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# 2-Way Memo

Subject: Mission Final Disaster Summary Report -  
Bas-Zaire (Report Control Symbol U-15601)

From : Ms. Nancy Fox  
FFP/PDD - 521 SA-14  
Agency for International Development  
Washington, D.C. 20523

INSTRUCTIONS	
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RECEIVER: Reply below the message, keep one copy, return one copy.	

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SIGNATURE OF ORIGINATOR
<i>Walter W. Boehm</i> Walter W. Boehm

TITLE OF ORIGINATOR
Acting Director USAID/Kinshasa

FOLD INITIAL MESSAGE FOLD

Attached please find the Mission Final Disaster Summary Report of the Bas-Zaire drought emergency. I have included additional copies of the report for appropriate distribution. A copy has been forwarded to OFDA. same day.

Thank you.

Attachment:

As stated

REPLY MESSAGE

*Send to Mary Brent  
AFR/DP  
Room 3530 N.S.*

To : *W. Boehm*  
Walter W. Boehm  
Acting Director  
USAID/Kinshasa

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MISSION FINAL DISASTER SUMMARY REPORT

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1. Statistics and Description

Country: Zaire

Estimated Dollar Property Damage:

Date of Disaster: The actual drought period (no rainfall) occurred between December 1977 - October 1978. However, the after-effects of the drought, viz. reduced agricultural production and acute malnutrition, was apparent in the drought stricken area through August 1979.

Location: Two of the sub-regions of Bas-Zaire were seriously affected by the drought. The Bas-Fleuve sub-region of Bas-Zaire is comprised of the zones of Tshela, Lukula and Seke Banza. Relief activities were concentrated in the zones of Tshela and Lukula. The Boma-Moanda sub-region and the zone of Seke Banza were later included in the CRS food distribution.

Population of Disaster Area (during drought period):

Bas-Fleuve sub-region (zones of Tshela, Lukula and Seke Banza)	-	<u>509,000</u>
Area of concentrated relief activities (zones of Tshela and Lukula)	-	406,000
Cabindan refugee population in zones of Tshela and Lukula	-	<u>40,000</u>
		446,000

Number Killed: -

Number Injured: -

Number Homeless: -

Number Evacuated: -

Number Cared for by Mass Feeding:<sup>1/</sup> Approximately 150,000 people were served in the Bas-Fleuve sub-region for the first six months of the CRS operation (CRS PL 480 Title II food). An estimated 232,000 people were served during the February-April 1980 period.

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<sup>1/</sup> Following a two-month grant plus an extension to Boma-Moanda approximately 232,000 people were served during the last three months of the CRS operations (Feb.-April 1980).

MISSION FINAL DISASTER SUMMARY REPORT -  
BAS-ZAIRE (REPORT CONTROL SYMBOL U-15601)

I. NARRATIVE DESCRIPTION OF DISASTER

A. Background on Drought:

Because of easy access and a long established link between the people of the Bas-Fleuve sub-region and the outside world, the sub-region is normally one of the most progressive in Zaire. The economy of the sub-region depends entirely on agriculture and forestry. The sub-region has a mixed forest and savanna ecology where farmers generally produce tree crops. It is an important producer of palm oil, cacao, coffee and rubber in addition to food crops. Approximately 30% of the Kinshasa food supply comes from Bas-Zaire.

The Bas-Fleuve sub-region suffered probably its worst drought of this century from December 1977 through October 1978. Production of food during the drought period as compared to the period prior to the drought fell by at least 60%. The Zaire National Nutrition Center's report on the drought recovery states that according to meteorological specialists, there are plausible hypotheses concerning the Bas-Zaire drought. A climatic hypothesis seems the most probable given the prevailing climatic conditions on the Zairian Coast. It rains in this region less than in the eastern part of Zaire, at similar latitudes. Also, the dry season is longer on the coast and the period between seasons in this region is more distinct. The particular characteristics of the coastal dry season can be explained primarily by the presence of the Benguela Stream, which cools the lowest parts of the atmosphere. This cold stream plays a fundamental role in the climatic conditions and equilibrium of the Zairian coast as well as the coastal areas of Angola and Namibia. Any deviation or change in this stream results in climatic disturbances similar to those observed at the time of the drought. Therefore, it is believed that a shift occurred in the location of the current creating drought conditions in the Bas-Fleuve. The climatic hypothesis based on deviations in the Benguela Stream also accounts for the seeming cyclic characteristics of droughts in Bas-Zaire, a phenomenon corroborated by interviews with local people. A drought, or a long dry season, was

C

Number of Buildings Destroyed: -

Other Destruction: There was a decrease of 60% in production of food crops. In addition, the extreme shortage of food during the drought period resulted in seed and premature root stock consumption. The drought also affected approximately 15% of the normal crop production to the Bandundu region.

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**NO. 1**

observed in this region in 1928 and 1958.

In addition to widespread crop failure following the drought period, flooding in the Bas-Fleuve in December, 1978, washed away most of the November plantings. It was at this period of time that the food situation became extremely critical in the Bas-Fleuve and the mission began to receive reports of some deaths allegedly linked to starvation. As a result of severe food shortages, the population was forced to eat immature root plantings and seed stocks normally reserved for the planting period. In addition, the population was obliged to eat foods considered as either taboo or improper for consumption.

The effects of the disastrous drop in food crop production reportedly were compounded by the presence of approximately 40,000 recently arrived refugees from the Cabinda region of Angola. Originally, most of these refugees settled around the border of Cabinda in northern Tshela. Inasmuch as Tshela is one of the most densely populated zones of the Bas-Fleuve and was severely affected by the drought, Zairians in this area reportedly faced even more serious food shortages. Mission hospitals in the area reported treating large numbers of Kwashiorkor and Marasmus cases (Refugees and Zairians). Doctors in the area also reported that many children died of acute malnutrition during this period. Kwashiorkor and Marasmus are diseases usually associated with severely malnourished children under 5. However, medical personnel in the area reported treating unusually high numbers of women suffering from Marasmus, a fact which underlines the severity of food shortages.

It is important to note that UNHCR was already working in the area resettling the Cabindans in camps and providing emergency food and medical assistance to the refugees. In effect, only the refugees were receiving systematic food assistance during the most critical period of the famine.

Concerning local response to the drought, the Zaire National Nutrition Planning Center reported that agricultural activities were actually increased and improved as a result of the drought. Farmers worked harder and extended their land usage. It was also noted that many young men and women returned to their villages from urban areas to help

with the stepped-up agricultural activity. The following agricultural improvement measures reportedly were taken by the GOZ to increase local food production and to insure a regular food supply to the population:

1. Strengthening of agricultural personnel at the zone and village level,
2. Strengthening traditional systems of crop storage,
3. Creating community farms at various levels.

There were no observed changes in agricultural mechanization; methods remained traditional for the most part. According to interviews there was no significant migration from Tshela and Lukula following the drought.

B. Response to Drought/Famine:

The first official GOZ request for assistance was by a letter dated July 27, 1978, from the Prime Minister to the UNDP. The GOZ requested assistance for the Kinshasa area as a result of the drought in Bas-Zaire. Subsequently a food relief program was negotiated for the Bas-Zaire region and an agreement was signed on October 18, 1978 between the GOZ Executive Council and the UNDP on behalf of WFP. The total amount of the agreement was for \$1,654,000. Since the UNDP has no operational capacity itself, the Department of Rural Development was charged with coordinating the food distribution. The GOZ agreed to allocate \$400,000 equivalent in Zaires to administer the program. Pursuant to the agreement WFP shipped 3,040 MT maize (gift of Saudi Arabia), 430 MT beans, and 500 MT dried milk to Zaire. The maize arrived in Boma and Matadi in December, 1978 and the beans and milk in January - February 1979. In addition, the Dutch government donated 500 MT beans, 500 MT milk and 85 MT canned fish valued at \$1,000,000 for distribution with WFP foods. Because of inexperience and lack of management competence, the GOZ did not begin distributing WFP commodities until April 1979. Of the Dutch contribution, 650 MT were destined for the drought victims and 435 destined for UNHCR.

In addition to the Prime Minister's request for assistance, the Department of Rural Development requested emergency intervention by UNICEF in July of 1978 for the drought victims in Bas-Zaire. In response, 111 MT of dried milk (gift of EEC) was flown to Kinshasa in August, 1978

for distribution in Bas-Zaire. Most of this shipment was distributed in the Bas-Fleuve region. Other UNICEF shipments of milk (approx. 1,309 MT) arrived by ship and were distributed through the end of 1978. UNICEF also distributed medicines during this period. UNICEF's prompt action signalled the beginning of emergency assistance to the Bas-Fleuve drought victims inasmuch as they apparently were the first agency to arrive on the scene with food and relief supplies for the drought victims.

In October, 1978 the International League of Red Cross sent a physician-delegate to Bas-Zaire to assess the severity of the nutrition problem. The Licross M.D. reported a developing famine situation which required immediate interventions. After contacting the GOZ Ministry of Health and representatives of the United Nations agencies (including WFP), the Licross M.D. made additional recommendations for assistance that were approved by the Zairian Red Cross and the League of Red Cross Societies. The recommendations included a feeding program for 50,000 people over a period of 4 months.

In response to the Licross M.D.'s survey recommendations, the League made an international appeal for contributions under an emergency program for drought victims. By January, 1979, Sweden, Norway, Switzerland, the Federal Republic of Germany, Denmark, the Netherlands and the EEC had pledged donations of food, medicines and vehicles. Licross focused their operations around the Mbata Mbenge area. A 3-man team consisting of a physician, nurse and logistician was fielded to supervise the receipt and distribution of an estimated 1,200 MT of food and medical supplies. Licross operations began in March, 1979 and terminated on June 24, 1979.

As noted above, the Mission received several reports on the critical food shortages in Bas-Zaire during the fall of 1978. In an effort to assess the severity of the reported famine, USAID requested the Zaire National Nutrition Planning Center and the Tulane University Contract Nutrition Team in mid-November to temporarily interrupt their normal project activities to conduct an evaluation of reports of famine conditions in Bas-Zaire and make recommendations for appropriate action.

In November, the Zaire National Nutrition Planning Center organized a survey team to assess the extent of the drought in Bas-Zaire. The 26-person team included 4 U.S. technicians (Tulane University Contract Team) working with the GOZ Nutrition Center and one U.S. technician (USDA/PASA) working with the Research Office of the Department of Agriculture. Aspects investigated during the 3-week multi-disciplinary study of the problem included crop examination to determine the level of agricultural production, anthropometric measurements to determine prevalence of protein energy malnutrition and medical examinations. Study results showed that agricultural production was reduced throughout Bas-Zaire during 1978 with the drought having its greatest impact in the West toward the coast, with the impact diminishing to the east. In addition, the study included a random survey of 1,277 children in 39 villages in Bas-Zaire. The survey indicated that acute malnutrition was prevalent throughout the area but most severe in the 2 zones of Tshela and Lukula. The percentage of children suffering from edema (Kwashiorkor) and/or below the acute undernutrition threshold (Marasmus), were 26.0% and 21.1% respectively for the two zones.

The study provided data that justified an immediate increase in assistance to the sub-region by the donor community as well as recommendations for interventions; viz., quantities and types of food and seeds that should be distributed in the two areas. After having reviewed the results of this investigation of nutritional consequences of the drought, Dr. Kabamba, Director of the GOZ Nutrition Planning Center, informed USAID's Director by letter that he considered the situation to constitute a state of emergency for the zones of Tshela and Lukula. Moreover, Kabamba advised that he had recommended to his government (GOZ) that they formally declare these two zones to be in a state of emergency.

On January 25, 1979 a state of emergency in Bas-Zaire was declared by Ambassador Walter Cutler. The Ambassador's determination was based on the letter received by USAID from Dr. Kabamba. Accordingly, the Ambassador requested USG assistance of \$100,000 be made available to the League of Red Cross Societies in Geneva in support of their efforts in the Bas-Zaire region.

During the period January-August, 1979 the Bas-Fleuve sub-region was the recipient of emergency relief assistance from many sources including inter alia USG seed assistance. USAID purchased and distributed from an OFDA allotment approximately 494 MT seeds (corn, vegetable, beans) during the period March - August, 1979. World Vision International, the Government of Belgium, GOZ and FAO also distributed seeds in the sub-region during this period.

It is generally the case that measles epidemics occur in famine situations, in particular causing a higher death rate for children under five. This was the case in Bas-Zaire. Between April 5 and May 17, 1979, the USAID's CDC/PASA Endemic Disease Project advisor directed a measles vaccination program that covered the two zones of Tshela and Lukula. Approximately 24,700 children were vaccinated in the area. A total amount of \$22,875.82 was expended from the Ambassador's International Disaster Assistance account for the vaccination program. The GOZ financed the salaries of the vaccination team members and other administrative costs.

In an effort to achieve a greater outreach in the area, it was agreed that the CDC/PASA vaccination team would cover villages in the western part of Tshela and Lukula, and an American medical missionary would vaccinate in the eastern Sector. However, IRC physicians working in the area later discovered that the medical missionary had not vaccinated the target population throughout his designated area. Consequently, IRC physicians quickly surveyed the area, and began a vaccination program during the late May-June period. According to IRC personnel, measles were almost completely eradicated in the area by November 1979.

The International Rescue Committee (IRC) has been working in the Bas-Fleuve sub-region since late 1976. Their original role was to provide emergency medical assistance and food relief to an estimated 15,000 Cabindan refugees located within the 20 Km zone adjacent to the border of Cabinda. Following the drought and the ensuing critical "hungry period," it became evident that the condition of the refugees was gradually improving due to systematic food and medical assistance. Whereas the Zairian's plight remained grave. Accordingly, IRC was given a grant of \$398,000 from OFDA to implement an emergency medical assistance program

to the drought/famine victims in the zones of Tshela and Lukula from the period May 1, 1979 - April 30, 1980. IRC later received a three-month extension to the grant until July 30, 1980.

Following recommendations made by the Nutrition Survey team re appropriate food distribution interventions in the Bas-Fleuve, Catholic Relief Service (CRS) was given an OFDA grant totaling \$1,059,235 to cover operational expenses from the period June 1, 1979 through February 29, 1980 to implement a 10-month emergency PL 480 Title II family food distribution program for the zones of Tshela and Lukula. The grant later was amended to include the zones of Moanda, Boma and Seke Banza and was extended an additional two months.

The original Annual Estimate of Requirements (AER) called for 3,000 MT NFD, 750 MT VegOil and 11,250 MT SFB to feed approximately 150,000 people in Tshela and Lukula. However, because of decreasing need in the area due to recovery from the drought, CRS only distributed approximately 10,280 MT. CRS operations in the Bas-Fleuve terminated May 2, 1980.

#### C. DROUGHT RECOVERY

##### 1. Recovery of the Nutritional Status of the Population

To monitor more closely and regularly the improvement in the nutritional status of the Bas-Fleuve population following the drought, USAID approved a monitoring proposal presented by the National Nutrition Planning Center in the summer of 1979. The team was able to observe systematically children in 28 villages of the area including 18 of the original 39 studied in November/December 1978.

In late November 1979, the comparative results of the Baseline Study completed in November-December 1978 and of the monitoring in Bas-Zaire for August, September, and October 1979 were made available to USAID. The following is an excerpt from the report:

Time	Place	No. of Areas	No. of Children	% w/Edema or Below AUT (Kwashiorkor/ Marasmus)
Baseline	Tshela	12	359	26.0
(Nov-Dec 78)	Lukula	9	231	21.0
August 1979	Tshela	17	964	6.1
(Monitoring)	Lukula	11	459	6.3
Sept. 1979	Tshela	17	860	5.0
Monitoring	Lukula	11	334	4.5
October 1979	Tshela	17	865	3.7
Monitoring	Lukula	11	327	3.4

It can be seen on the basis of the foregoing statistics that, with respect to Kwashiorkor/Marasmus in Tshela and in Lukula, there were 76% and 70% decreases in the two zones respectively from December 1978 to August 1979. It is believed that this recovery in nutritional status was due to the following:

- A. Substantial harvesting of immature cassava
- B. Child mortality
- C. An increase in the planting of short-term crops (beans and peanuts) due to seed assistance. Substantial quantities of seeds were distributed in the Bas-Fleuve area by the donor community during the period Feb-Sept. 1979.

It is believed that most seeds received were planted, although some were eaten. There was harvest of short-term crops in January and one from May-June. (Long-term crops are harvested year-round)

D. It is important to note that the Bas-Fleuve sub-region was the recipient of emergency food from many sources during the Dec - Aug recovery period. According to the Nutrition Survey team, by October, 1979, 85% of the total population in the zones of Tshela and Lukula had received food from CRS.

As for the impact of the CRS family distribution program on the improved nutritional status of children, this cannot be statistically assessed with the data available. As indicated in the foregoing table, children had already reached the halfway point in their overall recovery when CRS began food distribution in August, 1979.

## 2. Recovery of Agricultural Production in the Bas-Fleuve

In September, 1979, a mission was undertaken by Cit. Burhama and Dr. John Schamper of the USDA/PASA Team, to assess the recovery of the agricultural output in the Bas-Fleuve sub-region. The study confirmed reports of substantial harvesting of immature cassava. Local authorities expressed concern over the premature harvesting as the practice obviously can reduce total yields. Accordingly, local agricultural agents were instructed to forbid farmers to harvest immature cassava.

Information received during the study supported the hypothesis that cassava production for 1979 was at the 50% of normal level. Production of cassava was predicted to normalize during the May-October 1980 period and, in fact, a bumper crop was reported.

Plantain and cassava accounts for about 60% of food crop production in the Bas-Fleuve. In this connection, it is important to note that information obtained during the study suggested that the 1979 plantain production was a near total loss (10%-20% of normal production). The hypothesis that most plantain plants in the sub-region were irreparably damaged by the drought cannot be dismissed. If this, in fact, was the case, normalization output could be as late as fall, 1981 since some plantain shoots require 3 years to become productive.

The September field mission confirmed that seasonal crop plantings increased, especially during the second half of the 1979 crop year. As previously noted farmers received seed assistance from various sources which also had an impact on the drought recovery. It is the general consensus that of the seeds distributed, the bean seed was the most appreciated.

The following ranges, in terms of percent of normal, were developed during the mission to express crop estimates for the 1980

agricultural year:

Crop or Class of <u>Crop</u>	1980 Production	
	% Normal	
	<u>Low</u>	<u>High</u>
Cassava	60	70
Plantain	30	40
Medium maturity	110	120
Short maturity	110	120

## II. RECAPITULATION OF RELIEF OPERATIONS

### A. Government of Zaire:

Apart from the GOZ's role in administering the WFP food distribution, the GOZ purchased and distributed 162 MT of corn seed during the period Feb - March, 1979 and 40 MT bean seeds during the month of September, 1979. The seeds were distributed throughout Bas-Zaire.

### B. Government of U.S.A.:

As requested by the USAID, the Nutrition Planning Center made several recommendations for relief interventions in the Bas-Fleuve. Seeds for short maturity crops normally grown in the Bas-Fleuve were recommended. Accordingly, USAID purchased and distributed the following quantities of seeds from its OFDA emergency allotment:

<u>Description</u>	<u>Date</u>	<u>Cost</u>	<u>Transportation</u>
8 MT corn seed from Mbuji Mayi by air	March 79	\$ 8,000.00	\$ 3,647.84
50 MT corn seed from Kenge (PLZ) by surface	March 79	z150,000.00	z 17,000.00
18 MT vegetable seeds from U.S.	May 79	Donated	z 3,750.00 z 4,480.00
18 MT Mexican bean seed from Kenya by air	May 79	\$ 31,482.00	z 4,178.00
400 MT bean seeds from U.S.	Aug. 79	\$100,204.00	Provided under CRS grant

The 58 MT corn seed, 18 MT vegetable seed and 18 MT bean seeds from Kenya were distributed under the supervision of the Procure de Boma through Catholic, Protestant and Kimbanguist missions identified by the Bas-Fleuve Ecumenical Committee. The Committee discharged its responsibilities well, as they were able to identify the specific areas most in need of seed.

It was estimated that 25% of the vegetable seeds were sold in local markets but these were usually the unfamiliar varieties. Each sack of seeds contained 12 packets consisting of the following varieties: bean, mustard greens, spinach, Swiss chard, cabbage, collard greens, kale, lettuce, okra, turnips, onions and tomatoes. Some of the vegetable seeds did not seem to do well in the more remote villages as people neglected to water plants and were also unfamiliar with various types and their preparation and care. Seeds planted within religious mission compounds appeared to do extremely well.

Concerning the Mexican bean seeds airlifted from Kenya, it was noted that the plants did very well. Since the seeds had been treated, all seeds were planted.

The 400 MT mixed bean seeds (200 MT navy, 100 MT black-eyed peas and 100 MT lima) were distributed by CRS through the same religious missions which were serving as distribution centers for the CRS PL 480 Title II food distribution.

The mixed bean seeds distributed in August were non-toxic; therefore a substantial quantity of the seeds were eaten. CRS representatives estimate that 25% of the allotment was consumed. However, USAID personnel, after having visited several villages at random, estimated closer to 40% was consumed due to the following factors:

- 1) Since the emergency program was designed to be a "family distribution," the quantities of seed (and food) received per family varied depending on the distribution center. For example, a USAID food monitor reported that rations received per family often varied from 1 cupful to 2 Kgs. When small quantities were received, the villagers were more inclined to eat the seeds.

2) A large number of distribution centers were not informed by the Ecumenical Committee that they were to instruct villagers to plant the seeds. Often those charged with the distribution thought that since the seeds were non-toxic (unlike the Kenyan seeds) they were meant for human consumption.

3) Due to the fact that CRS PL 480 Title II food distributions had only begun, many villagers were still facing severe food shortages. The following tables reflect the USG emergency aid to the Bas-Zaire drought victims for the period CY 1978 and CY 1979 as well as the status of OFDA funding allocated for the emergency as of June 30, 1980:

<u>U.S. Government Emergency Aid to Bas-Zaire for Drought/ Famine Relief for Period CY 1978 and CY 1979</u>	
1. Grant to IRC for emergency health care to drought victims	\$ 398,000
2. World Food Program contribution from U.S. Government for Zairians stricken by drought conditions in Bas-Zaire	<u>1/</u>
3. Grant for the International League of Red Cross Societies (LICROSS) for Zairian Relief Program in Bas-Zaire	100,000
4. Grant to the Catholic Relief Service for assistance to Zairians stricken by drought conditions in Bas-Zaire	1,059,235
5. Public Law 480 Title II through the Catholic Relief Services for Zairians stricken by drought conditions in Bas-Zaire (including shipping costs)	4,731,910
6. Grant for Measles Vaccination Program in Bas-Zaire (Ambassador's authority)	22,876
7. USG contribution for emergency seed purchases and distribution in the Bas-Zaire	<u>143,334<sup>2/</sup></u>
TOTAL	\$6,455,355

1/ The World Food Program (WFP) has provided \$1,654,000 for Emergency Relief in Bas-Zaire. The U.S. Government contributes 25% of the WFP budget. The foods are funded or supplied in this particular instance by other donors.

2/ Approximately Z179,408 was spent for local trucking costs and in country corn seed purchases.

EMERGENCY RELIEF PROGRAM

Status of OFDA Funding as of 6/30/80

1. Ambassador's Authority for Measles Vaccinations		\$ 25,000.00
Expended through 6/30/80		<u>22,875.82</u>
Balance Available		<u>\$ 2,124.18</u>
2. AID/Washington held allotment for procurement by Mission of vehicles and spare parts	<u>1/</u>	\$ 112,000.00
Expended from 6/30/80 as follows:		
By USAID/Kinshasa	\$ 12,375.21	
By AMEMB/Brazzaville	<u>105,160.36</u>	<u>\$ 117,535.57</u>
Over-Expended		<u>\$ ( 5,535.57)</u>

1/ Grant to CRS provides for \$112,000 to cover the cost and spare parts of 4 vehicles. Total grant \$1,059,235 as follows: Salaries 208,300, occupancy 82,500, office expenses 13,100, Travel 536,132, overhead 67,203, logistical assistance 40,000, vehicles and spare parts 112,000. Adjustments among the line items are unrestricted.

Breakdown of above expenditures as follows:

AMEMB/Brazzaville

Two Izuzu TSD 40	\$ 50,797.25	
Spare parts, above	8,093.38	
One Toyota FS-55 Station Wagon	18,769.81	
One Toyota HJ-45 Diesel	18,750.88	
Spare parts, above	8,982.62	
Transportation of 3 vehicles from Brazzaville	209.62	
Refund for non-delivered spare parts	( 443.20)	<u>\$ 105,160.36</u>

USAID/Zaire

Transportation of vehicles from Brazzaville	70.33	
Fuel for vehicles	58.20	
Spare parts and tires for trucks	234.99	
License plates for trucks	66.67	
Construction of bodies for trucks	11,896.00	
Travel expenses for 2 employees to pick up vehicles	<u>49.02</u>	<u>12,375.21</u>
Total cost of procurement of vehicles		<u>\$ 117,978.77</u>

3. USAID/Zaire held allotment

established for local purchase of seeds	\$ 500,000.00	
Allotment decreased by	<u>303,114.59</u>	
Net amount allotted to Mission		\$196,885.41
Disbursed to 6/30/80		<u>169,808.25</u>
Unliquidated Balance		<u>27,077.16</u>

C. INTERNATIONAL ORGANIZATIONS

1. World Food Program

Although UNDP would have preferred to have the UNHCR (already working on the relocation of Cabindan refugees in Bas-Zaire) handle the distribution of WFP foodstuffs, the UNHCR refused on the grounds that non-refugee assistance is outside their mandate.

The WFP program was designed to provide food for 30,000 women and 109,000 children over a period of 3 months. The value of the WFP aid is estimated at \$1,654,000. As already reported, the bulk of the WFP food arrived in December-January. However, due to lack of a) coordination, b) experience in the domain of emergency food distribution and c) funds, the GOZ didn't begin distribution until April 1979.

Due to lack of movement of foods into the emergency area, WFP, Rome sent, at the instigation of the USAID advisor, Mr. Cardinaux and 2 Swiss volunteers to assist in solving the logistic problems and establish a distribution network.

During the period mid-February through mid-April, several meetings were held with the Secretary of State of Rural Development, UNDP ResRep, the WFP consultant and USAID in an attempt to help the GOZ coordinate the program. Action was promised by the GOZ several times during the course of these meetings but still the WFP food did not move. Due to budget constraints within the Department of Rural Development, USAID, working with Plan and UNDP, agreed in March 1979 to make Z350,000 from counterpart funds available to transport the food. Still the foods did not move because the Department of Rural Development did not issue the necessary authorizations. Because of growing frustration over the prolonged storage of WFP foods, USAID requested the Red Cross (already working in the area) to take over the responsibility for the distribution of WFP foods. Red Cross refused, as their mandate only called for short-term emergency relief distribution and they were not interested in extending their period of operation. USAID also investigated the possibility of CRS taking over the handling of WFP foods. Though WFP was willing to work with CRS, CRS refused because they did not want to work through GOZ channels.

As a result of the inordinately long storage period at port warehouses, 800 MT corn was declared unfit for human consumption. Consequently, a contract was signed with Bralima (National Brewing Co.) to purchase the 800 MT corn

at \$600/MT. Proceeds from this sale were used to purchase 7,000 sacks of flour and 40 MT beans.

Recognizing the lack of coordination and organization demonstrated by the Department of Rural Development re distribution of WFP commodities, the UNDP ResRep proposed to the Conseil Executif that a permanent National Emergency Coordination Committee be instituted to handle all in-country catastrophes. The emergency committee would function under the auspices of the Department of Rural Development. On May 14, 1979, by government mandate, the Commissaire d'Etat a l'Agriculture et au Developpement Rural created a Comite de Coordination des Aides d'Urgence pour la Secheresse au Bas-Zaïre. The committee was empowered to coordinate and assess GOZ and other food contributions as well as supervise relief efforts in the area. The Committee was later mandated to address all in country disasters. The first mission of the 2 permanent members of the Committee was to assist the two Swiss Volunteers (WFP) in an effort to ensure a harmonious WFP food distribution operations.

Representatives from the Committee reported that they also coordinated the distribution of WFP 7,000 sacks of flour and 40 MT beans (purchased from proceeds of spoiled corn sold to the Bralima brewery.) In addition, they reportedly distributed 100 MT rice (which was sold), 1,000 Kg medicines and 400 MT wheat donated by the Government of India. Information on the effectiveness of the Committee's efforts is inconclusive.

In June, 1979 the Bas-Fleuve sub-regional commissioner and WFP officials met in Boma to discuss ways to accelerate the distribution of WFP commodities. The following points were agreed upon at the meeting.

1. Reception committees would be formed at the collectivité level.
2. Food would be distributed in 5 Kg sachets instead of sacks.
3. Beneficiaries would be informed of quantities to be received in advance.

The GOZ distributed the WFP food to hospitals, schools, rehabilitation centers and to religious missions for indigent families.

To ensure a more equitable distribution the Committee reportedly coordinated their distributions with LICROSS and UNICEF, also working in the area at the time. The following arrival and distribution charts of WFP commodities were provided by the Department of Rural Development.

Additionally, the Comite de Coordination working under the Department of Rural Development sold 100 MT rice (gift from India) to the aforementioned institutions. With the proceeds from this sale, the Committee purchased and distributed corn seeds and cassava cuttings.

According to the Department of Rural Development's final report, the WFP emergency program terminated on October 15, 1980 even though the distribution of commodities ended in September.

## 2. UNICEF

Pursuant to the first emergency distributions of the airfreighted milk (August - September 1978), UNICEF organized a distribution network for its other food and medicine relief assistance. UNICEF coordinated its program with regional authorities and the Department of Rural Development. Most of the UNICEF commodities were stored in warehouses in Boma and Matadi.

One of the primary concerns of the UNICEF program was to address the health situation of the drought victims, especially mothers and children.

UNICEF medicines and food were sent to hospitals and maternities at Kangu, Kwimba, Kizu, Lukula, Mbata Mbenge and Kionzo. All of the aforementioned hospitals are located in densely populated areas. These hospitals also recorded treating extremely large numbers of Kwashiorkor and Marasmus cases. The Mission hospitals would in turn supply satellite dispensaries with the donated medicines.

The following tonnages were distributed by UNICEF in Bas-Zaïre from the period November 1978 - May 1979:

Garden Tools	-	2 MT
Cooking Utensils	-	2 MT
Milk	-	1,420 MT
Hospital Equipment	-	1 MT
Medicines	-	11 MT
Wheat Flour	-	1,000 MT
Butter Oil	-	130 MT
K-Mix - II (high protein cereal)	-	10 MT

The milk and butteroil were gifts from the EEC. The Swiss government donated the 1,000 MT wheat flour.

Since the people in Bas-Zaire were unfamiliar with butteroil, UNICEF had 893 MT of the wheat flour and 66 MT butteroil made into soja biscuits (locally). Of the resultant 208 MT of biscuits, 167 MT were distributed in Bas-Zaire; in particular to primary schools and nutrition rehabilitation centers.

UNICEF officials report up to 9% losses and spoilage of commodities in Matadi and Boma. A large part of the losses are attributed to lack of port security.

In addition to its Bas-Zaire distribution, UNICEF also gave soja biscuits, milk, K-Mix-II and butteroil to various institutions in Kinshasa as its population also was affected by the drought to a certain extent.

### 3. International League of Red Cross Societies (LICROSS)

The Zairian Red Cross sent fifty of their workers to the Bas-Fleuve to assist in the distribution of the LICROSS donated commodities. Most of the workers worked under the supervision of Mr. Kvall, the LICROSS logistician. Since villagers were unfamiliar with the preparation of farine de poisson, Red Cross workers demonstrated preparation methods for unfamiliar foods on-site in the villages.

Instead of distributing foods through an intermediary (Missions, GOZ officials, etc.), Red Cross controlled the distribution themselves to the end recipient level. In order to reach the neediest families, Red Cross personnel worked closely with the Chefs des Collectivites.

Five trucks were rented in Boma where commodities were moved inland from the main depot. Commodities were distributed in the zones of Tshela, Lukula and Seke Banza.

The following list of LICROSS donated commodities for victims of the drought was provided by the Zairian Red Cross:

Switzerland	-	730 Kg of medicines (\$65,000) 4 cartons hospital equipment 2 cartons cots
Germany	-	2 Landrovers
Britain	-	12 cartons of medicines
Sweden	-	100 MT farine de SEF
Japan	-	1.5 MT medicines
Norway	-	50 MT fish flour 1 Peugeot Station wagon
Finland	-	76 Kg medicines
Netherlands	-	311 Kg medicines
France	-	20 first aid manuals 5 first aid kits
EEC	-	700 MT wheat flour 137 MT rice 100 MT powdered milk
Australia <sup>1/</sup>	-	18,910 Swiss Francs (approx. \$11,190)
Denmark	-	10,000 Swiss Francs (\$5,900)
U.S.A.	-	165,000 Swiss Francs (\$97,633)
China	-	50,000 Yen (\$239)

1/ Based on March 1979 rate of exchange:

Swiss Franc - 1.69 = \$1.00

Yen - 209.3 = \$1.00

LICROSS reported minimal inland losses.

4. FAO

F.A.O. purchased and distributed 55 MT bean seeds in Bas-Zaire. The bean seeds were flown in from Kenya.

5. United Nations High Commission for Refugees (UNHCR)

The UNHCR program for the relocation of Cabindan refugees began in late 1977. Although UNHCR was not directly involved with emergency assistance to drought victims, in view of the severe shortages of food following the drought, it did distribute some food to Zairian villagers and hospitals in Lukula, Qwimba, and Kangu. The recipient hospitals were those which had been treating large numbers of Cabindans during the exodus period.

D. U.S. VOLAGS

1. International Rescue Committee (IRC)

As previously noted, IRC was requested to implement an emergency medical program for drought victims in the zones of Tshela and Lukula in April 1978.

In reorienting its approach to include the general population, IRC assigned 3 physicians and a Public Health specialist (American) to the area: a pediatrician (Zairian national), epidemiologist (Haitian) and a Rural Health specialist (Haitian). USAID purchased with OFDA funds, 3 vehicles in Brazzaville for the expanded program. Upon termination of the program, the vehicles will be turned over to the GOZ Ministry of Health for use in ongoing AID programs.

The physicians, in addition to engaging in curative medicine, are conducting recycling training of the paramedical personnel of local GOZ dispensaries in an attempt to upgrade the level of training for the area. At Kizu Hospital, IRC physicians, on a rotating basis, conduct practical and theoretical instruction including diagnostic, ward, and laboratory work for selected medics and nurses from rural dispensaries. The graduates of the training courses are supervised at their assigned dispensaries by IRC doctors..

In addition to training activities, IRC has vaccinated against measles, polio and tetanus throughout the 2 zones.

Throughout the program the emphasis has been placed on dispensary work, especially maternal child health care.

As of May 20, 1980, the IRC medical team was supervising 35 rural dispensaries; "under five" clinics have been established in 26 of them. More than 10,000 children are enrolled in this program, which includes health education, medical care, immunizations and referral services.

Since the beginning of the program, IRC has encountered no loss or pilferage in the receipt and distribution of the airfreighted medical supplies.

A portion of the medical supplies are used by IRC physicians in connection with their work and remaining supplies are distributed to GOZ and Red Cross dispensaries, as well as religious mission hospitals.

The IRC dollar contribution to the program equals approximately the total of the OFDA grant.

IRC is currently the only U.S. voluntary organization still operating in the area. USAID and IRC personnel presently are working on a plan for institutionalization of the mobile medical outreach program upon termination of the project.

## 2. Catholic Relief Service (CRS)

During the period August, 1979 thru April, 1980 CRS distributed approximately 1,846 MT NFD, 7,892 MT SFB and 542 MT soybean oil (PL 480 Title II commodities) to drought victims in the Bas-Fleuve. The plan of operation called for a family food distribution scheme in the zones of Tshela and Lukula.

CRS, working with Caritas, was able to import all commodities into Zaire duty-free as stipulated in the original CRS-GOZ agreement in 1961. The agreement signed between Oeuvres Mama Mobutu (GOZ organization responsible for nationwide charitable activities) and CRS in 1961 was still valid for this program.

NOTE: CRS had a countrywide program in Zaire from 1961-1975. According to CRS reps, they closed down their operations because of difficulties encountered in administering the program.

Four vehicles and spare parts were purchased by USAID in Brazzaville. Upon termination of the program the vehicles are to be turned over to USAID until such time as a proposed FY 81 CRS National Program is implemented.

CRS worked in coordination with the Bas-Fleuve ecumenical committee consisting of Protestant, Kimbanguist and Catholic representatives. The Committee was charged with informing the various religious missions serving as distribution centers as to the arrival of commodities so that adequate workers would be on hand to unload trucks. It also was their

responsibility to advise religious mission staff on the administration of a family food distribution scheme, e.g., rations per family.

Moreover, the committee met prior to the arrival of each shipment of commodities to determine percentages of foodstuffs and seeds to be allocated to various Protestant, Kimbanguist and Catholic missions.

According to CRS representatives, approximately 1,000 MT of commodities per month were transported from warehouses to distribution centers with a fleet of 6 Transmac trucks (25 MT) and 20 (5-6 MT) trucks rented from private entities. Commodities were stored in two warehouses in Boma and two upcountry. The following is a breakdown of personnel employed during the period of CRS operations:

- 1 expatriate director
- 2 end-use checkers
- 4 drivers
- 1 secretary-bookkeeper
- 4 warehouse managers
- 1 port representative
- 20 counters
- 11 watchmen
- 1 cleaner

Due to the severity of the drought, several missions opened rehabilitation or feeding centers for children suffering from Kwashiorkor and Marasmus. CRS gave special allocations of commodities to 10 of these feeding centers. At the time of this writing most of these centers are closed down and remaining stocks of bulgur and non-fat dried milk at distribution centers are being used to feed patients at mission hospitals. A random survey of recipient villages by USAID FFP monitors showed that quantities received per family varied considerably. In this connection, it should be noted that most religious missions serving as distribution centers were unaccustomed to distributing large quantities of food, often lacking adequate personnel, storage facilities and general know-how. However, these missions should be commended for their efforts, inasmuch as a distribution program of this size required much time and hard work. Cooperation of the missionaries and the use of their infrastructures was excellent.

Due to the fact that the CRS program was of an emergency nature, normal reporting procedures were waived. For example, CRS only completed one monthly commodity status report which shows internal losses. Therefore, CRS representatives relied on warehouse inventories to determine the number of sacks lost, stolen or damaged during storage and internal transport. Independent surveyor's reports were completed for each shipment, and the CRS representative stationed in Boma provided the Mission with timely quarterly reports and distribution lists. The following tables reflect ocean and inland losses as well as total tonnages and CCC value of CRS commodities imported for the program.

CRS PL 480 Title II Commodity Losses As Reported by Independent  
Surveyor Upon Discharging at Port of Boma

	SFB	NFDM	SOYOIL
<u>DELTA PARAGUAY</u>			
July 13	Shortlanded	10	0
B/L 5,526 units oil	empty	28	2
8,167 " NFDM	torn	8	40
<u>PISHTAZ IRAN</u>			
August 24	Shortlanded	135	15
B/L 33,975 units SFB	empty	136	30
14,308 " Oil	torn	74	13
<u>KORLE LAGOON</u>			
October 6			
B/L 126,000 Units SFB	Shortlanded	960	536
40,752 " NFDM	empty	136	60
	torn	197	278
<u>BENYA RIVER</u>			
November 24	shortlanded	312	
B/L 15,337 units NFDM	empty	33	
	torn	10	
<u>MBANDAKA</u>			
January 1	shortlanded		32
B/L 5,974 units oil	empty		22
	torn		23
<u>JOHANNA U</u>			
B/L 15,105 units NFDM	shortlanded	2	86
60,000 " SFB	empty	24	2
	torn	67	6

LOSSES:

NFDM	1.7%	31.4 MT	=	1.6%
Oil	0.7%	3.7 MT	=	0.7%
SFB	0.5%	<u>38.4 MT</u>	=	0.5%
<b>Total Ocean Freight</b>				
Losses		73.5 MT	=	0.7%

INLAND LOSSES - CRS/PL 480 Title II Commodities - Taken  
from Warehouse Inventories

July 1979 - February 1980

<u>Units</u>	<u>NFDM</u>	<u>SFB</u>	<u>Oil</u>
Missing or Stolen	3,514	4,107	380
Damaged	2,344	6,240	706

February 1980 - April 1980

Missing, r Stolen and Damaged	1,194	4,550
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Total Inland Losses	NFDM	-	7,052	(160 MT)
	SFB	-	14,897	(338 MT)
	Oil	-	1,086	( 25 MT)
				<u>523 MT = 5% loss</u>

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P/L No.	Arrival Date	Commodity	Per B/L Net Weight
321	DELTA PARAGUAY July 13, 1979	Soybean Oil	115,804
		NFDM Milk	200,044
			315,848
322	PISHTAZ IRAN August 24, 1979	Bulgur Wheat	770,548
		Soybean Oil	299,841
			1,070,389
323	KORLE LAGOON Oct. 6, 1979	Bulgur Wheat	2,857,661
		NFDM Milk (sacks)	924,213
			3,781,874
324	BENYA RIVER Oct. 28, 1979	Bulgur Wheat	2,902,545
325	OTI RIVER Nov. 24, 1979	NFDM Milk (ctns).	375,668
326	MBANDAKA January 1, 1980	Soy Bean Oil	126,192
327	JOHANNA U March 22, 1980	NFDM	291,547
		SFB	54,892
			1,360,788

GRAND TOTAL

TOTAL TONNAGE SHIPPED:	NFDM	-	1,846,364	(1,8
	SFB	-	7,891,532	(7,8
	OIL	-	541,837	( 5
	TOTAL		10,279,733	(10,2

RS/ZAIRE PL 480 TITLE II EMERGENCY PROGRAM

ARRIVALS

<u>/L</u> <u>eight</u>	<u>Units</u>	<u>CCC Value</u> <u>US \$</u>	<u>Ocean Freight</u> <u>US \$ Value</u>	<u>Total</u> <u>Value</u>
,804	5,526	103,248.83	21,157.83	124,406.66
,044	8,167	70,562.88	35,698.06	106,260.94
,848	13,693	173,811.71	56,855.89	230,667.60
,548	33,975	184,331.36	92,983.83	277,315.19
,841	14,308	263,606.87	54,782.22	318,389.09
.389	48,283	447,938.23	147,766.05	595,704.28
,661	126,000	726,503.40	422,258.91	1,148,762.31
,213	40,752	326,003.20	169,639.93	495,643.13
,874	166,752	1,052,506.60	591,898.84	1,644,405.44
,545	127,979	737,914.12	428,891.09	1,166,805.21
,668	15,337	132,511.68	74,239.02	206,750.70
,192	5,974	120,295.64	26,887.25	147,182.89
,547	12,864 bags	102,839.20	57,381.31	160,220.51
,892	2,241 ctns	19,362.24	11,632.98	30,995.22
,788	60,000 sacks	345,600.00	203,579.08	549,179.08
		467,801.44	272,593.37	740,394.81
<u>RAND TOTAL:</u>		<u>3,132,779.00</u>	<u>1,599,131.00</u>	<u>4,731,910.00</u>

,364 (1,846 MT)  
,532 (7,892 MT)  
,837 ( 542 MT)  
,733 (10,280 MT)

The CRS contribution to the emergency program consisted of medicines and used clothing valued at \$100,000. Working in coordination with IRC doctors, CRS distributed the medicines in the zones of Tshela, Lukula and Boma, incurring no losses. The bales of clothing were distributed to Mission hospitals in the area.

All CRS commodities arrived at the port of Boma. There were no major problems encountered in offloading the commodities. However, transporting commodities in and out of warehouses presented some problems later in the program due to the growing discontent of Boma residents. Evidently it frustrated Boma's citizenry to see large truckloads of food being stored in, and transported through, their community when at the time they were receiving no assistance. (In February, 1980, Boma and Moanda were incorporated into the CRS distribution plan). Small-scale thefts were not uncommon at the two Boma warehouses. CRS representatives also reported that occasionally youth would jump onto trains moving commodities from the port to the main Boma warehouse (located approximately 1 Km from the port) and hack at locks on the cars with machetes. Moreover, crowds outside the main Boma warehouse grew more aggressive as the program progressed, resulting in CRS having to construct a fence around the perimeter and to hire armed gendarmes to guard the entrances.

Because of the decrease in need for emergency food supplements in the Bas-Fleuve area, CRS, working in coordination with the Zaire National Nutrition Planning Center, sent 300 MT of SFB and NFDM to Kinshasa for distribution. The last truckload of PL 480 Title II commodities was sent to Kinshasa on May 2, 1980, thus terminating CRS activities in the Bas-Fleuve. The 300 MT were distributed to nutrition centers in Kinshasa under the auspices of the Zaire National Nutrition Planning Center. Distribution of the 2604 sacks of NFDM and 11,782 sacks of bulgur began April 10, 1980. Of a total 14,386 sacks of SFB and NFDM, 433 sacks were stolen or lost in Kinshasa. This represents a 3% loss. UNICEF loaned four 10 MT trucks to transport the 300 MT from the CRS/Boma warehouse to Kinshasa and paid for gasoline and lubricants.

Concerning the balance of the PL 480 Title II commodities earmarked for the emergency program (5,114 MT SFB, 1,160 MT NFDM and 225 MT VegOil)

CRS requested it be sent for feeding programs for children under 5, expectant mothers, primary school children and handicapped.

One could say that in the beginning efforts to coordinate among the various relief agencies working in the area were indifferent (IRC, CRS, WFP and Nutrition Team). However, coordination improved as the program progressed. For example, in late November, 1979 a joint feeding program was launched by IRC physicians, CRS and the Nutrition Center. CRS supplied Title II foods while IRC doctors provided medical treatment and consultations and the Nutrition Center monitored improvements in the nutritional status of children and mothers. Two nurses were hired to prepare the food on a daily basis. In addition to the daily feeding, mothers are taught basic concepts of good health and nutrition. The mothers were also encouraged to donate indigenous foods such as cassava leaves, beans, etc. From late November until March 8, 1980 approximately 100 malnourished children and 40 mothers were enrolled in the Kele Mbu Center (1st center opened in Tshela). After 79 functioning days 60% of the children were rehabilitated, 16.2% were discharged with no improvement and only 2 died. In late March a second center was opened at Yema Yanga (Tshela) with 243 children and mothers registered. This center is still functioning with stockpiled Title II foods. IRC has taken over the supervision of this center.

E. OTHER DONORS

1. Swedish Church - Distributed 300 MT bean and peanut seed plus 300 MT food in Bas-Zaire in December, 1978.
2. World Vision International - Distributed 603 MT seeds through Protestant mission network in Bas-Zaire in February - March, 1979.
3. Government of Belgium - 28 MT peanut seeds (purchased in Burundi).
4. Government of India - 100 MT rice, 1 MT medicines, 400 MT wheat.
5. Government of Japan <sup>1/</sup> - 240 MT sheets and blankets, 160 MT canned food

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<sup>1/</sup> 40% of Japan's gift was destined for the drought victims in Bas-Zaire.

### III. APPRAISALS OF RELIEF OPERATIONS

#### A. GOZ

Unilateral actions taken by the GOZ in connection with assistance to the drought victims in Bas-Zaire were minimal. The Secretary of State for Agriculture in July 1978 was directed by the Conseil Executif to mobilize his Statistics Division to perform a study indicating crop losses in the Bandundu and Bas-Zaire regions. The study was performed and a document was published in early September, 1978 indicating crop losses of up to 60% in the Bas-Zaire region.

When reports of starvation linked to the drought first began to filter back to Kinshasa in July, 1978 the GOZ requested emergency assistance from UNDP for the city of Kinshasa, not Bas-Zaire. In effect, the GOZ's priority was to provide assistance to victims of the drought in Kinshasa instead of those in Bas-Zaire.

Apart from its efforts in connection with the WFP distribution, the GOZ purchased and distributed 162 MT corn seed. Information on the effectiveness of this distribution is unavailable. As previously reported, as a result of the drought, the GOZ installed a permanent committee to address all in-country disasters. It should be noted that the creation of this committee was instigated by the UNDP resident representative. According to reports from informed sources in the Bas-Fleuve, the two permanent members of the newly created committee stationed in Boma did little to assist in the coordination and distribution of WFP commodities.

Following the termination of the WFP commodity distribution, the two permanent representatives of the committee paid several visits to USAID to request funds and or seeds and other commodities for their committee to distribute in Bas-Zaire. However, the mission was reluctant to work through the committee after having observed the GOZ handling of WFP commodities. In effect, the GOZ relief efforts did not have much impact on the target population due to their admitted lack of experience in emergency assistance.

B. World Food Program (WFP)

As previously noted, the GOZ handling of WFP commodities was plagued by numerous problems, the foremost being the GOZ's lack of organizational capacity. Missionaries throughout the area characterized the WFP program a failure as a result of the small quantities of food actually received, numerous commodity diversions and thefts.

The GOZ maintains that one of the biggest problems of the program was the fact that corn, as opposed to other acceptable foods, was imported for distribution. According to GOZ officials, substantial quantities of corn were diverted and sold in the Bas-Fleuve region inasmuch as corn is not a staple food in that area. In one instance it was discovered that 120 MT WFP corn was sold in the Boma public market. Consequently, several WFP warehouse employees were fired.

At the request of USAID, WFP/Rome sent an advisor and two volunteers to help resolve organizational problems. USAID made a concentrated effort to transfer the responsibility for the distribution of at least a portion of the WFP goods to another organization (LICROSS and CRS). Nonetheless 800 MT of corn spoiled in warehouses during the period when people of the region were experiencing critical food shortages.

In addition to WFP and USAID efforts to correct the situation, two permanent members of the newly formed Department of Rural Development Disaster Committee were stationed in Boma to assist with the distribution of commodities.

Information on the effectiveness of the two representatives is inconclusive.

Should another calamitous situation arise in Zaire where emergency food relief is requested, serious consideration should be given to the question as to the value of a WFP intervention inasmuch as the GOZ has demonstrated its inability to execute a food distribution program in an emergency context.

C. USG/USAID

In keeping with USG policy, current at the time of the drought emergency, to maintain a low profile, the USAID did not become involved

in any significant relief assistance program until July 1979. At that time CRS arrived on the scene to undertake a mass (15,000 MT of SFB, NFDM and VegOil) PL-480 Title II feeding program that was originally scheduled for ten months and funded with an OFDA grant. The decision to remain in the background was based on the position that international organizations already having ongoing operations in Bas-Zaire should be used to the maximum. Moreover, the WFP was given the lead role in the distribution of food relief. The USG preferred to support this role.

Accordingly, USAID worked closely with UNDP, the WFP representative and the Department of Rural Development in an attempt to resolve the WFP distribution problem. In effect, USAID took the initiative in trying to unblock WFP commodity movement by investigating the possibility to have another organization take over the handling of WFP foods, by requesting WFP/Rome to send an advisor and by releasing counterpart funds in agreement with the GOZ for transportation costs of the commodities. USAID also requested the Department of National Economy to release additional PL-480 Title I rice for Bas-Zaire due to the lack of food movements into the stricken area.

The National Nutrition Center Team identified the zones of Tshela and Lukula as the most stricken areas. As a result, the CRS OFDA grant stipulated that the two cited zones would be provided emergency assistance. USAID also believed that control over commodities would be tighter within the restricted geographical area. It is argued in retrospect that USAID should have also considered the inclusion of Boma as well in the scope of the CRS operations. Of particular note in this regard is the fact that all the commodities for Tshela and Lukula arrived at Boma port and consequently passed before the view of the population. Moreover, Boma receives most of its food supplies from Tshela and Lukula and it was not receiving systematic assistance from outside groups during the CRS distribution. Boma residents manifested their frustration and anger over their exclusion from the CRS food relief by repeated attempts to break into warehouses and railroad cars. As the situation became increasingly worse, armed guards were called to guard the main warehouse.

USAID placed a high priority on seed distribution in the Bas-Fleuve. According to those involved with the distribution of the USG OFDA-funded mixed vegetable seeds airlifted from Southern California, the operation was very much appreciated by local farmers. Minimal losses were incurred with the seeds distribution.

In an attempt to achieve closer coordination between U.S. agencies working in the area, USAID proposed the establishment of jointly administered feeding stations in the zones of Tshela and Lukula. Following several meetings with USAID, CRS, IRC and the National Nutrition Center team representatives, two feeding stations were opened in Tshela. One of these stations is currently still operating.

In general, apart from the emergency seed distribution and vaccination program, USAID's role was primarily to assist with the coordination of various agencies' activities, monitor the distribution of Title II foods and report on the status of Bas-Zaire relief activities.

#### D. U.S. Voluntary Agency Assistance

It is difficult to say which part of U.S. Volag assistance was most successful, as medical assistance (GOZ/USAID/IRC) and food and agriculture relief (USAID/CRS) go hand in hand in a drought/famine situation.

#### International Rescue Committee (IRC)

One could say that IRC experienced almost no theft and encountered few problems in their program implementation due to tight control over distribution of medicines and very good communications between the IRC Director in Kinshasa and the field staff. IRC was responsive to AID directions and submitted timely quarterly reports in addition to special reports as well as very regular USAID office visits for the purpose of sharing information re program implementation.

Catholic Relief Services (CRS)

CRS, however, was faced with a much more difficult task given the large quantities of food for which they were responsible. CRS tried to coordinate the evacuation and transfer of commodities from warehouses with ship's arrivals. However, shipping arrivals were unpredictable. Though the road network in the Bas-Fleuve is fairly well established, the CRS representative believes that it would have been far preferable to transport commodities directly from the Boma port to Tshela by ONATRA trains, as the narrow gauge railway connects these two centers. This option was discarded due to frequent thefts and diversions en route. Therefore, CRS had to rely on their fleet of rented trucks.

One of the main problem areas, noted by USAID personnel, was the receipt and handling of commodities at the warehouses. In this connection, it is important to note that the one CRS representative could not possibly oversee all aspects of the operation, including port evacuation, office personnel and warehouse management. Therefore, the Mission believes that control over the movement of commodities would have been much tighter had CRS stationed at least two expatriates in Boma for the duration of the program.

USAID believes that though communication and cooperation between CRS representatives and USAID could have been better during the period July, 1979 - January, 1980, CRS discharged its responsibilities well and accomplished its objectives.

In conclusion, it is the Mission's position that relief efforts undertaken by the GOZ, USG and the international donor community, to assist the drought victims were effective and much appreciated inasmuch as the burden of immediate survival was greatly lessened. However, close coordination among the various donor agencies was not in clear focus. In this connection it should be noted that even though a GOZ Disaster Committee was formed to coordinate Bas-Zaire donor activities

(under the Department of Rural Development) at USAID and UNDP insistence, coordination efforts remained close to nil. Moreover, the GOZ Disaster Committee was later mandated to address all future in-country disasters which consequently resulted in a lack of focus on Bas-Zaire relief activities already well advanced.

#### IV. SUMMARY

Malnutrition, which is prevalent in the Bas-Fleuve, took a sudden turn for the worse following the year long drought.

The November, 1978 Zaire National Nutritional Planning Center Survey reports that 26.0% of children in Tshela and 21.1% in Lukula were suffering from acute malnutrition (Kwashiorkor/Marasmus.) Nutritionists who participated in the survey reported that the rates in these two zones were greater than those found in four out of five countries affected by the 1974 Sahel drought. There was a significant international response to the drought. A range of relief agencies provided food and medical assistance in the stricken area by late 1978. In addition, substantial quantities of seeds were distributed in the two zones during the period December, 1978 - August, 1979.

According to data collected by the Nutrition Center monitoring team stationed in the Bas-Fleuve, the rates of acute malnutrition in Tshela and Lukula in November, 1978 were significantly higher than those in Kinshasa during the same period. By August 1979 the rates of acute malnutrition for these two zones were lower than those in Kinshasa. In effect, the children in the zones of Tshela and Lukula had reached the halfway point in their overall recovery during this period.

At present, acute and severe malnutrition in the zones of Tshela and Lukula is extremely rare but chronic malnutrition is still prevalent throughout the area. It is evident that emergency seed and food distribution played an important role in the improvement of the nutritional status of the population. However, other factors including

agricultural production increases, health and nutrition services provided by existing organizations as well as mortality which occurred also contributed to the marked nutritional improvement.

It has been suggested that Bas-Zaire be incorporated into the FAO's early Warning System (still in the planning stage) to avoid future disasters and to maintain an alert system regarding crop failure, climatic conditions and availability of seeds, etc.

An effort will also be made to upgrade existing GOZ agricultural research stations. In this connection it should be noted that the Bas-Zaire INERA station (agricultural research), in addition to other services, collects data on climatic conditions. Had the meteorological data from Bas-Zaire been forwarded to Kinshasa for analysis in a timely manner, and had this data been properly interpreted, the GOZ would have known in April, 1978 that the Bas-Fleuve was going to face severe drought conditions and as a consequence critical food shortages.

In summary, as far as lessons learned re emergency assistance from the Bas-Zaire disaster, the following points should be noted:

1. International assistance organizations and Volags should be made aware of the necessity of positioning adequate personnel in country to closely supervise relief operations for the duration of their programs.

2. Procedures for evacuation of commodities from ports including customs clearance, storage, and transportation should be formulated prior to commodity arrival in country, inasmuch as disaster assistance commodities must be given priority evacuation privileges. Several relief agencies informed that one of the main problems encountered in program implementation was port evacuation of commodities.

3. In the event of another disaster representatives of the GOZ Disaster Committee in the DOA/Rural Development should be utilized to the maximum and incorporated into international agencies program operations. This would serve not only to promote better coordination

between the GOZ and the donor community but also to instruct host country nationals on proper receipt, handling and distribution of commodities in connection with an emergency situation.



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PROGRAMME D'URGENCE PAN 22-0-F  
LISTE DE DISTRIBUTION DES NUTRES EN TONNES

Zone	Nombre de bénéficiaires	Rations journalières distribuées en G. (Durée de la répartition)						Quantités totales distribuées (tonnes)						
		Mais	Mais	Haricots	Poisson	Farine	Riz	Sen.	Mais	Lait	Haricots	Poisson	Farine	Riz
Tshela	56.000	100					18	365						
		25					15		151					
			30				13			152				
					20		100	100				11	41	
	14.500					100	120						17,4	
Lukula	33.000	100					20	400						
		25					18		103					
			30				20			136				
					20		100	100				8,75	21	
	7.000					100	120						8,3	
Saker	15.000	100					12	175		40				
		25					15			84				
			30				20				5,25			
					20		100	100					16	
	6.500					100	120						7,3	
Lara	4.500	25					25			20				
		25					25			20				

Zone	Nombre de bénéficiaires	Rations journalières distribuées en Gr. Muree de la						Quantités totales distribuées (tonnes)					
		Maïs	Lait	Haricots	Poisson	Farine	Riz	Maïs	Lait	Haricots	Poisson	Farine	Riz
Nianda	12.000	100					11	95					
		25					22	47					
			30				16		42				
				20			21x				5,0		
					100		4						
Boma	60.000	100					10	435					
		25					15	160					
			30				14		171				
				20			12x			14,75			
		7.500				100	4				21		
Songoiole Luzzi	24.000	100					9	150				8,7	
		25					26	110					
			30				19		100				
				20			15				7,2		
		15.500											
Luzzi	15.500		30				4						
		25					8	25					

Zone	Nombre de bénéficiaires	Rations journalières distribuées en fonction de la répartition						Quantités totales distribuées (tonnes)							
		Mais	Lait	Haricots	Poisson	Marins	Riz	Sep	Mais	Lait	Haricots	Poisson	Farine	Riz	
Madimba	11.500		25					3		17					
				30				4			10				
Kasangulu	10.000		25					8		15					
				30				4			8,0				
Kimvula	10.000		25					8		15					
				30				4			8,0				
Matadi	16.500		25					8		25					
				30				3			10				
S.P. Cataractes	31.000 20.000	100						9	200				116		
								8						31,5	
								100	15x				76		
S.P. L...	13.000							8						19,2	
								14x							
S.P. Matadi	3.800							8					22		
								100						5,7	
								100	15x						
Totaux								Total distrib	t	2.170	754	792	52,95	315	97,7
								Vente Brésil		630					
								Vente ONIP		238					
								Total		3038	754	792	52,95	315	97,7
								Total arriv.		3129	797,875	799,125	53,075	315	100
								Perte		91	43,875	31,125	5,125	-	2,3
								en %		2,9%	5,5%	3,9%	9,6%	-	2,3