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East African Food Situation and Immediate Food Aid Requirements

Current Situation and Estimated Cereal Import Requirements

East African countries in an unbroken line from Ethiopia through Mozambique now face serious drought and food shortages. These countries -- Djibouti, Ethiopia, Somalia, Kenya, Uganda, Tanzania, Zambia, and Mozambique -- have a combined population of 95 million people. In several countries -- Somalia, Uganda, and Ethiopia -- immediate and continuing food assistance will be needed to avoid imminent starvation for many. The other countries need expanded grain imports and a fulfillment of current aid commitments to cope with severe hunger and prevent conditions from deteriorating further. While the details in countries differ several general problems can be highlighted:

- (1) Drought conditions have affected virtually all countries in East Africa. Regional sources of food exports are therefore limited. Malawi, Kenya, and Zimbabwe -- normally self-sufficient in corn and sometimes exporters -- must all import this year. South Africa's total corn production is to date satisfactory but white corn exports are likely to be nil. The whole region therefore becomes more dependent on outside supplies of grain.
- (2) Large-scale movement of people within and across countries are shaping the requirements of emergency feeding programs. Two forces are at work here. Some countries -- especially Somalia, Djibouti, Kenya, Ethiopia, and Uganda -- have nomadic peoples whose normal source of food is cattle (milk and meat). As drought persists, milk supplies disappear and cattle die. People migrate in search of food, expanding the requirement for cereal well beyond the local shortfall in cereal production. Moreover, political conflicts in the area have created large refugee communities which strain the resources of the countries which harbor them. The Somali-Ethiopian war has currently left Somalia with over 1.5 million refugees, about 40 percent more than their original 3.7 million population. The war also disrupted food production in both countries. The war in Uganda has disrupted that country's economy while also creating new demands on Tanzania's food supplies.

(3) Although there is a marginal prospect for improvement in rainfall conditions over the next few months, current harvests are below normal in those countries where the rainy season ends early in the calendar year. These include Zambia and Mozambique. Present rainfall conditions in Northern Uganda, Kenya, and Tanzania are disappointing. For example, the rains in Kenya started late and continue to be poor and widely scattered. Finally, for those areas with the largest food problems -- Ethiopia and Somalia -- poor weather continues. In addition to the 8 countries highlighted as having the greatest food needs, at least 12 other countries in the area -- Zimbabwe, Angola, Sudan, East Africa, Rwanda, Burundi, Chad, Malawi, Namibia (Southwest Africa), Lesotho, Botswana, and Zaire -- are experiencing food supply problems caused by dry weather or refugees or both.

to approximately \$119 million (198,000 metric tons) already in

Estimated Import Requirements

(see Tables 6-8). Prior to the recent 80 budget supplemental, the estimates of the total import requirements over and above last year's commercial and concessional donor aid levels differ. Accurate production data is difficult to gather in the best of circumstances and the situation becomes more difficult in years of shortfall. While many countries are able to provide data for marketed production, the ability of the subsistence farmer to meet his own needs under the present drought conditions has become questionable. Estimates of total food shortfalls and import requirements vary considerably and will be refined as the year progresses. The World Food Council has estimated that the East African region will require 1.1-1.5 million metric tons (mmt) of cereals over and above recent import levels over the next 12 months. Using FAO provided data, USAID projected an additional import requirement of 941,000 metric tons over and above import levels in crop year 1980. Our analysis indicates actual needs within this range.

P.L. 480 Shipments to the Fight

Most of the affected countries have experienced production shortfalls of about 30-50% below normal (see Table 2). In order to stabilize consumption at pre-drought levels, roughly 1.85 mmt of cereals would have been required over and above estimated 1980 production levels (see Tables 2-3). If the needs of the refugees and drought affected nomads are considered, the level of imports required increases to between 2.56 and 2.87 mmt. Our best estimate of actual imports into the area during July 1979/June 1980 indicate levels at roughly 1.5 mmt (see Table 4-5).

The passage of the FY 1980 supplemental has greatly improved the United States' ability to respond to the additional food import requirements and refugee needs worldwide. Country allocations from the supplemental will be finalized shortly. Final decisions on allocating the supplemental are largely dependent upon an ongoing analysis of each country's immediate needs and its ability to effectively receive, transport and distribute additional commodities during the three remaining months of FY 1980. However, preliminary projections indicate that the U.S. will be able to provide an additional 150,000 metric tons of food to the East Africa region under the supplemental, thereby increasing the overall level of U.S. food assistance to about 750,000 metric tons this fiscal year.

The FAO estimates other donors have committed over 400,000 metric tons food aid to the eight East African countries for 1980. However, whether or not these committed levels have actually been shipped has not been confirmed by FAO. One of the major difficulties faced by various donors in shipping their committed levels of food aid is the uncertain supply availability. Various donors meet their food aid commitments by purchasing food from nearby countries with exportable supplies. For example, as of last fall, Kenya, Malawi and Tanzania were projecting good harvests and expected to be in an export position in 1980. A number of donors were planning to call upon these exportable surpluses in order to honor their commitments to other African countries most seriously affected at that time. However, towards the end of the year it became clear that the early harvest prospects for 1980 throughout the region were poor and donors have had to look elsewhere for grain purchases, greatly increasing the costs of delivery and transportation and in some cases decreasing the actual tonnages committed.

Logistical Constraints

Although there is no immediate indication of the ocean port facilities in the respective East African countries being incapable of handling currently planned shipments of commercial and concessional food imports, problems associated with moving food in-country to the food deficit areas already are being encountered in Somalia, Uganda and Zambia. To what extent the East African region as a whole can unload, store and distribute levels of food imports above the extraordinarily high levels reported in 1979-80 is as of yet unknown. Current reports indicate that most ocean ports in East Africa are able to handle no more than 15,000 to 20,000 metric tons each month. (See Table 10). Each port differs according to the type of facilities that can be made readily available to unload grain, the storage capacity at the port and the speed at which the commodity can be moved to the affected areas.

In Somalia, food shipments must be in bags because the country does not have facilities to handle bulk commodities. Transport of food from the port at Mogadishu to the refugee camps is made by trucks, bicycles and "foot power". In contrast, Ethiopia's ports at Assab and Massawa do possess facilities to handle bulk shipments of food. However, transport from the ports to the interior is very poor and unreliable. In addition, there are no port storage facilities at Massawa, thereby necessitating rapid transshipment to avoid losses.

In order to ship imported grains to landlocked countries such as Uganda, Zambia, and Zaire, ocean ports located in Kenya, Tanzania and South Africa must be used. In Uganda's case, all imports, including food, are shipped to Kenya's port at Mombasa. The cargo is then loaded on trucks and transported to Uganda. Because of continuing security problems, these trucks must be accompanied by

armed soldiers in order to ensure arrival. Moreover, all food shipment must be made in bags due to an inadequate transport system to handle bulk commodities from the Kenyan port at Mombasa to Uganda. Such constraints limit the volume of food and speed at which it can be made available to those who need it.

Conclusions

Despite the existing uncertainties, some conclusions can be drawn:

- (1) During the July 1980-June 1981 period, the eight countries in the East African area will have to import between 1.0 and 1.4 million metric tons of cereals over and above the relatively high import levels of 1979/80 if current food consumption levels are to be maintained while meeting the minimal needs of the refugees and nomads.
- (2) Given the current uncertainties over the absolute number of refugees, the extent of their needs and the probability of the situation growing worse due to continuing war and drought, the U.S.'s ability to effectively assess the validity of country requests and respond to legitimate needs is limited. Thus, close coordination with other donor countries and international organizations, such as FAO, will be particularly important. In particular, a more in depth analysis of recent commercial and concessional food imports into the region and a schedule of planned donor shipments over the next 12 months will become increasingly important.
- (3) As this and other information is received, we will then be able to further refine estimates of East Africa's food needs during the next 12 months and initiate allocations of the FY 81 P.L. 480 budget beginning October 1.
- (4) The USDA in connection with USAID is currently undertaking a major review of recent trends in food production, current food balances, resources and potential food gaps. At the same time we will be updating our assessments of crop shortfalls, refugee requirements and import needs.

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THE WHITE HOUSE

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INFO ONLY: THE VICE PRESIDENT

STU EIZENSTAT

FRANK MOORE

ZBIG BRZEZINSKI

JIM MCINTYRE

SUBJECT: BERGLAND MEMO RE EAST AFRICAN FOOD SHORTAGES

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+ RESPONSE DUE TO RICK HUTCHESON STAFF SECRETARY (456-7052) +

+ BY: +

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ACTION REQUESTED: YOUR COMMENTS

STAFF RESPONSE: () I CONCUR. () NO COMMENT. () HOLD.

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17 Jul 80

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BY THE COMPTROLLER GENERAL

Report To The Congress

OF THE UNITED STATES

Examination Of Fiscal 1979 Presidential And Vice Presidential Certified Expenditures

This is our first report, as required by Public Law 95-570, on certified presidential and vice-presidential expenses. The expenses are accounted for solely on the certificate of the President and Vice President. However, the Comptroller General is authorized to audit the accounts to verify that such expenses were for authorized purposes. He is required to report to the Congress on this verification and on any expenditures made for unauthorized purposes.

GAO's review has been completed for fiscal 1979 and no unauthorized expenditures were identified.



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JULY 16, 1980

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COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

B-199337

To The President of The Senate and
Speaker of The House of Representatives

As required by Public Law 95-570, we have verified the fiscal 1979 presidential and vice-presidential expenses for five categories of expenditures. Those categories are (1) subsistence expenses for persons in the Government service while traveling on official business with the President, (2) subsistence expenses for persons in the Government service while traveling on official business with the Vice President, (3) official entertainment of the President, (4) official entertainment of the Vice President, and (5) operation and maintenance of the executive residence at the White House. All of the above expenses are accounted for solely on the certificate of the President or Vice President for their respective accounts.

Public Law 95-570 allows the Comptroller General to verify that the expenditures were properly within the categories authorized, and requires a certification to the Congress on our verification, and the disclosure of any unauthorized expenditures we found. Our work was limited to verifying that all expenses incurred related to one of the categories authorized by law. In verifying the expenses, we included tests and examinations of support that we considered necessary.

We evaluated the controls over the authorization, approval, purchase, receipt, and distribution of assets as well as the recording of costs associated with the operation and maintenance of the executive residence. We reviewed the subsistence expenses for persons in the Government service while traveling with the President or with the Vice President. Finally, we reviewed the expenses associated with official entertainment of the President or of the Vice President. We evaluated the criteria used in classifying events as official, political, or personal to determine whether entertainment expenditures were for official occasions.

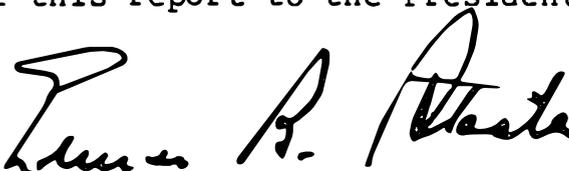
For fiscal 1979, the following amounts were appropriated for the accounts we verified:

B-199337

Travel with the President (not to exceed)	\$ 100,000
Travel with the Vice President	\$ 70,000
Official entertainment of the Vice President (not to exceed)	\$ 60,000
Operation and maintenance of the executive residence at the White House including official entertainment of the President	\$2,683,000

We verified that all transactions examined were for purposes authorized by Public Law 95-570.

We are sending copies of this report to the President and Vice President.


Comptroller General
of the United States

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