



Office of U.S. Foreign Disaster Assistance

DISASTER CASE REPORT

Agency for
International
Development

Washington D.C.
20523

MOZAMBIQUE - Drought/Famine

Date: 1981-1985

Location: The provinces of Tete, Manica, Sofala, Inhambane, Gaza, and Maputo

No. Dead: Accurate figures are not available; estimates vary from tens of thousands to as many as 100,000 dead from starvation or disease.

No. Affected: In January 1985, the total affected population was estimated at 2,466,000, with 1,662,000 severely affected.

Damage: Marketed production of maize, sorghum, and rice was only 60,000 MT, while the total emergency food aid requirement was estimated at 400,000 MT. Nutritional surveys recorded that 43% of the children in the most affected provinces were suffering from moderate malnutrition and 19% from severe malnutrition.

The Disaster

A combination of drought, floods, and civil war resulted in a devastating famine that affected six of Mozambique's ten provinces. The drought that began in 1981 was responsible for reducing domestic food production by as much as 80 percent. Floods in 1984 and 1985 destroyed crops and livestock in the south and central provinces. To further aggravate the situation, anti-government guerrillas harassed the rural population, destroyed road and railway links, and attacked relief convoys delivering emergency food aid. By the end of 1984, it was reported that as many as 100,000 people had died as a result of the famine.

Due to the combined relief efforts of the Mozambique government and the international community, the famine situation had noticeably improved by 1985. The number of affected persons was estimated at 2,466,000, down from an estimated 4,750,000 in 1983. In 1984, the international community provided over 308,000 MT of food to Mozambique and in 1985 the emergency food aid requirement was estimated at 400,000 MT. Mozambique's bankrupt economy made it almost totally dependent on the international community for donated food, supplies, and technical assistance.

Despite this massive international assistance, the situation in Mozambique remained critical. Approximately 1,662,000 people were still regarded as severely affected by the famine in Tete, Manica, Sofala, Gaza, Inhambane, and Maputo provinces. Malnutrition persisted in each of these affected provinces, especially among children and young women. Some families in remote rural areas subsisted on seeds, leaves, and aquatic plants. Severe shortages of seeds, agricultural tools, clothing, blankets, and medicines were reported in all of the affected provinces.

Insurgent activity intensified during 1985, causing thousands of Mozambicans to migrate to neighboring countries or move into government-run relief camps. The Gazankulu homeland in South Africa was a haven for tens of thousands of Mozambican refugees trying to escape the ravages of the civil war. Swaziland, Zambia, and Zimbabwe also reported an increased influx of Mozambican refugees. An additional 300,000 displaced persons abandoned their land and moved to government-protected relief camps. With the advent of the rainy season, many of these refugees returned to their land in desperate need of assistance.

Mozambique experienced a near normal rainy season in 1985, but rural insurgency and a shortage of seeds and other agricultural inputs severely inhibited food production. Marketed production from state farms, cooperatives, and private commercial farmers was estimated at only 60,000 MT of maize, rice, and sorghum, 42 percent less than the previous year. While the number of deaths due to starvation was down from the preceding years, the incidence of malnutrition and communicable diseases continued to rise at an alarming rate. By the end of the year, the situation remained precarious and the lives of over 2 million people were still at risk.

Action Taken by the Government of the People's Republic of Mozambique (GPRM)

The GPRM's Department for the Prevention and Control of Natural Calamities (DPCCN) continued to serve as the central government agency responsible for coordinating the relief activities of other government departments, private voluntary organizations, and the international community. Working closely with the Ministry of Internal Commerce and international donors, the DPCCN assessed the food needs of the affected population and issued monthly situation profiles on each affected province. The DPCCN also managed the distribution of emergency food donations and monitored most of the other on-going relief projects in Mozambique. One project that undoubtedly improved the GPRM's ability to deliver emergency commodities was the creation of a Logistical Support Unit (LSU) within the DPCCN. Funded by OFDA and staffed with CARE employees, the LSU was put in charge of port clearance, handling, and warehousing of incoming relief commodities, maintenance and operation of delivery vehicles, and distribution monitoring.

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The GPRM used all available means of transportation to deliver emergency food supplies to affected areas. Truck convoys with military escorts were used to deliver food in rebel-controlled areas. Mozambique's antiquated railway system was employed to transport food and other relief supplies to townships in Maputo province. In cooperation with UNDP, DPCCN airlifted hundreds of tons of food and high value goods to remote localities in Manica, Sofala, Tete, and Zambezia provinces. Another cooperative venture for delivering emergency assistance was the charter of the Cinq Juin, a 350-ton capacity, flat-bottomed landing barge. This vessel, financed by UNDRO, UNICEF, and WFP, brought desperately needed food supplies to famine victims living along the coast of Inhambane province.

Virtually every government agency and local voluntary organization was involved in the disaster relief effort. AGRICOM, the Mozambican agricultural marketing parastatal, purchased surplus food from local farmers to encourage increased agricultural production. The National Seed Company purchased several varieties of high quality cereal seed to give to farmers in affected areas. The Ministry of Marine Transport and Navique, the GPRM shipping agency, assisted in the operation of the Cinq Juin, providing navigational guidance and off-loading the emergency supplies. In cooperation with UNICEF, three government water and drilling agencies were involved in a nationwide water and well rehabilitation project. The Mozambican Red Cross carried out its own emergency airlift and supplementary feeding programs in Gaza, Manica, Sofala, and Maputo provinces, while the Christian Council of Mozambique provided emergency supplies to relief camps in Inhambane, Gaza, Sofala, and Maputo.

Assistance Provided by the United States Government

By the start of fiscal year 1985, the USG's disaster relief effort in Mozambique was already well underway. During the previous fiscal year, the USG provided project grants to CARE, WVRO, LRCS, and WFP and furnished over 50,000 MT of P.L. 480 Title II food commodities. (See OFDA's Annual Report FY 1984). On January 8, 1985, U.S. Ambassador Peter de Vos determined that the drought and food emergency continued to exist in Mozambique, and extended the disaster declaration made in fiscal year 1984. In January, the Ambassador and a U.S. Congressional delegation visited several relief camps to assess the situation. Throughout the disaster, the U.S. Embassy staff in Maputo worked closely with their counterparts in the GPRM, UN, and voluntary agencies to identify the needs of the affected population and coordinate the USG response.

In FY 1985, the USG increased its Title II emergency food aid contribution to Mozambique to over 60,000 MT. A.I.D.'s Office of Food for Peace contributed 42,250 MT of P.L. 480 Title II corn, and 2,850 MT of NFD, 850 MT of butteroil, 500 MT of cheese, and 1,440 MT of butter (all Section 416) to the Mozambique government for free distribution by the DPCCN. The USG's contribution to WFP included 155 MT of CSM, 70 MT of vegoil, and 104 MT of Section 416 NFD. As part of its project agreement with Church World Service, the USG provided 313 MT of rice, 226 MT of peas, 121 MT of vegoil, and 635 MT of corn, distributed in Inhambane province. Another 12,850 MT of corn was furnished to the WVRO program in Tete and Manica.

In response to an urgent appeal from the GPRM, the U.S. Embassy in Maputo requested the immediate delivery of blankets to be distributed to thousands of displaced persons. OFDA arranged an immediate airlift of 7,982 blankets from McGuire Air Force Base aboard a USAF C-141 aircraft. The plane arrived in Maputo on February 2 and the blankets were later sent to Manica province. Later in the year, an additional 11,720 wool blankets from the OFDA stockpile in Leghorn, Italy were delivered by a chartered airline and by boat to Beira in Sofala province.

As part of its grant agreement with CARE, OFDA allocated \$600,000 to continue the operation of the DPCCN's Logistical Support Unit. This amount supplemented the previous year's allocation of \$1,763,000, which was used for the purchase of 23 Leyland trucks, staff salaries, travel expenses, and start-up costs. In September, OFDA sent two consultants to evaluate the CARE project. During their two-week stay in Mozambique, the evaluation team conducted interviews with several GPRM, CARE, USG, and other relief agency personnel, inspected LSU facilities, and traced a bag of corn from its arrival at port to its delivery to a distribution warehouse. In a report submitted to OFDA, the evaluation team concluded that the CARE-staffed LSU had become an integral unit of the DPCCN and recommended the continued funding of the project.

In support of the CWS feeding program in Inhambane province, OFDA provided a matching grant to CWS for the purchase of four Leyland Landmaster trucks and 24,000 liters of diesel fuel. OFDA also provided a \$3,250,000 grant to UNICEF to fund an emergency relief and rehabilitation program, which included projects in logistical support, NGO collaboration, and shallow well construction.

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Summary of OFDA Assistance

DOD Airlift of 7,982 blankets.....	\$125,865
CARE grant for Logistical Support Unit (\$503,859 is from supplemental funds).....	\$600,000
CARE project evaluation team (supplemental funds).....	\$19,340
CWS matching grant for trucks.....	\$65,000
Grant to UNICEF for emergency relief and rehabilitation program (supplemental funds).....	\$3,250,000
Total OFDA Assistance.....	\$4,060,205

Summary of FFP Assistance

<u>Recipient</u>	<u>Metric Tons</u>	<u>Commodity Cost</u>	<u>Transport Cost</u>	<u>Total Cost</u>
GPRM Title II 42,250 MT corn	42,250	\$6,128,900	\$2,003,000	\$8,131,900
GPRM Section 416 2,850 MT NFDM 850 MT butteroil 500 MT cheese 1,440 MT butter	5,640	\$5,653,000	\$1,043,500	\$6,696,500
WVRO Title II 12,850 MT corn	12,850	\$1,864,000	\$2,935,000	\$4,799,000
CWS Title II 313 MT rice 635 MT corn 121 MT vegoil 226 MT peas	1,295	\$378,400	\$240,900	\$619,300
WFP Title II 155 MT CSM 70 MT vegoil	225	\$116,400	\$16,300	\$132,700

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<u>Recipient</u>	<u>Metric Tons</u>	<u>Commodity Cost</u>	<u>Transport Cost</u>	<u>Total Cost</u>
WFP Section 416 104 MT NFDN	104	\$67,600	\$19,200	\$86,800
TOTALS	62,364	\$14,208,300	\$6,257,900	\$20,466,200

Summary of USG Assistance

TOTAL OFDA funds.....	\$287,006
TOTAL OFDA-administered Supplemental funds.....	\$3,773,199
TOTAL FFP assistance.....	\$20,466,200
TOTAL USG assistance.....	\$24,526,405

Assistance Provided by U.S. Voluntary Agencies

American Jewish World Service - drugs and medical supplies (\$750,000) in support of UNICEF.

Air Service International (ASI) - provided air transportation to DPCCN and LRCS for airlifting emergency supplies to remote relief camps. ASI submitted a proposal to OFDA to finance the charter of a twin-engine airplane for monitoring the emergency assistance program.

CARE - In February 1984 the GPRM signed a project agreement with CARE to manage and operate a logistical support unit within the DPCCN. As part of its agreement, CARE provided on-the-job training to host nationals, with the intention that the LSU would eventually become permanently integrated into the DPCCN. CARE also contributed \$150,000 for continuation of UNDP emergency airlift and a cash grant of \$435,000 to purchase fuel.

CWS - In collaboration with the Christian Council of Mozambique, CWS carried out an emergency feeding program consisting of 1,295 MT of rice, corn, peas, and vegoil to benefit 33,500 persons in Inhambane province.

Hope for Africa - provided \$100,000 worth of seeds and tools for Manica province.

Oxfam/U.S. - managed an integrated rural development project in Magoé District, Tete Province.

USA for Africa - three 20-ton trailer trucks through Red Cross (\$169,500), ten 20-ton trailer trucks through CARE (\$501,200), five tanker trucks through CARE (\$188,300), six 7-ton trucks through UNICEF (\$195,800), eight farm tractors through UNDP (\$145,200), fuel through UNDP (\$500,000), radio for communication through CARE (\$25,000), five forklift trucks through CARE (\$100,000), ten pick-up 4WD trucks through UNICEF (\$120,000) and water supply materials through UNDP (\$55,000).

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WVRO - distributed 12,850 MT of P.L. 480 Title II corn to approximately 400,000 famine victims in Tete and Manica provinces.

TOTAL \$3,435,000

Assistance Provided by International Community

International Organizations

Caritas Internationalis - received contributions in cash and kind from national Caritas societies, valued at \$1,564,826.

EEC - provided an estimated \$7,035,230 worth of emergency food commodities (maize, wheat, pulses, butteroil, NFD) and 30,000 liters of diesel fuel for delivery vehicles; donated 1,200 tons of seeds destined for Inhambane province.

FAO - assessed seed requirements and donated cereal seed for Maputo and Gaza provinces, valued at \$500,000.

ICRC - concentrated on providing medical assistance to victims of civil strife.

LORCS - supported the Mozambican Red Cross emergency airlift and intensive feeding program, providing several League technical delegates to assist in health, school, and training projects. LORCS proposed disaster preparedness and first aid training projects for 1986-88.

LWF - 1,000 MT of maize (\$260,000); 10,000 blankets (\$25,000); seeds, tools, medical supplies (\$435,000); subsidy for fuel (\$10,000)

UNDP - funded emergency airlift service of food and high value goods to affected provinces, using the Mozambique national airline LAM (\$450,000); tractors and landrovers (\$253,500)

UNICEF - \$165,000 to purchase fuel; \$40,000 for continuation of UNDP emergency airlift; continued support of the Cinq Juin; UNICEF's emergency relief and rehabilitation program was financed by numerous donors and includes projects in health care, commodity-grain exchange, food security, refugee rehabilitation, NGO collaboration, logistical support, and rural water supply recovery.

WCC - reported a total of \$1,511,569 of donations from various Christian voluntary relief organizations in response to its appeal, used to purchase beans and support Christian Council of Mozambique.

WFP - distributed 340 MT of CSM, DSM, vegoil, and sugar (\$253,000) to vulnerable groups in Tete province, and 9,000 MT of corn (\$1,980,000) to famine victims in Gaza and Inhambane. WFP also financed and operated the Cinq Juin, the landing barge used to deliver food to famine victims in Inhambane province.

Governments

Algeria - 800 MT of rice, valued at \$350,000

Australia - contributed emergency food commodities (rice, DSM, vegoil) to WFP, valued at \$1,304,347.

Belgium - 3,000 MT of wheat, valued at \$667,000

Canada - diesel fuel for Tete (\$186,000); 30 MT of skimmed milk.

China, People's Rep. - donated 2,000 MT of maize.

Denmark - purchase and transport of food, medicine, equipment (\$692,000); purchase and transport of milk powder (\$213,000) through Red Cross; diesel fuel (\$692,000); cash grant to Danish Red Cross (\$99,000); cash grant to Development Aid from People to People (\$49,500).

France - 13,000 MT of food to CRS; five Renault trucks (\$150,000)

Germany, Fed. Rep. - provided 12,000 MT of cereals through WFP (\$2,981,500), 100 MT of dried fish through the German Red Cross (\$161,290), and insecticides (\$15,238).

Greece - 3,000 MT of cereal

Ireland - cash grant to UNDR0 (\$16,762)

Italy - two cash grants to UNDR0 appeal (\$1,304,823); 10,000 MT of rice; processed food, seeds, vehicles, and tools (\$11,500,000); 26 MT of canned meat and soap through UNICEF; six generators (\$660,000)

Japan - five Mitsubishi Pajero jeeps to WFP for DPCCN emergency logistic operations (\$50,000); six Toyota Landcruisers (\$60,000); two generators for Ministry of Health emergency hospital unit in Tete province

Kuwait - \$420,000 for relief assistance.

Netherlands - 6,950 MT of wheat and 15 trucks to Sofala and Manica provinces; funded operation of four landing barges for off-loading the Cinq Juin (\$500,000)

Norway - 300 MT of stockfish (\$12,600); 500 kgs of fish protein concentrate (\$2,285); NORAD (Norwegian government aid agency) assumed operating costs of Cinq Juin.

Portugal - agricultural tools (\$38,600); grant to Ministry of Industry and Energy (\$17,000); technical assistance (\$10,200); insulation materials (\$85,500); calculators and other equipment (\$1,550).

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Soviet Union - 2,000 MT of rice and consumer goods.

Sweden - \$5,000,000 for medical assistance from SIDA (Swedish government aid agency); pesticides (\$500,000); agricultural tools (\$2,000,000)

United Kingdom - cash grant to support Oxfam/UK project in Tete (\$196,078); 17 trucks and spare parts (\$196,078); medical supplies (\$92,810).

Yugoslavia - 10,000 MT of maize, 100 MT of canned meat, 128 MT of food, 25 MT of beans, 7.5 MT of rice, and 1,863 kg of canned fish.

Voluntary Agencies

Arbeiter-Samariter-Bond (FRG) - 17.1 MT of food and relief supplies (rice, beans, vegoil, peas, cornmeal, DSM, sugar, salt, meat, and soap)

Aviation sans frontieres - provided air service for UNDP/DPCCN emergency airlifts.

CAFOD (U.K.) - cash grant to Caritas of \$15,000

Caritas Austria - cash grant of \$63,960

Caritas Belgium - cash grant of \$19,000

Caritas Germany - cash grant of \$102,000

Caritas Italy - cash grant of \$900,000

Denmark Red Cross - 200 MT of DSM, 50 MT of vegoil, 100 medicine kits, three relief delegates

Development and Peace - cash grant of \$87,400

Diakonisches Werk - cash grant of \$25,000

Dutch Solidarity Group - 10,000 liters of diesel fuel

Germany (DRG) Red Cross - 960 blankets

Germany (FRG) Red Cross - one delegate

Finland Red Cross - 13 MT of cheese, 10 MT of macaroni, 32 MT of DSM, 24 MT of vegoil, 32 MT of wheat flour

Japan Red Cross - 500 MT of DSM, 45 MT of vegoil, 60 MT of corn flour, 8,300 blankets, seven transport vehicles, ten portable radio sets

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Knights of Malta - 5,000 cases of canned tuna and doses of medicine;
367 MT of food, clothes and seeds (\$10,000,000)

Medecins du Monde - rural health program in Sofala

MSF - sent medical teams to Tete City, Mutarara, Inhambane, and Manica.

Netherlands Red Cross - 5,000 blankets, 45 MT of vegoil, 55 MT of sugar,
27 MT of soap.

Oxfam/UK - vehicle spare parts, fishing supplies (\$11,618); seeds and
vehicles (\$70,200); projects in Tete, Gaza, and Cabo Delgado provinces.

SCF/UK - sent epidemiologist to work with GPRM Ministry of Health; and
provided material assistance to Zambezia province.

Spain Red Cross - one relief delegate

Switzerland Red Cross - three relief delegates

TOTAL \$56,094,264