

1. Introduction

1.1 Background

While large-scale conflict continues in many parts of the world, in some countries those long-duration conflicts, have already ceased, or are at some stage of peace-brokering (1).

The African continent have been experiencing several civil wars as well inter-country conflicts with a enormous negative impact to the population and socio-economic development of the affected countries.

Although Angola is emerging from a complex crisis created by more than 30 years of civil war, the country is facing now a complex peace transition process (2). Despite the main steps already done to achieve the long term peace in Angola, since the Lusaka Protocol, the current political and military situation in the country, is characterized by a particular stage without war and without peace.

As a result of so many years of war and disruption, most of the country's infrastructure was devastated, with destruction of health centers and schools, water supply structures with consequently deterioration in accessibility to health, education and water. Several farms, factories and transportation networks collapsed and as a result of the laying of land-mines, more land was abandoned.

Although the different peace agreements signed by the two parties involved in the conflict (MPLA and UNITA), the years of peace continue to bear many of the hallmarks of war-lack of freedom of movement, due to acts of bandits created in the main roads, divided political authority in some municipalities, shortage of food, medical services and basic education, medicines and water supply, associated with unemployment, violence, poverty, street children and prostitution (2,3).

In an attempt to rebuilt the country after several years of war, associated yet by the lack of confidence among the supporters of each party involved in almost two decades of internal conflict, the Government and the people of Angola are confronted with a giant and complex problem of transition from the emergency phase in which the country has been living during the last 30 years to a development phase. Definition of new policies and strategies within the main areas such as political, economic, social, institutional, military as well in the strategic sectors such as education, health and welfare, is one of the major task of the political leaders of the country.

In the context of the current situation, the capacity of the international community is of vital importance to the success of the transition process. Although the external assistance is fundamental to assure a smooth transition from crisis to recovery, it is also critical to warranty adequate mechanisms to articulate the collective role of the international assistance during this period. The huge contributions of the international community

allowed the United Nations Agencies and the Non-Governmental Organizations (NGOs) to play an important role in providing humanitarian assistance either during the war or in the current transition process (4).

The level of United Nations (UN) support in Angola, increased since 1985, mainly in mediation of peace, supervision of the withdraw of Cuban soldiers from the country, monitor the implementation of the peace process and assistance with food support in 1985 to 500,000 Angolans and 1.5 million people in 1988.

However, it is apparent that there are enough opportunities for synergy within the international assistance with respect to their support of a country in transition. Although it is well understood, that the transition process from conflict to peace needs a strong mechanisms of coordination of the different interventions, it is essential that the international community adapts its mode of operation to create a sustainable process to warrant peace and development.

The main experiences gained during the transition process are important to be learned and documented, to allow the future generations to understand the main roads and constraints that the country have faced to achieve the complete peace process to assure a sustainable development post-conflict era to benefit all population. Those experiences must be analyzed to identify the major problems and difficulties in order to prevent their occurrence in the future similar operations.

1.2 Objectives of the study

The main objective of this case study is to identify critical health-related factors influencing a smooth transition to development in health in Angola and make a proposal, in accordance with the contexts, how these factors could be facilitated during an emergency and in the post-conflict phase.

1.3 Geopolitical and socio-economic situation in Angola

a) Geopolitical characteristics:

Angola with a surface area of 1.276,700 Sq. is the fifth largest country in Sub-Saharan Africa, after Sudan, Zaire, Chad and Niger. It is situated on the west coast of Africa, is bordered by the People's Republic of Congo in the north; the Democratic Republic of Congo in the northeast; Zambia in the east; Namibia in the south and the Atlantic Ocean in the west.

Administrative Divisions:

18 Provinces, 163 Municipalities and 532 Communes.

Government:

Following 20 years of war, the Government of Unity and National Reconciliation (GURN) was established with MPLA and UNITA on April 11, 1997. There are 28 Ministries and 1 Secretary of State. The National Assembly is composed of 225 Deputies. There is a Joint Commission for the Implementation of the Peace Agreements, chaired by the Special Representative of the United Nations Secretary General.

Special Factors (3):

- 3.7 million people affected by the war; 1.2 million displaced people; 300,000 refugees (UN Updated Consolidated Inter-Agency Appeal for Angola, Jan-Dec. 1996);
- 70,000 amputees and 50,000 war-orphans (UNICEF, 1996);
- 12 million mines with uncertain location;
- 500,000 soldiers to be demobilized with their respective dependents;
- 70% of the sanitation infrastructure destroyed during the war;
- 45% unemployment;
- Percent of state budget for health decrease from 11% in 1995 to 3% in 1997;
- Angola is very rich in natural resources. Resources include petroleum (Cabinda and Zaire Provinces), diamonds (North/South Lunda); water.

Angola is one of the richest countries in Africa, with plenty of natural resources, with a tremendous potential for a sustainable economic and human development. The country has the second larger production in oil in the Sub-Saharan Africa, after Nigeria, being oil the principal source of economic support. Diamonds (fourth larger production in the world in value) and the water resources, warrant in a long term capacities for a sustainable development of the country if peace will be a reality in Angola.

To date, with exception of the petroleum sector, nearly all economic activities have contracted dramatically. With the resumption of hostilities in 1992, GDP experienced a

sharp fall of 24.4% in real terms. Oil production is increasing at 9% per annum and it accounts for 46% of GDP and 94% of Government revenue. Diamonds account for about 2% of GDP (a real fraction of the total diamond revenue) (5).

Among the major difficulties experienced in the economy are attributable to some factors (5): inappropriate economic policies that encouraged excessive demand, sustenance of economically inefficient production and consumption pattern created by the windfall incomes from oil and diamonds; internal trade and communications were disrupted; high military expenditure due to the war; the absorption into the military of the limited skilled labor; the lack of sufficiently skilled technicians; underdevelopment of educational system.

(b) Socio-demographic characteristics of the population

In Table 1 is summarized the main socio demographic characteristics of the Angola population. According with the last population census carried out in 1970, it was estimated the total population in 5 6 million inhabitants, excluding half of million refugees living in the neighboring countries (6). In 1997, and based on the data gathered during the electoral registration in 1992 it was estimated the total population of 12.3 million inhabitants.

After independence and during the main civil wars, a large number of people have been displaced internally from the country either from the rural to urban areas as well to the neighboring countries. It was estimated that after the peace agreement signed in 1994, Angola had approximately 1.3 million people internally displaced and 330.000 refugees.

Table 1. Socio-demographic and economic characteristics of Angola

• Total population (1997)	12,300,000.00	INE
• Urban population (1994):	32%	UNDP Human Dev. Rep. 1997
• Population with access to health services (1995):	30%	UN ACC Task Force 1997
• Annual population growth rate:	3.4%	UNDP Human Dev. Rep. 1997
• Infant mortality rate (per 1,000 live births):	195	INE/UNICEF
• Maternal mortality rate (per 100,000 births):	1,500	INE/UNICEF
• Life expectancy (1995):	Male 40 Female 44	UN ACC Task Force, 1997
• Illiteracy rate (1995):	42%	INE/UNICEF
• Population with access to drinking water (1994):	32%	UN ACC Task Force, 1997
• Population with access to sanitation system (1994):	16%	UN ACC Task Force, 1997
• Per capita GNP (US\$):	700	UNICEF, 1997
• Population living in poverty:	61%	INE, 1995
• % State Budget for health (1996)	6%	EIU, 1997
• UNDP Human development ranking:	157	UNDP Human Dev. Rep. 1997

Approximately 45% of the Angola population has less than 15 years old. According with the Multiple Indicators Survey (MICS) carried out in 1996 by the National Institute of Statistics, there is an imbalance between males and females, particularly in the age group of 20-40 years old with 92 men for 100 women, which is aggravated in the age group of 20-25 years old with 71:100 (OIM, 1996).

This fact, might be explained by the demographic impact of the war particularly among youth and adolescents killed during the civil war. Another possibility is the fact of the population might have deliberated to misinform the true number of males adolescents and youth, during the MICS survey, wondering the recruitment for the military services. Some of them have also faked the true age to prevent the recruitment to the army.

(c) Distribution and migration of the population

The current population density in Angola is 10 inhabitants by Sq.. The majority of the population lives in the coast line areas as well as in occidental plateau areas due to development focus during the colonial time. The displacement of the population as a result of the armed conflict, exarcebated the rural exodus to the urban areas, looking for more safe areas to live

It was estimated in 1994 (6-INE, 1996) that 43% of the total population was living in urban areas, comparing with 11% in 1960 and 14% in 1970 (7-Amado, Cruz & Hakker, U-1996). Today it is estimated in 50% Luanda the capital has approximately 20% of the national population, with an increase in 2 5 million inhabitants since the population census in 1970 with 480 000 inhabitants.

d) Urban and rural inequality

During the colonial period the development was mainly concentrated in the main cities (Luanda an Benguela), along to the coast line, as well as trough out the principal railways and road corridors connecting the harbors of Luanda, Lobito and Namibe with the centers of mineral production and food products.

However there were a great disparity of living conditions and provision of services between urban and rural areas. Most of the schools were located in the main cities and villages although some rural areas were supported by the church missions with primary schools and health centers.

The disparity between the rural and urban areas was aggravated by the war, being the rural areas more directly affected with serious destruction and collapse of the health centers, schools and public infrastructures, associated with the limitation of movements due to the land mines, destruction roads and bridges and limitation of movements of the

population between provinces. Consequently several villages and cities in rural areas lost the little support that had been receiving before the war.

In the last years, most of the government resources mainly financial and human, have been concentrated in Luanda and a few provincial capitals, due to the great agglomeration of population in those centers, but also due to the fact that a great number of the cities and towns in the rural areas were under the administration of UNITA, until the recent reposition of State administration (1997-1998).

During the war period (1992-1994) several public workers left the provinces to the Luanda, and a lot of them did not return. As a result the proportion of public workers in Luanda increased from 23% in 1990 to 34% in 1997 (MINTAPSS, N-1990; MAPESS, N-1997). However in 1997, 48% of the public workers concentrated only in two main provinces: Luanda (34%) and Benguela (14%) (MAPESS, N -1997). Most of the high qualified technicians are currently in Luanda. For example 60% of the medical doctors of the Ministry of Health are located in the capital.

Concerning the State budget, only 17% of the total expenses made in 1996, was related to the provinces. Of this total amount 52% was allocated to four provinces, Cabinda, Luanda, Benguela and Huila.

Donors and NGO's have also been concentrated their activities in the major provinces and towns Few have been working in the more remote areas or those provinces with more need

1.4 Scope, causes and evolution of the conflicts

(a) Introductory Note

Angola is a country colonized by Portugal since 1482. The independence of Ghana, Guinea, and the neighboring republics of Congo Brazzaville and Congo Leopoldville (current Democratic Republic of Congo) which occurred between the 50s and the 60s precipitated in a way the liberation armed fight which started in Angola in 1961.

(b) Types and evolution of armed conflicts in Angola

The **national liberation war started in 1961** in Angola targeted the Portuguese colonial regime and aimed at the self-determination of people who claimed their rights to independence after five centuries of colonization. This desire of the Angolan people was repressed by the colonial regime causing hundreds of thousands of dead and mutilated, as well as hundreds of refugees (*first generation of Angolan refugees*) seeking safety in the neighboring countries of the north and east of Angola.

This was the beginning of the first armed conflict of the contemporary times in Angola, which lasted for 14 years. The end of the war was facilitated by what can be considered to be the direct consequence of the colonial war in Angola and in the other former Portuguese colonies, that is, the revolt which took place in Portugal on the 25th April 1974. The conditions were created for the Alvor Accords which were signed on the 15th January 1975 between the Portuguese government and the three Angolan liberation movements, viz, the FNLA, MPLA and UNITA, whereby the structure of the Transition Government was instituted as well as the election mechanisms which resulted in the **independence of Angola on 11 November 1975**.

Immediately after the Alvor Accords and before the institution of the Transition Government (on 31st January 1975) contradictions and climate of mistrust began to arise between the signatories of the accords, culminating in armed conflicts in Luanda, at first between the FNLA and the MPLA on 28th March 1975. In this conflict, 68 people were killed. The latter were the first martyrs of a long and devastating civil war in which UNITA was also immediately involved, including the international community. These conflicts dragged on until **May 1991 when the Bicesse Agreements** were signed between the Angolan government and UNITA, the FNLA having given up earlier the option of civil war.

The Bicesse Agreements were the result of a long negotiation process between the Angolan government, the three powers involved in the Angolan conflict (that is the USA, the USSR and Portugal), South Africa, and Cuba which had kept a big military contingent in Angola since 1975 at request of the government.

CHRONOLOGY	
1490s	First Portuguese settlements
1961	Armed struggle for independence commences
1975	Fighting between independence movements commences Covert assistance from USA and USSR Troops from Zaire, South Africa and Cuba arrive to support factions
11 Nov 1975	Independence from Portugal MPLA proclaims itself the Government
1988-1991	UNAVEM I supervises withdrawal of Cuban troops
May 1991	Bicess Accords signed ending civil war UNAVEM II established to very implementation of Bicess Accords
Sep. 1992	Generally free and fair elections with 92% voter turnout
Oct. 1992	MPLA declared winner of elections (17 October) UNITA rejects election results and resumes fighting
April 1993	UCAH established
Sep 1993	UN Security Council imposes oil and arms embargo against UNITA
Nov 1994	Lusaka Protocol signed ending civil war;
Feb 1995	UNAVEM III established
Nov 1995	Quartering of UNITA soldiers commences
Sep 1996	Demobilization of under-age soldiers formally launched
Dec 1996	Quartering of UNITA soldiers declared complete
April 1997	Inauguration of Government of Unity and Nations Reconciliation
June 1997	Government and UNITA troops skirmish for borders areas and control Lundas
Oct 1997	New sanctions against UNITA by UN Security Council
May 1998	Movement of military from the Government and UNITA all over the country; New land-mines placed in already cleaned areas.

Angola began political changes adopting the multi-party democratic system and the market economy. These political changes culminated in the organization of general elections (29 to 30 September 1992) which the international community considered to be fair and transparent, but whose results were rejected by UNITA. Unfortunately, the **rejection of the 1992 election process by UNITA** gave way to the resumption of the most fratricidal war the country has ever gone through.

Thus, Angola experienced its **third war since the National Liberation War** (Table 1.1). This war went on until the signing of **Lusaka Protocol** in November 1994.

(c) Causes of Conflicts

The genesis of the Angolan conflicts dates back the first stages of the evolution of the nationalist conscience, and has its root in the existence of three nationalist movements under the influence of foreign powers which had opposite ideological and economic interests in Angola.

The geopolitical position of the country in relation to the latest decolonizations in Africa (Zimbabwe, Namibia) and the end of apartheid in South Africa, coupled with the huge potential of the soil and sub-soil (various mines and oil) were undoubtedly on the basis of the external appetites which put Angola in a state of siege with its feet tied as the cold war evolved.

(d) The parties in conflicts and the foreign Political Interests

The Angolan liberation war involved three nationalist movements against the Portuguese colonial regime. The lack of ideological consensus from the beginning did not allow a concerted action of the three enemy brothers while all of them admitted that the armed struggle was the most appropriate strategy to use against the old Portuguese regime.

1. The National Front of Liberation of Angola (FNLA):

The FNLA resulted from the change of the Union of the Population of Northern Angola (UPNA), was created in 1956 into the Union of the Population of Angola (UPA), followed by the mingling in 1961 of UPA with the Angolan Democratic Party (PDA). When the armed conflict with the Portuguese colonial regime started in 1961, the FNLA based its headquarters in the neighboring Democratic Republic of Congo receiving assistance of the Angolan refugees to carry on the guerrilla warfare. Ideologically, the FNLA received financial support from the USA.

2. The People's Movement for the Liberation of Angola (MPLA)

The MPLA resulted from mingling of the Africans United Fight Party (PLUA) created in 1953 with the Movement for the National Independence of Angola (MINA), founded in 1955. At the beginning, the leadership of the MPLA was composed of nationalist intellectuals, and Luanda citizens, with a national vision. Ideologically, the MPLA claimed to be a socialist, Marxist-Leninist party and was thus supported by the socialist bloc (Yugoslavia, China, Czechoslovakia) led by the former Soviet Union (USSR).

At the beginning of the armed fight in 1961, the headquarters of the MPLA was in Guinea Conakry. For reasons of accessibility, it was transferred to Leopoldville (Kinshasa) in the same year, where the party faced various obstacles aggravated by the death of Patrice Emery Lumumba.

3. The National Union for the Total Independence of Angola (UNITA)

Created by Jonas Malheiro Savimbi after his departure from FNLA where he was the Foreign Minister. Savimbi was said to be Maoist trend for having lived in China (1968-1973). The statutes of UNITA describe the party as "progressist anti-colonial". Contrary to the first two Angolan movements, Savimbi's UNITA set its headquarters

inside Angola and involved rural strata in the movement, including farmers, students, civil servants and some professionals. It established in the Central Plateau in South of Angola.

(e) Historical Context and Complexity of the Angolan conflict

The Angolan armed conflict originates from the phase of the National Liberation Fight where the national movements, namely FNLA, MPLA, and UNITA, failed to find a consensus on the strategy to use during the liberation fight for political and ideological reasons.

The Political and ideological divergence between the FNLA and MPLA quickly changed into an armed conflict quite early during the fight against colonialism. Each movement had two fronts: fight the colonialists and fight the other movement. The complexity of the internal conflict also started with the national Liberation Fight as said earlier, where material supports and political ties quickly gave way to the internationalization of the Angolan conflict, which became more obvious after independent where Americans, Russians, Cubans, Zairians and South Africans participated directly in the conflict, all alleging the proportions of the conflict.

(f) The Government of Unit and National Reconciliation (GURN)

After twelve months of negotiations, the Lusaka Protocol was signed in November 1994 by the Angolan government, UNITA, and the Special Representative of the UN Secretary General in Angola- Maître Alioune Blondin Beye, in the presence of the Representatives of the "Troika" of observer countries (United States of America, Federation of Russia and Portugal). The signing of the Lusaka Protocol laid the foundation for a long process which led the country in sustained peace, the reinforcement of the national reconciliation being one of the noble foundations of the Protocol

The establishment of GURN occurred on 11 April 1997 despite the fact that both parties continue to man illegal checkpoints and although UNITA still controlled of large areas of the country and had refused to quarter perhaps as many as 20.000 of its troops.

(g) Current Security Situation

Although several progresses have been made in last years to assure the peace process in Angola since the Lusaka Protocol, clashes between the FAA and UNITA in some provinces in the country, mainly in those areas rich in diamonds, such as Lundas, Malange, have been threatened the forward peace and have raised questions and concerns of both sides as well as from the international community concerning to bring peace to a successful completion reports from MONUA as well from the Government side verified that across much of the country the security have been quickly deteriorating.

In last August 1997, the UN agencies developed a strategy paper based on three possible scenarios.

- continuing situation with no war / no peace situation,
- return to war,
- peace process moving forward

In last October 1997 the United National Security Council imposed additional sanctions on UNITA, which resulted in UNITA severing almost all contacts with MONUA and the Government.

⇒ Based on the current situation, characterized by a volatile political and military climate, where there is no war and no peace and the trends in some provinces creates expectations to return to war, the move to rehabilitation and development programmes remains largely dependent on the re-establishment of the peace process. The funding process for the main transition programme in the country is jeopardized, because donors retained their cautious stance vis-à-vis the inconsistency in peace.

