provided \$2 million to UNHCR to support IDP relief and reintegration programs in northern Angola. In FY 2001 to date, State/PRM has contributed \$2.3 million to UNHCR to support their IDP activities in Angola.

### *Food Security and Agriculture*

Subsistence agriculture is the primary livelihood activity for nearly 85% of Angolans. Constant population movements, insecurity, and the threat of landmines have prevented many Angolans from cultivating their land. Moreover, insecurity and the poor state of the infrastructure hamper trade between food surplus areas and food deficit areas. Although few estimates are available that quantify the impact of the ongoing conflict, Angola – once self-sufficient in basic foodstuffs – now relies on food imports to meet its food requirements. In addition to commercial imports, the country required 330,000 metric tons (MT) of emergency food aid between March 2000 and April 2001, according to the Food and Agriculture Organization (FAO).

USAID/FFP responded to this need with 68,200 MT of P.L. 480 Title II emergency food commodities in FY 2000, valued at nearly \$50 million, for WFP and the International Committee of the Red Cross (ICRC). The ICRC/Angola program in 2001 gives assistance to 335,000 (67,000 families) resident and displaced beneficiaries in Huambo Province, ensuring a minimum standard of living while maintaining or improving the nutritional and health status of both residents and IDPs in camps or collective centers. USDA contributed an additional 40,000 MT of 416(b) food commodities valued at \$28 million in FY 2000 to WFP. The USAID/FFP and USDA contributions to WFP were employed in programs aimed at food security and programs aimed at nutrition.

WFP has announced that large-scale free food distributions will end in May 2001. WFP will implement a three-pronged strategy that includes general distributions for newly arrived IDPs and refugees (40%), emergency and recovery safety nets (30%), and recovery food-for-work programs (30%). This move away from general distribution fits with the GRA's relocation plan to reduce dependence on food aid by moving IDPs from transit camps to sites with access to agriculture. These initiatives are expected to lessen the reliance on food aid. Local governments, NGOs, and GRA agencies are participating in the distribution of seeds and agricultural implements where supplies and access are available.

USAID/FFP has committed 38,200 MT of P.L. 480 Title II emergency food commodities to date in FY 2001, valued at \$18 million.

Drought-like conditions in certain areas continue to complicate the agricultural situation. At present, a “dry belt” stretches from Kwanza Norte through Kwanza Sul to Huambo, Bié, parts of Huila, and into Kuando Kubango. Provinces in the south are worst affected.

USAID/OFDA provided more than \$800,000 to Africare in FY 2000 to enhance food security by the distribution of 339 MT of seeds and 55,000 farming tools to 27,500 IDPs and residents in Bié Province.

### *Health*

The health situation in Angola continues to worsen. Three decades of violence has destroyed water and sanitation systems throughout the country. Health care services are nonexistent or inaccessible for the majority of the population. IDPs are moving into already overcrowded urban and semi-urban areas without functioning health infrastructures. As a result, the potential for epidemics in urban areas and IDP camps remains high. Malaria, tuberculosis, measles, and diarrheal diseases are among the most common ailments of Angolans. In FY 2000, recurrent epidemics of polio and meningitis were reported. Immunization coverage is generally low in Angola. UNICEF reported that an immunization campaign in 2000 to reduce the incidence of polio and childhood diseases reached about three million children, but lack of access to large areas hampered the campaign and polio has yet to be eradicated in Angola.

A continuing threat to health and safety is the large number of landmines—estimated at five to seven million—throughout the country. The National Institute for the Removal of Explosive Devices (INAROE) reported that 204 landmine accidents occurred in the first six months of 2000, resulting in 100 deaths and 327 injuries. Many of the victims of mine accidents are children.

In FY 2000, USAID/OFDA funded more than \$2 million in health and water and sanitation activities in Angola. Development Workshop implemented a grant for nearly \$400,000 to reestablish a piped water system in Huambo that would benefit 130,000 people, including an IDP population concentrated around Coalfa camp and residents of the Huambo City area. IMC received nearly \$1.9 million from USAID/OFDA to immunize children and increase access to safe and hygienic deliveries for women of childbearing age in the most vulnerable resident and IDP populations in several municipalities in Huambo and Malanje provinces. The total targeted population was more than 2.25 million. IMC also trained local health care workers, provided emergency medical supplies, and developed immunization outreach activities.

In FY 2001, USAID/OFDA is supporting OXFAM/Great Britain (GB) efforts to provide safe, potable water to approximately 360,000 residents of affected communities in and around the cities of Malanje, Caala, Huambo, and Kuito. OXFAM also plans to provide and maintain 3,000 latrines to benefit 60,000 residents of those communities.

### *Nutrition*

UNICEF reports that in areas where food distributions have been possible, malnutrition rates had generally stabilized below 10% as of November 2000. This is in contrast to the much higher rates in 1999 in areas under siege such as Malanje, where the malnutrition rate reached 32%. Nevertheless, pockets of malnutrition remain, depending on the security situation and the ability of aid workers to distribute food and provide therapeutic feedings. Acute malnutrition rates typically are seasonal, occurring between September and April, the time between the planting and harvesting of crops.

A high incidence of pellagra was observed in Kuito (Bié) in early 2000, prompting UN and NGO nutritionists to recommend that supplements rich in niacin be included in rations provided in feeding centers. The condition persisted in September despite interventions. UNICEF reported that although resources were adequate to treat new cases, they were not sufficient to address what is apparently an endemic niacin deficiency that might be caused by as yet undiscovered factors specific to Kuito. USAID/FFP is currently funding a Food and Nutrition Technical Assistance Project (FANTA) study to better understand the nature of pellagra in Angola. The project aims to be completed in the spring of 2001.

USAID/OFDA funded a \$1.6 million grant to CRS to support nutrition programs that were implemented in FY 2000. The program reached 40,000 beneficiaries and restored operational capacity to four therapeutic feeding centers and four supplementary feeding centers in the Benguela Province. MSF/B also received \$582,600 from USAID/OFDA to implement nutritional feeding programs in Kuito to benefit 110,000 malnourished children in both resident and IDP populations.

USAID/OFDA provided nearly \$1 million in FY 2000 to support UNICEF's efforts to develop and promote national protocols for nutrition rehabilitation. In October 2000, the GRA, international agencies, NGOs, the Faculty of Medicine and the National Pediatric Hospital agreed on national nutrition rehabilitation protocols that had been formulated jointly under UNICEF leadership.

The USAID/FFP and USDA emergency food aid contributions to WFP and ICRC benefited both nutrition programs and food security programs. The total contribution of these programs was valued at \$78 million. Please refer to "Food Security and Agriculture" above for more information on food aid contributions, which include both food security and nutrition assistance.

### *Coordination*

In FY 2000, USAID/OFDA supported UNOCHA's coordination efforts through a \$600,000 grant.

USAID/OFDA also funded an Emergency Disaster Response Coordinator (EDRC) and an Information Officer based at USAID/Luanda to facilitate coordination efforts and to ensure that information and reporting needs are met.

## **GOVERNMENT EFFORTS TO MEET HUMANITARIAN NEEDS**

The GRA demonstrated an increased commitment to coordinating and providing humanitarian assistance in 2000. The GRA created a special Inter-ministerial Commission to Coordinate Emergency Assistance (CISH) in July 1999, comprised of representatives from the ministries of Planning, Assistance and Social Reintegration, Agriculture and Rural Development, Health, Administration and Territories, and Commerce. The committee is responsible for carrying out emergency assistance programs and for training provincial authorities in emergency management. UNOCHA, WFP, and other U.N. agencies have worked closely with the committee's technical subgroups to coordinate and implement programs to identify suitable land for resettlement; register IDPs; train provincial officials in emergency planning, protection and registration methodology; and coordinate the distribution of seeds and tools. The GRA authorized ICRC in 2000 to purchase its fuel for its relief operations at a highly subsidized rate, as a part of the GRA's contributions to meet humanitarian needs.

In July 1999, the GRA allocated \$55 million to the National Program for Emergency Humanitarian Assistance (PNEAH) for two phases of activity. Phase I focuses on humanitarian relief; Phase II focuses on land distribution, resettlement, and the rehabilitation of social infrastructure. Under Phase I, \$15 million has been spent, while \$23 million has been distributed to the governors directly in accordance with the government's decentralization policy under Phase II. The remaining \$17 million has been allocated to the governors. At this time, a more detailed breakdown of funds that have been spent is not available.

Temporary resettlement activities are underway in some areas of the country despite continuing violence. The GRA, in cooperation with U.N. agencies led by UNOCHA, finalized a basic set of minimum operational standards for the temporary and permanent resettlement of IDPs. In mid-October these minimum standards were approved by the Council of Ministers as "Norms for the Resettlement of Displaced Persons." In January 2001, the norms were formally incorporated into Angolan law. Humanitarian partners estimate that more than 315,000 persons currently living in camps and transit centers should be identified for priority temporary resettlement. The majority of these populations are

concentrated in the provinces of Bié, Huila, Moxico, and Bengo.

#### **USAID/BHR AND USAID/ANGOLA INTEGRATED ASSISTANCE**

USAID/Angola adopted a strategy that simultaneously implements relief, transition, and development activities. USAID/BHR – including both USAID/OFDA and USAID/FFP – supports this integrated approach by funding complementary programs in areas with the largest number of target beneficiaries.

USAID/OFDA continues to address emergency relief needs in the health, nutrition, water, sanitation, humanitarian coordination, and monitoring sectors.

#### **OTHER USG HUMANITARIAN ASSISTANCE**

- In FY 2000, USAID/AFR funded \$7 million in agricultural recovery programs, child survival activities, polio immunization and treatment

efforts, and civil society building activities throughout Angola.

- In FY2000, State/PRM provided \$95.6 million in assistance for refugees and conflict victims in Africa, not earmarked by country. Of this total, \$50 million was provided to UNHCR towards its global appeal for Africa, \$42.4 million was provided to ICRC towards its emergency appeal for Africa, and \$3.2 million was provided to WFP to cover costs associated with providing USAID and \$A food commodities to refugees.
- In September 1999, the Department of State launched a coordination forum with GRA, called the US-Angola Bilateral Consultative Commission (BCC). The BCC addressed humanitarian issues in their first several meetings.

**U.S. GOVERNMENT HUMANITARIAN ASSISTANCE TO ANGOLA**

<i>Agency</i>	<i>Implementing Partner</i>	<i>Sector</i>	<i>Regions</i>	<i>Amount</i>
<b>FY2000</b>				
<b>USAID</b>				<b>\$90,887,521</b>
	<b>USAID/OFDA</b>			<b>\$6,083,393</b>
	Africare	Food Security	Bié	\$816,670
	IMC	Health	Malanje, Huambo	\$1,892,480
	Dev. Workshop	Water/Sanitation	Huambo,	\$391,900
	UNOCHA	Information Coordination	All	\$600,000
	UNDP	Civil/Military Liaison and Security	Huambo, Kuito, Malanje, Uige, and Luanda	\$15,000
	UNICEF	Health/Nutrition	All	\$997,343
	WFP	Air Transport	All	\$1,000,000
	WFP	Administrative	All	\$370,000
	<b>USAID/FFP</b>			<b>\$49,537,725</b>
	WFP	Food Assistance	All	\$37,361,025
	ICRC	Food Assistance	All	\$12,176,700
	<b>\$A 416(b)</b>			<b>\$28,266,403</b>
	WFP	Food Assistance	All	\$28,266,403
	<b>USAID/AFR</b>	Health, Agriculture, Civil Society	All	<b>\$7,000,000</b>
<b>State/PRM**</b>				<b>\$2,550,000</b>
	UNHCR	IDP Assistance	Uige, Zaire, Luanda	\$2,000,000
	UNHCR	Refugee Assistance	Luanda	\$450,000
	WFP	Refugee Assistance	Luanda	\$100,000
<b>Total USG FY2000</b>				<b>\$93,347,521</b>
<b>FY2001</b>				
<b>USAID</b>				<b>\$20,447,732</b>
	<b>USAID/OFDA</b>			<b>\$4,149,932</b>
	OXFAM/GB	Water/Sanitation	Bie, Huambo, Malanje	\$1,999,932
	UNDP	Civil/Military Liaison and Security	Huambo, Kuito, Malanje, Uige, Luanda	\$50,000
	UNOCHA	Field Coordination	All	\$600,000
	UNOCHA	Emergency Response Fund	All	\$500,000
	WFP	Air Support	All	\$1,000,000
	<b>USAID/FFP</b>			<b>\$18,397,800</b>
	WFP	Food Assistance	All	\$11,000,000
	ICRC	Food Assistance	All	\$7,397,800
<b>State/ PRM</b>				<b>\$2,300,000</b>
	UNHCR	IDP Assistance	Uige, Zaire, Luanda	\$2,300,000
<b>Total USG FY 2001</b>				<b>\$24,847,732</b>

\* Several programs that were funded in FY 1999 and implemented in FY 2000 are outlined in the report above. However, only FY 2000 and FY 2001 funding is including in this table.

\*\* State/PRM figures include only Angola-specific funding. For more information on regional assistance through State/PRM, see "Refugees" and "Other USG Assistance" section above.

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