

ANGOLAN REFUGEE OPERATION

AT A GLANCE

Main Objectives and Activities

In the absence of conditions conducive to voluntary repatriation – due to conflict, insecurity and difficulty of access – and to the extent feasible in view of these conditions, provide limited assistance to returnees while scaling down UNHCR's presence and commitments in Angola; provide limited assistance to internally displaced persons (IDPs), especially those living among former returnees; subject to security and operational feasibility, support capacity-building of Government agencies to enable them to take over the provision of services for returnees; launch emergency assistance to newly arrived Angolan refugees in the main countries of asylum (the Democratic Republic of the Congo [DRC], Namibia, the Republic of the Congo and Zambia) and gradually integrate them into existing programmes; pursue local integration of long-staying Angolan refugees in the countries of asylum.

Impact

- UNHCR drastically reduced its presence and liquidated all outstanding commitments in Angola. Most services for returnees were handed over to the Government. Relief items (tents, kitchen sets and blankets), agricultural tools and water equipment were given to the Ministry of Social Affairs and Integration (MINARS) for distribution to returnees and IDPs in areas where the two groups were living together. Six trucks were made available to the Government for the transport of returnees. Responsibility for the logistics workshop and warehouse facilities was transferred to UNDP in June.
- UNHCR provided international protection and basic humanitarian assistance (food, shelter, health services, clean water and adequate sanitation) to newly arrived Angolan refugees in Namibia, Zambia, the DRC and the Republic of the Congo. Existing assistance programmes were quickly redesigned and emergency preparedness was maintained.
- Long-staying Angolan refugees in asylum countries gained some degree of self-sufficiency in food production (through the provision of agricultural implements and access to land) and engaged in income-generating activities.

Persons of Concern

COUNTRY*/ TYPE OF POPULATION	TOTAL IN COUNTRY	OF WHICH: UNHCR-ASSISTED	PER CENT FEMALE	PER CENT < 18
Zambia (Refugees)	163,100	37,700	53	55
Namibia (Refugees)	7,000	7,000	48	58
DRC (Refugees)	150,000	88,000	53	-
Rep. of the Congo (Refugees)	20,600	6,000	54	59
Angola (Returned in 1999)**	20,000	19,300	-	-

* Zimbabwe and South Africa hosted smaller numbers of individual Angolan refugees.

** The voluntary repatriation operation was suspended in June 1998, by which time 170,900 Angolan refugees had returned home. Since then, about 20,000 Angolans have returned spontaneously (some with limited assistance from UNHCR). In 1999, an additional 60,000 Angolans sought refuge in neighbouring countries.



Income and Expenditure (USD)

WORKING BUDGET*	INCOME FROM CONTRIBUTIONS	OTHER FUNDS AVAILABLE**	TOTAL FUNDS AVAILABLE	TOTAL EXPENDITURE***
3,938,217	1,496,679	1,890,214	3,386,893	2,281,040

* Includes costs at Headquarters.

** Includes opening balance and adjustments.

*** Expenditure related to Angolan refugees in asylum countries is reported under General Programmes in the Regional Overview for Southern Africa (Namibia and Zambia) and in the Regional Overview for the Great Lakes (the DRC and the Republic of the Congo).

WORKING ENVIRONMENT

The Context

The repatriation of Angolan refugees has been a major priority of UNHCR since the 1980s, yet the civil strife in that country has frustrated repeated attempts to set in place a viable programme. Among these, in 1990, refugees from three camps in Shaba province in the DRC repatriated; while, in 1991/1992, some movements took place following the conclusion of the Bicesse Accord. With the signing of the Lusaka Peace Protocol in November 1994, UNHCR mounted the Angola Repatriation and Reintegration Operation to facilitate the return and reintegration of Angolan refugees in the region. By the beginning of 1998, the operation was in full swing, but peace started to unravel again as fighting resumed between the Government and UNITA (*União Nacional para Independência Total de Angola*) in the second quarter. UNHCR was forced to suspend the repatriation temporarily in June, and later in October it was suspended *sine die*.

The fighting grew progressively worse throughout 1999 and a government offensive against UNITA early in the year enabled it to recapture some of the territory controlled by the latter. The areas of Andulo, Mungo, Nharea and Bailundo were recaptured in September and, by November, UNITA Headquarters had fallen into government hands. In December, UNITA responded by launching attacks on convoys and selected rural areas, such as the municipality of Waku Kungo, where 26 civilians were killed and the local hospital damaged and looted.

In 1999, the Angolan economy remained in free fall and rampant inflation (sometimes 18 per cent in a single month) made living conditions precarious, even in the capital. Infant mortality was one of the highest in the world (170 per 1,000 live births). An estimated 600,000 people were completely dependent on humanitarian assistance for food, and another 1.2 million were in urgent need of material and medical assistance. Humanitarian agencies estimated that half of the country's seven million people have been displaced by the war, 60 per cent of them children.

Tens of thousands of Angolans continued to cross into neighbouring countries in 1999. Over 13,000 Angolan refugees sought protection in Zambia as from October and more than 4,000 Angolans arrived in Namibia in November. The DRC also received some 16,000 Angolans, although UNHCR did not have full access

to them due to security concerns. The total number of Angolan refugees in exile by year-end was estimated at 340,000.

In this context, and as UNHCR's programmes for Angolan refugees had previously been geared towards repatriation, the Office was confronted with a considerable challenge: to respond to the reverse movement of Angolans back into exile, while at the same time continuing to protect and assist those who had remained in asylum countries. A number of refugees had sold personal property and ceased self-sufficiency activities in preparation for returning home. It therefore became necessary for UNHCR, Governments, host communities and the refugees to shift both the assistance programmes and overall strategy (including medium-term solutions) back into the "asylum mode".

Constraints

The intensity of the fighting in Angola left many areas in the countryside totally cut off from contact with humanitarian agencies. Elsewhere, landmines took their toll, with more than 100 civilian victims reported in Moxico province alone. After the closure of UNHCR's eight field-based offices in Angola, the agency's access to returnees was limited by insecurity. Difficult bilateral relations sometimes served to complicate the Office's work. For example, accusations by the Angolan Government that Zambia was supporting UNITA created a tense diplomatic and military climate throughout the emergency. In the case of Namibia – reportedly lending support to the Angolan Government's fight against UNITA – the situation of newly arrived Angolan refugees was overall more favourable. However, considerations linked to national security (due to the spillover effects of the war in Angola) contributed to raising complex and sometimes critical protection issues.

Funding

Since repatriation remained suspended and as only very limited assistance could be given to returnees inside Angola, funding for Special Programme activities in Angola was not a concern in 1999. However, the overall funding shortfall undermined UNHCR's operations in asylum countries, particularly in Namibia, where a shortage of qualified staff reduced the Office's ability to address the protection concerns of newly arrived Angolan refugees.

ACHIEVEMENTS AND IMPACT

Protection and Solutions

Protection of returnees inside Angola was a challenge, as UNHCR did not have a permanent field presence after June and missions from the capital were restricted due to security concerns. UNHCR did not actively assist IDPs in Angola, but continued to monitor their situation. Some 34,000 displaced people were reported to have returned to Mbanza Congo town since its capture by government forces in early 1999, 430 of them having arrived recently from the DRC. They were assisted by the Government and other humanitarian agencies, particularly WFP. In addition, 700 Angolans returned to Cabinda municipality from the DRC and another 200 returned from the Republic of the Congo.

In Namibia, the refoulement of 81 Angolan refugees in August and September 1999, after they were declared illegal immigrants by the local authorities, raised serious concerns about protection. Despite strong protests lodged by UNHCR and assurances from the central authorities that this was not government policy, the practice continued. During the mass influx in November, several Angolan refugee women reported to UNHCR that Namibian officials at the border crossing point in Rundu separated some of their male relatives from them. A list of 50 male Angolan refugees was compiled by UNHCR and submitted to the Government with a request for information on their whereabouts. An investigation was subsequently launched.

In Zambia, partly because of protection concerns, but also because of difficult logistical and other conditions, the newly arrived Angolan refugees had to be relocated from the border areas further inland. They were either settled in areas where 120,000 Angolans had been living for more than 20 years, or in a newly established settlement. More than half of the "old" group of Angolans are second-generation refugees, having been born and bred in exile. Many are highly qualified, but only very few have been able to move out of the refugee settlements and use their skills on the local market. Considering these factors, UNHCR focused on the prospects of finding durable solutions for at least some of these refugees, including the possibility of obtaining citizenship in Zambia through naturalisation.

Activities and Assistance

The description below covers assistance to returnees in Angola, and to Angolan refugees in Namibia and

Zambia. For a summary of assistance to Angolan refugees in the DRC and the Republic of the Congo, please see the Regional Overview for the Great Lakes.

Community Services: A social counsellor worked in the camp in Namibia to provide psychological counselling, assess community needs and assist in the general management of the camp. Burial costs were met for families unable to bury their dead. In Zambia, community-based activities focused on women's rights, the prevention of domestic violence, the identification of vulnerable refugees and motivating the refugee community to address its needs on a self-help basis.

Crop Production/Fisheries/Livestock: In Angola, agricultural tools were handed over to the Government for distribution to returnees in Cabinda. In Zambia, agricultural inputs were provided for new arrivals and land was cleared for cultivation by refugee communities. Six fish ponds were constructed in Meheba and plans were made for the construction of rabbit pens. A rice polishing machine was given to the refugees and rice crops were transplanted to the main fields.

Domestic Needs/Household Support: In Angola, UNHCR gave 6.8 metric tonnes of relief items (tents, kitchen sets and blankets) to the Government for distribution to newly arrived returnees from the DRC. In Namibia, 310 tents, sleeping mats, blankets, kitchen utensils, stoves, kerosene, water buckets, toilet paper, vaseline, soap, and dental supplies were procured and distributed to the newly arrived refugees. In Zambia, UNHCR distributed basic household items to newly arrived refugees.

Food: In Namibia, UNHCR procured food and distributed it to the refugees, as WFP was not yet involved in the refugee programme. This included maize meal, fish, salt, baby food, sugar and beans. In Zambia, food rations were given to vulnerable refugees and those unable to complete two harvests.

Health/Nutrition: In Angola, health services at Viana camp and in Bengo province were extended to also cover IDPs. In Namibia, 140 vulnerable refugees received therapeutic feeding. Medical assistance was also provided for refugees referred to State hospitals. The salary of one health assistant was paid. In Zambia, UNHCR supported government-run clinics by providing drugs and paying for staff. Community-based education in health and nutrition was organised and community health workers and traditional birth

attendants were trained. The latter group received medical supplies.

Legal Assistance: In Angola, UNHCR trained 50 local government officials in Cabinda in the protection of returnees and refugees, logistics and other aspects of repatriation in preparation for the return of refugees from the DRC. UNHCR funded registration and identity cards for about 5,000 Angolan refugees in Namibia, and provided instant cameras and film. Extensive training programmes in refugee law and protection principles, mainly for Government officials, but also including NGO partners were conducted in Namibia and Zambia.

Operational Support (to Agencies): In Angola, UNHCR covered the administrative costs of MINARS and other partners, including salaries, office supplies and vehicle running costs. The salaries of project staff in Namibia were paid, as were the administrative costs of UNHCR's Namibian government counterpart (computers, office supplies, communications costs, travel and related expenses). Information pamphlets on refugee issues were printed and distributed to communities in Windhoek and surrounding areas. Salaries and related costs for two UNVs were also covered. In Zambia, UNHCR covered the administrative costs of its operational partners as well as expenditure related to public information and awareness initiatives.

Sanitation: In Namibia, 41 latrines were built for the refugees and small incentives were provided for refugees participating in construction activities.

Shelter/Other Infrastructure: In Namibia, UNHCR procured construction materials for 310 refugee shelters. A warehouse for the storage of food and non-food items was constructed. Locals who helped pitch tents at the transit centres in Rundu and Onambutu were given an incentive. In Zambia, UNHCR maintained refugee shelters and roads; two rubbishhalls were set up in Meheba to expand reception facilities.

Transport/Logistics: In Angola, UNHCR provided six trucks to enable the Government to assist in the transportation of returnees from the DRC who arrived in Cabinda municipality. A four-wheel drive vehicle was provided for the Government. UNHCR co-ordinated two repatriation convoys from the DRC (700 returnees) in September and October. UNHCR also assisted 200 Angolans who returned from the Republic of the Congo. In view of frequent monitoring missions by

UNHCR staff and partners to the border between Namibia and Angola, a new vehicle was bought. Fuel, lubricants and maintenance of all vehicles were also covered. UNHCR met the transport costs of refugees travelling from Windhoek to the camp. The salary of a logistics assistant and other distribution costs were also covered. Two new vehicles were procured for the operation in Zambia and sufficient fuel was provided for UNHCR's office in Meheba.

Water: In Angola, water equipment was handed over to the Government to meet the needs of returnees in Cabinda. In Namibia, UNHCR funded the drilling of three boreholes and the purchase of water equipment for the camp; incentives were also provided for three refugees involved in maintaining the water system. In Zambia, wells and boreholes were maintained and personal hygiene was successfully promoted by means of self-help groups.

ORGANISATION AND IMPLEMENTATION

Management

In Angola, only the office in Luanda was operational by the end of the year (all eight field offices had been closed by mid-1999). By year-end, staffing had also been considerably reduced and only four international and 25 national staff remained. In Namibia, UNHCR was represented in Windhoek until November, when the need to establish a presence in the north became apparent. Until two new offices could be opened, regular monitoring missions were undertaken from the capital (by one international and nine national staff as well as two UNVs). In Zambia, eight international staff, three UNVs and 35 national staff, were working in Lusaka and three field locations (with the office in Meheba focusing on Angolan refugees). In the DRC, UNHCR's presence in Matadi, Luozi, Kahemba, Lubumbashi and Kisenge ensured that Angolan refugees there were monitored and assisted. In the Republic of the Congo, staff returned to UNHCR's offices in Brazzaville, Pointe-Noire and Loukolela during the spring, enabling Angolan refugees to be monitored and assisted once again. UNHCR's offices in Angola and the DRC remained in close contact during the spontaneous voluntary return of Angolan refugees in September and October.

Working with Others

In Namibia, close co-operation was established with the Namibian Red Cross Society (and IFRC) which

launched an appeal to support UNHCR's emergency assistance to Angolan refugees. UNHCR worked together with its government counterpart and one local NGO partner, but was approached by several international NGOs for future co-operation. In Angola, UNHCR worked closely with MINARS to meet the needs of returnees. WFP provided 15.7 metric tonnes of food for more than 1.1 million people during the month of December alone. This prompted several IDPs to return to their home areas, which underscored the importance of food security. Therapeutic feeding centres were run by WFP and Médecins sans Frontières in Malange, Huambo and Kuito, leading to a decrease in malnutrition among children. Nonetheless severe malnutrition persisted (the rate fluctuated between 10 and 15 per cent of children under five). Almost half of the children attending feeding centres were from local resident families. WFP also ran Food-for-Work projects in Huambo and Mbanza Congo. The Norwegian Refugee Council ran a housing rehabilitation programme for returnees in Mbanza Congo. In Zambia, UNHCR co-operated closely with the Office of the Commissioner for Refugees/Ministry of Home Affairs as well as with a number of international and national NGOs. The success of earlier efforts to help build up the resources and expertise of national NGOs was evinced by the relative speed and efficiency of their response whenever needed. Due to a general shortage of drugs in the country, UNICEF provided a basic drug kit for Angolan refugees in Meheba.

OVERALL ASSESSMENT

Developments in Angola severely constrained the ability of UNHCR and other humanitarian agencies to meet needs inside the country. The resumption of the civil war in Angola in 1998 compelled UNHCR to suspend the repatriation operation indefinitely. Intensified fighting in 1999 caused an influx of large numbers of Angolans into neighbouring countries and made humanitarian access inside Angola virtually impossible in many areas. These developments illustrated the implacability of the parties to the conflict and increased the suffering of the civilian population. Pleas by UN and other humanitarian agencies to open humanitarian corridors went unnoticed (except in Malange where, after four months of intensive shelling, the Government agreed to open a corridor controlled by the military). However, recent political and military developments in Angola suggest that some stability has been restored in areas where the Government has



been able to re-establish local administration. This may pave the way for the resumption of the repatriation operation and facilitate protection and humanitarian assistance to returning populations.

In asylum countries, UNHCR's plan to support local integration and self-reliance for long-staying Angolan refugees was affected by the arrival of new refugees deserving protection and assistance, thus making it difficult to distinguish between the two groups. Despite this complication, cost-sharing measures were discussed with NGOs to prepare the ground for a reduction in UNHCR's assistance.

Offices

ANGOLA

Luanda

NAMIBIA

Windhoek

ZAMBIA

Lusaka

Meheba

DRC

Kinshasa

Kahemba

Kisenge

Lubumbashi

Luozi

Matadi

REPUBLIC OF THE CONGO

Brazzaville

Loukolela

Pointe-Noire

Partners

ANGOLA

Government Agencies

Ministry for Social Affairs and Reinsertion

NGOs

Accao das Igrejas Angolanas

African Humanitarian Action

Ajuda de desenvolvimento de Povo para Povo

Igreja Evangelica Reformadora de Angola

DRC

NGOs

Actions et Interventions pour le Développement et l'Encadrement social

ATLAS

Congolese Red Cross Society

Equipe d'urgence de la Biodiversité

Human Dignity in the World

IFRC

International Rescue Committee <i>Médecins Sans Frontières (France)</i> World Vision	NAMIBIA NGOs Council of Churches of Namibia Other United Nations Volunteers	NGOs AFRICARE Adventist Development and Relief Agency CARE International IFRC Lutheran World Federation OXFAM
REPUBLIC OF THE CONGO NGOs Red Cross of Pointe Noire IFRC	ZAMBIA Government Agencies Ministry of Home Affairs	

Voluntary Contributions (USD)

Donor	Income	Contribution
Italy	600,601	0
Japan	500,000	500,000
Sweden	379,394	379,394
Mainichi Shimbun Social Welfare Found. (JPN)	16,667	16,667
Private donors Japan	17	17
TOTAL	1,496,679	896,078

Financial Report (USD)

Programme Overview	Current Year's Projects		Prior Years' Projects	
		notes		notes
Opening Balance	999,379	(1)		
Income from Contributions	1,496,679	(1)		
Other Funds Available	890,835			
Total Funds Available	3,386,893	(5)		
Expenditure	2,281,040	(1) (5)		
Closing Balance	1,105,853	(1) (5)		
Expenditure Breakdown*				
Protection, Monitoring and Coordination**	676,781		54,570	
Crop Production	4,618		0	
Health / Nutrition	0		106,309	
Operational Support (to Agencies)	332,145		22,950	
Shelter / Other Infrastructure	0		8,915	
Transport / Logistics	311,263		20,875	
Water	0		17,500	
Instalments with Implementing Partners	128,819		(175,145)	
Combined Projects	0		105,072	
Sub - total Operational	1,453,626		161,046	
Administrative Support**	402,622		27,289	
Sub - total Disbursements/Deliveries	1,856,248	(5)	188,335	(6)
Unliquidated Obligations	424,792	(5)	0	(6)
TOTAL	2,281,040	(1) (5)	188,335	
Instalments with Implementing Partners				
Payments Made	592,938		2,454	
Reporting Received	464,119		177,599	
Balance	128,819		(175,145)	
Outstanding 1 January	0		250,594	
Refunded to UNHCR	0		49,035	
Currency Adjustment	0		(9,586)	
Outstanding 31 December	128,819		16,828	
Unliquidated Obligations				
Outstanding 1 January	0		1,172,691	(6)
New Obligations	2,281,040	(1) (5)	0	
Disbursements	1,856,248	(5)	188,335	(6)
Cancellations	0		984,356	(6)
Outstanding 31 December	424,792	(5)	0	(6)

* For expenditure in Namibia and Zambia, please refer to the Regional Overview for Southern Africa. For expenditure in the DRC and the Republic of the Congo, please refer to the Regional Overview for the Great Lakes.

** Includes costs at Headquarters.

Figures which cross reference to accounts

(1) Annex 1 to Statement 1

(5) Schedule 5

(6) Schedule 6