

EXECUTIVE SUMMARY

1. Review Objectives and Methodology

The objectives of the review were to:

- a. Outline the context of non-food aid humanitarian assistance in Angola, Malawi and Mozambique (AMM countries);
- b. Identify and assess the effectiveness of IHA's responsive contributions to date, and;
- c. Present suggestions and options for future IHA funding.

In addition to limiting the scope of the review to the AMM countries, the review time-frame was also confined to the three most recent funding years - 1989/90 to 1991/92. Fieldwork in Africa and Geneva, Switzerland was conducted during March - early April, 1992. In addition to visits in each of three AMM countries, briefing and de-briefing was conducted with CIDA-Harare staff in Zimbabwe.

Review activities included: document and file reviews in CIDA-Hull and CIDA-Harare; interviews with CIDA staff, staff of Canadian and other organizations funded by IHA, government personnel and bilateral aid staff of other governments in the AMM countries, and; site visits of several activities funded by IHA. Fieldwork outside of Canada included travel to Angola, Malawi, Mozambique, Zimbabwe (to contact staff at CIDA-Harare) and Switzerland. The list of contacts made during the review is presented as Appendix B.

2. The Emergency in the AMM Countries

ANGOLA. This country has experienced war for the last 30 years. The UNITA rebel organization, funded primarily by the United States, waged war on the ruling MPLA from the late 1970s until a peace accord was signed in May 1991. The years of war have resulted in more than one-half million persons dead, 400,000 refugees in neighbouring countries and at least one million persons still internally displaced.

While the peace process is still holding, the precise evolution of the situation in Angola is hard to predict, with escalating violence a distinct possibility until after the elections. Fortunately the drought affecting southern Africa is not serious in Angola this year, but basic inputs for displaced persons returning home (eg seeds and tools) are necessary.

MALAWI. Mozambicans have traditionally crossed the border into Malawi, but the pattern changed in the late 1970s when armed conflict drove large numbers of people out of Mozambique. By December 1991 the refugee numbers in Malawi had increased to 981,812, with refugees continuing to cross the border into Malawi at the rate of

5,000/month in early 1992.
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In addition to the burden of the large refugee population, formally assisted by UNHCR and IFRCs, severe drought and political unrest threaten to create a tinderbox in Malawi in 1992. Importing the additional 600-800,000 MT of corn required by the drought will severely test a food delivery system that is already under stress due to the refugees.

MOZAMBIQUE. As in Angola, this country suffered a protracted war of independence from Portugal, only to face 15 years of internal bandit war, funded by South Africa and other anti-communist splinter groups around the world. Estimates of deaths due to the conflict range as high as 900,000, nearly half children. Approximately two million people are internally displaced and another 2.5 million have been affected by the war and require assistance. The bandit war has also resulted in 1,500,000 people fleeing the country, most since 1985, making it the third largest source of refugees in the world in 1991.

The conflict in Mozambique continues despite two years of peace talks. The emergency situation will worsen this year due to severe drought in the southern regions, and war and banditry throughout the country.

3. IHA Response to the Emergency

The volume of IHA funding for emergencies in the SADCC region has varied from year-to-year and was sharply lower in 1991/92 relative to 1990/91 (CDN\$8.0 million vs \$12.0 million). The AMM countries Angola, Malawi and Mozambique – have received 80-90% of country- specific IHA funding for the SADCC region in recent years. During the last three fiscal years, IHA has provided CDN\$26.2M for the emergency in the three AMM countries: \$7.0M for Angola, \$7.5M for Malawi and \$11.7M for Mozambique.

In Angola, UNICEF and ICRC were the major recipients of IHA funding during the last three years - receiving close to 60% of the total. Four Canadian-based NGOs received over \$100,000 each for work in Angola: CARE, Programme Angola, World Relief Canada and Mission Aviation Fellowship.

Funding for Malawi has averaged CDN\$2.5M in recent years. UNHCR and IFRCs received an average of 82% of this funding to support the large contingent of Mozambican refugees in the country.

IHA funding for Mozambique has been used for non-food relief to displaced and affected populations, most of whom have taken shelter in urban and peri-urban areas due to the conflict. Unlike other AMM countries, over one-half of total IHA funding went to Canadian NGOs, CARE/COCAMO in particular (CDN\$3.4M or 30% of total).
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4. Suggested Future Response by IHA

a. **Monitoring.** While the CIDA-Harare office should continue to be consulted on IHA funding matters, the chronic nature of the emergency in AMM countries requires that the CIDA-IHA officer visit the region at least every two years. In addition, consultants (Canadian or local) should be contracted to undertake special situation reviews during years when the officer cannot visit the region.

b. **IHA Funding Criteria and Priorities.** Given changes in priorities for IHA funding in 1992/93, in which fewer reconstruction and rehabilitation activities are likely to be funded than was the case in recent years, the following suggested action by IHA is proposed:

- Prepare written orientation regarding the criteria and priorities for IHA funding in 1992/93;

- Apply criteria and priorities uniformly for all IHA funding recipients, whether international organizations or Canadian NGOs;

- Follow through on plans for an informational seminar for NGOs;

- Give special consideration to funding R&R activities in Angola in 1992/93, where the country is in transition from emergency to a more normal situation;

- Reconsider the decision for 1992/93 funding that seeds and tools constitute reconstruction and not emergency assistance;

- Require that development criteria be utilized by recipient organizations in implementing IHA-funded assistance, and;

- Liaise with the CIDA Southern Africa programme staff in Harare, as well as the NGO Division and the Food Aid Centre in CIDA-Hull, to ensure continuity of concern through the deployment of CIDA development funding for situations in transition from emergency to development.

c. **Refugees Vs Internally Displaced Persons.** IHA is encouraged to continue to interpret its mandate broadly in support of refugees and internally displaced persons alike. Support for displaced persons and destitute people in Angola and Mozambique will be an essential component in making a harmonious repatriation of refugees from neighbouring countries possible.

d. **Funding for Canadian NGOs.** Suggestions for strengthening the capacity of Canadian NGOs to respond to the emergency in Southern Africa include:

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- Make the criteria of funding for Canadian NGOs explicit;

- Suggest to NGOs that they provide IHA information on other sources of funding for proposed activities, thus clarifying the level of responsibility and risk that IHA is assuming;
 - Encourage Canadian NGOs to specialize in specific aspects of emergency support and provide funding to assist in developing this capability;
 - Encourage Canadian NGOs to assess and strengthen the institutional capacity of partner NGOs in AMM countries, and;
 - Encourage Canadian NGOs to forge working relationships with other NGOs working in emergency situations that demand a high degree of coordination.
- e. **Support for Drought Victims.** Support for drought victims in Mozambique must be closely integrated with regular support efforts for the internally displaced, but this system may prove inadequate. The ICRC is probably the only organization capable of delivering food and other life-saving support for populations living in regions of open conflict.

f. **Future IHA Priorities in the AMM Countries.** The emergency situation is multi-year or chronic in the AMM countries. While there is reason for hope that the Angolan situation will normalise after years of war, that in Malawi and Mozambique offers no immediate hope of resolution. The following are suggestions for priority funding or action by IHA:

- Assuming that the peace process in Angola continues as planned, IHA should focus more emergency assistance in Mozambique;
- Assess coordination mechanisms and activities set up to assist victims of drought during 1992/93 with a view to using these for delivering emergency assistance;

Angola

- Support for the demobilization process is essential, and is probably best channelled through UNICEF;
 - Support for a UNHCR appeal to assist returning refugees from Zaire is valid;
 - Basic inputs (eg seeds and tools) for displaced persons returning home will be necessary in 1992/93 at least;
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Malawi

- Support for refugees is necessary and will be somewhat more expensive in 1992/93 due to the drought. Specialized organizations (UNHCR, IFRC) are best equipped to meet these needs;

- Emergency relief for the local population, especially in southern Malawi near the refugee camps, is essential due to drought and severe food shortages;
- Refugee repatriation continues to be a possibility, but it is doubtful that significant repatriation will occur this year;
- IHA should monitor planning and follow-up of the York University Refugee Conference;

Mozambique

- The emergency situation will worsen this year due to severe drought in the southern regions, and war and banditry throughout the country.
- Procurement and delivery of food and other relief commodities will overshadow all other activities in southern Mozambique. Funding logistical support for the delivery of relief items is critical.
- Delivery of essential inputs such as seeds (CARE, World Vision) may be quite relevant in northern provinces in 1992/93. Regions affected by the drought will urgently require seeds when the drought ends.
- It is strongly suggested that CIDA consider extending funding for the LSU-Nampula, providing CARE-Canada presents a request that is in harmony with the CARE-International plan at the national level and that provides for a phase-out in a similar time-frame. If the emergency situation deteriorates, provision for phase-out will have to be reviewed.
- ICRC will have a key role in providing famine relief in RENAMO controlled areas and may require additional funding. The organization should be supported in its attempt to establish 'safe corridors' for ground transportation of relief supplies.

Indicative Planning Figures for IHA Funding. Given the continuing need for emergency assistance in AMM countries, it is suggested that IHA earmark indicative funding volumes for support to the man-made disasters in these countries. It is suggested that IHA earmark a total of CDN\$7.0M for assisting with man-made emergencies in the AMM countries in 1992/93, \$8.0M in 1993/94 and \$7.5M in 1994/95. Assistance due to the drought would be in addition to these figures.

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