

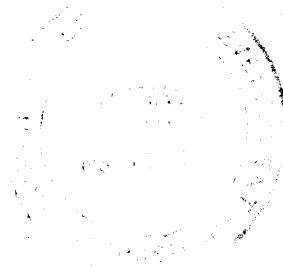
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# ***Food Security Bulletin***

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No. 3/91

*July - September 1991*



***National Early Warning Unit***

*Ministry of Agriculture and Rural Development*

People's Republic of Angola

Luanda, October 1991

## Foreword

*This bulletin presents the food security situation in Angola as perceived at the end of September 1991. The food security analysis covers the following six staple food commodities: maize, cassava, sorghum, millet, wheat, and rice. Taken together these commodities contribute about 60% to the total caloric intake in the average Angolan diet.*

*The Bulletin deals with the wide range of natural, economic, and social factors affecting food security in Angola and is aimed at the following audiences:*

- national and provincial policy-makers*
- SADCC regional policy-makers*
- other international policy-makers*
- international donors*

*The Bulletin is prepared and issued by the National Early Warning Unit for Food Security (NEWU). The unit is located in the Ministry of Agriculture and Rural Development, and works in close collaboration with other institutions which produce data and other useful information needed for the staple food assessment. These include:*

- Ministry of Planning*
- Ministry of Commerce*
- Ministry of Industry*
- Ministry of Foreign Affairs*
- Ministry of Social Affairs*
- Ministry of Agriculture and Rural Development, Department of Agricultural Statistics*
- Ministry of Agriculture and Rural Development, Institute of Rural Development*
- National Institute of Hydrometeorology and Geophysics, Ministry of Transport*
- Institute of Agricultural Research (Huambo)*
- Technical Unit for Aid Coordination (UTCA)*
- Transapro U.E.E.*
- Dinama*
- Angosementes*
- World Food Program*
- UNICEF*

*Assistance in undertaking NEWU's work is provided by the Food and Agricultural Organization of the United Nations.*

*Comments and suggestions are welcome and should be addressed to:*

*The Angolan National Early Warning Unit for Food Security  
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## Executive summary

The three main factors affecting the food situation during the next several months are:

1 - **Increased immigration and ruralization.**

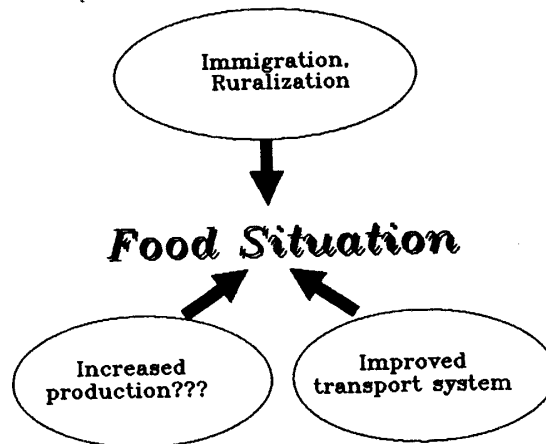
Up to 400,000 refugees and hundreds of thousands of Angolans who now live in urban area may return to their farms, complicating the country's food situation.

2 **Improved transport possibilities.**

Progress with the peace process, de-mining, and repairs of key transport arteries will facilitate the flow of food and other goods throughout the country.

3 **Potential substantial increase in crop production.**

Depending upon developments during the next 6-7 months, staple crop production may either remain constant or increase up to 25%. The availability of farm inputs, a stable situation, and the rains will be the prime determining factors.



## **Rapid Alert for Food Security**

- ◆ *Immediate (October-December 1991):*
  - 1 Agricultural inputs--primarily traditional hoes--delivered to many rural households before the end of November.
  - 2 Food aid for the displaced, refugees, and deactivated soldiers returning to farm--needed immediately and continuously until harvest May 1992.
  - 3 Food aid for last years' rural households whose stocks will not last until the harvest--needed immediately and continuously until harvest May 1992.
  - 4 Food aid for those who return too late to plant for the 1991-92 season--December 1991 until May 1993.
  
- ◆ *Intermediate (January-June 1992):*
  - 5 See 2, 3 and 4 above.
  
- ◆ *Longer term (July 1992 onward):*
  - 6 Agricultural inputs for the 1992-93 season--July-August 1992.

### Highlights

The 1991-92 crop year will be the first in an environment of peace since 1975. In some areas in the north, peace comes after nearly 30 years!

- √ Peace brings with it the hope of many farmers of returning to the lands they abandoned because of the war. But the situation is still very unpredictable.
- √ Some will be returning from farms near the safety of municipal urban centers, but many will be returning from the cities and from neighboring countries. Depending upon their current condition, these farmers will need agricultural inputs or food aid or help rebuilding their farmsteads or even all three.
- √ If the rains are favorable, an increase in production is expected, especially in the maize areas which were severely affected by the war until last May. But there is a scarcity of mainly traditional hoes which could limit production.
- √ The appearance of rural markets throughout the country signal the rebirth of economic life in the countryside and brings incentives to increase production.
- √ Another favorable factor is the change in the focus of the Ministry of Agriculture and Rural Development from one of direction and regulation to one of assistance.
- √ All things considered, production will probably increase in 1991-92, but the increase may be moderate, on the order of 5-10%.
- √ If commercial imports remain constant and food aid increases a slim 10%, responding to improved accessibility in the countryside, the national staple food deficit, based on nutritional requirements, would decrease by ±5%. This would be the second annual decline in a row.

## **The Nation**

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Overview. The crop season which is now beginning is the first in an environment of peace since 1975, and in some areas, since well before that.

Peace is having a healthful affect on the entire Angolan population with renewed hopes of a better life. Particularly in rural areas, which were most hard hit by the war, the new situation brings potentially remarkable changes. The potential to increase the production of basic food staples is great.

Despite peace, however, for the near future some areas will continue to be socially unstable. Poor transport and communications systems, movement of the population, and an increase in crime will preclude rapid recovery. It would be unrealistic to expect an 'overnight' rejuvenation of the Angolan society. This particularly true for the food situation in rural areas.

The rural situation remains fragile and unpredictable.

Some of the factors which make the food security situation so unpredictable are the--

- transition from war to peace, to a less restricted way of thinking about agricultural production
- transition to a democratic political system, to the creation of a multi-party system, to elections in 1992
- transition to a market economy with fewer restrictions--and fewer guarantees--which may mean more consumer goods, that is, more incentives, to farmers
- readjustment of policies and strategies of various ministries, especially toward a stronger emphasis on food security
- speed with which the infrastructure, especially roads, can be re-established
- movement and re-establishment of large numbers of the population--displaced, refugees, inactivated soldiers

**Prices.** Prices are sometimes a good general indicator of the food situation. The prices of staple foods, which have doubled in the last year, generally declined over the third quarter (Figure 1). This was expected as a result of increase of the quantities

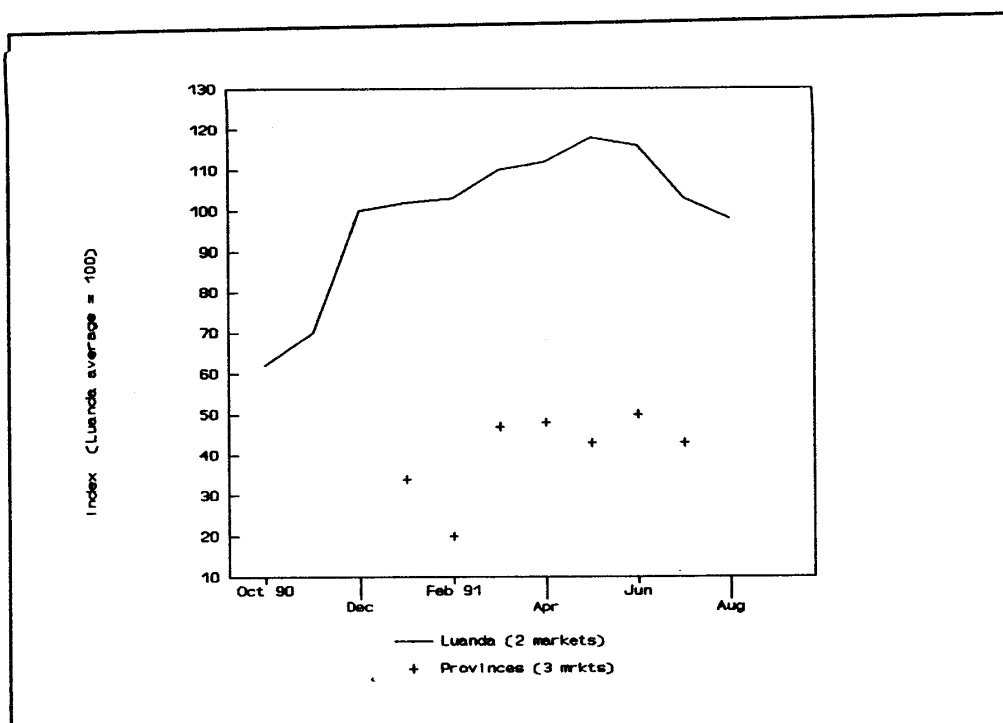


Figure 1. Indices of prices, staple foods, Luanda and two Provinces

offered on the market from harvest. Price declines were, however, moderate, especially in provincial markets. Expected imports will help dampen prices during the fourth quarter of 1991 and first five months of 1992, but prices will likely increase anyway as the nation draws down its production stocks.

Major agricultural factors. Three potent factors will affect the food situation over the next several months. They are discussed below.

◆ *Increased immigration and ruralization.*

As in the last *Bulletin*, the movement of the population deserves special mention. It is difficult to quantify, but at this point, it appears that approximately the following numbers of people will be in transition during this crop season:

- ▲ ±800,000 displaced people
- ▲ 250,000 - 480,000 refugees
- ▲ ±250,000 inactivated soldiers and their families

In total, well over 10% of the national population may relocate.

The return of both the displaced and refugees has already begun. It is not known how long it will take for most of the relocation to take place. It is hoped that the majority of people will be settled by the time of the elections which will be held between September and November 1992. Although the government and international aid community are making plans for the systematic return of people to their home area, there is considerable 'spontaneous migration'.

One determinant of the rapidity of the relocation is the confidence that the people have in the durability of peace. After 16 years of war, that confidence will not come easy. The desire to return, however, is evident, especially in cases where the displacement has been recent. Angolans are weighing the urge to permanently re-establish themselves in their home lands against their skepticism about peace and security.

The greatest number of those returning to farm immediately will likely be those who concentrated in the municipalities, compared to those who fled to provincial capitals or to other countries. Living close to their original homesteads, these rural people can more readily determine the prudent time to return. In some cases, the return will be partial, such as when a man returns to the farm but leaves his family in town awaiting the re-establishment of the farmstead. People who have been displaced for several years may not return at all, accelerating the urban migration characteristic of many developing countries.

For refugees, the prominent State Secretariat for Social Affairs and the UN High Commissioner for Refugees have designed a plan for an orderly return. The first actions are set for May 1992. But, there are reports that many refugees are already returning, especially from Zaire where the living conditions have recently deteriorated.

◆ *Possible improved transport system.*

Most of the principal roads have been de-mined. Travel throughout the country is now, at least 'on paper', unrestricted. In fact, however, there are at least three reasons why travel continues to be limited:

1. The infrastructure is in bad repair. Roads, both main and secondary, are variable. On some, vehicles can maintain 100+kph, but on most, holes slow traffic to an average of less than half that speed. And with the upcoming rainy season, many will become completely impassable.

Even where roads are in good condition, one may find bridges destroyed. The rains will also have an effect on the bridges, which have received only minimum repairs. Already, the use of some strategic bridges are restricted, such as the bridge over the Balombo River near Canjala.

The rail system, a part of which passes through the main agricultural zone, continues to operate only over limited distances.

Significant improvement in the infrastructure of the magnitude required will not be possible this crop season.

2. The number of vehicles--particularly trucks--is very limited. Many trucks and railcars are unserviceable. Spare parts are only now starting to flow into the country.

But, significant improvement in the rolling stock will likely be made during this crop season.

3. The political situation has not entirely stabilized. There are reports that in some areas, travel has been restricted by army troops--from both sides--because of 'improper documentation' of the transporters.

With the demilitarization process, it is likely that this situation will be resolved soon.

Despite these barriers, it is highly probable that the 300,000+ tonnes of grains being imported this year can be successful distributed (Annex I).

◆ *Potential substantial increase in crop production.*

Because of the unpredictability of the events of the next several months, forecasting the 1991-92 crop season is problematic.

Nevertheless, one thing is certain: the new situation makes the growth in agricultural production possible, especially areas planted in grains, cassava, beans and sweet potatoes.

Also, it is almost certain that, although the improvement in the marketing system over the next few seasons will influence the production of cash crops (coffee and cotton), this season farmers will play it safe and concentrate on subsistence production of the basic food crops.

Furthermore, it is most likely that increases in production this season (1991-92) will come from increases in areas cultivated, rather than from increases in yields. This follows from the large tracts of additional farmlands now available for cultivation. Other reasons that overall yields may not increase are--

- lack of sufficient seeds and agricultural tools
- preoccupation of the farm household with re-establishment of the farmstead in addition to cultivating the crops
- abandoned lands, although now more fertile, will be considerably more difficult to keep free of weeds
- the late arrival of some returning farmers means that they will not have adequate time to properly prepare the land or that planting may be delayed beyond optimum planting time
- continued cultivation of low-fertility lands which have been over-farmed for the past several years (declining yields have been observed in the central plateau).

But, possibilities for increasing yields do exist in areas where sufficient seeds and tools (and perhaps fertilizers) are available.

Also, it is important to remember that farmers not only need secure land and farm inputs to produce, but also incentives. In the past, there has been very little stimulus to produce more than what was needed for subsistence since there were few consumer goods to purchase or trade for with the surplus. Now there is hope of consumer goods arriving in rural areas.

Another factor to stimulate additional production is the reduction of theft in the fields. During the war, many farmers were plagued with the constant threat of soldiers as well as simply desperate civilians stealing the crop from the field or from storage bins.

Whether or not farmers view the current situation as one in which a surplus will, in fact, gain them needed consumer goods is not known.

In summary, there are a range of possible outcomes this season depending upon how events unfold.

**Forecast agricultural scenarios.** To show some of these possibilities, three scenarios were generated to analyze the crop season under pessimistic, trend, and optimistic conditions. The scenarios consider three main influencing factors: the weather, the availability of agricultural inputs, and the movement of the population.

At this point, according to spotty reports, the rains have begun in principal crop areas. Some crops have been planted. It appears to be another normal year, such as 1990-91, in most of the country. The weather, for purposes of the scenarios, is projected as either irregular and below-normal rainfall, irregular/regular and normal rainfall, or regular and normal rainfall.

The availability of agricultural inputs--chiefly traditional hoes--influences mostly amount of land that can be cultivated, but also has an affect on the yields to the degree that the land can be properly prepared and weeded. An ambitious plan to provide adequate tools was discussed in the previous *Bulletin*. Although many tools have been purchased and some delivered, the overall completion of the plan is not known. Levels of inputs are projected to be severely inadequate, inadequate, or adequate.

The return of displaced people to farming areas will be the greatest source of increased hectarage planted. These affects will be especially strong in provinces most affected by the war. The three scenarios of population movement are few and disorganized movement, few but organized movement, and many and organized movement.

The scenarios thus generated gives a wide range of production changes for the coming year (Figure 2). It was not deemed reasonable to project these general figures on a crop basis.

Criterion \ Scenario	Pessimistic	Trend	Optimistic
weather (rainfall)	irregular below normal quantity	irregular/regular normal quantity	regular normal quantity
availability of inputs	very insufficient	insufficient	sufficient
migration of population	low spontaneous	low planned	appropriate as planned
	↓ ↓	↓ ↓	↓ ↓
Change in agricultural production forecast	-5 to 0% 825-870,000 MT <sup>1</sup>	5 to 10% 915-955,000	15 to 25% 1,000-1,090,000

Figure 2. Scenario analysis, 1991-92 season for staple crops

These figures seem reasonable in light of recent results and especially compared to the agricultural output in a relatively peaceful time, 1972 (Figure 3).

<sup>1</sup> Maize grain equivalents, see Annex III.

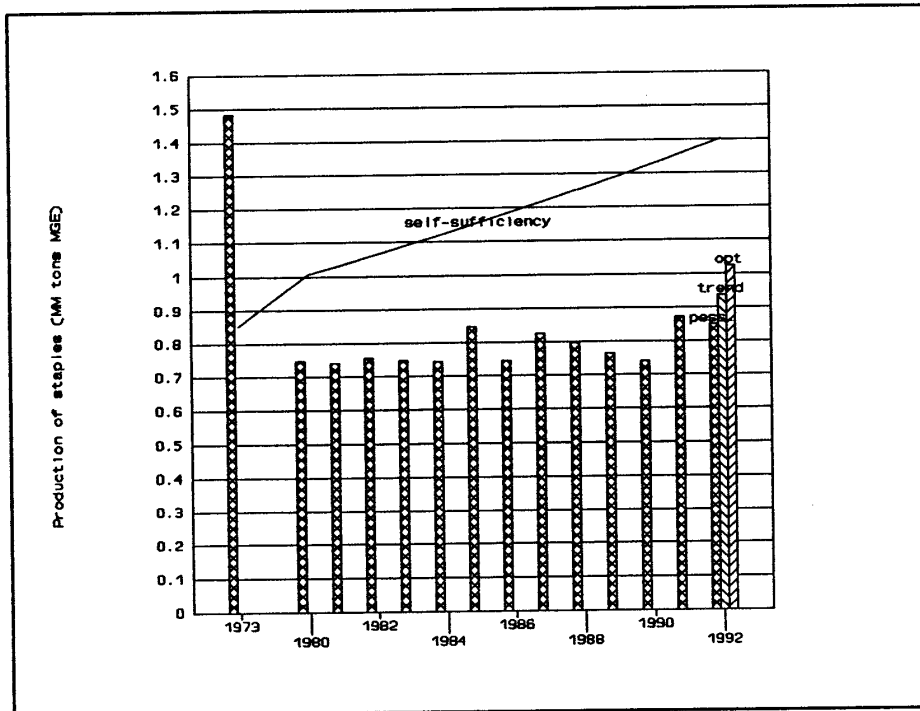


Figure 3. Production of staples, 1973, 1980-91, 1992 (projected)

The outcomes of these scenarios are generally positive. If it is assumed that imports remain in reasonable ranges (commercial: 150-250,000 tonnes, food aid: 100-140,000 tonnes), the nutritional deficit--the amount required to be on hand and properly distributed for adequate nutrition--for 1992, could be

- pessimistic: -460,000 tonnes
- trend: -300,000 tonnes
- optimistic: - 50,000 tonnes

This compares to 314,000 tonnes for 1991. (See Annex III for details.)

## **The Provinces**

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The following situation of population movements, transport networks, and agricultural conditions in the provinces comes from spotty information received from various collaborators and a limited number of field trips. But, given the rapid changes taking place, it is likely that the situation below will not hold for long.

The provincial information network and communication system should improve considerably over the next year.

### **Benguela**

If the rains are favorable, this province may experience a significant increase in agricultural production. Free movement on the roads, the reactivation of the Benguela Railway, the proximity to an important port, the presence of the principal agricultural tool factory are extremely favorable factors for this province.

### **Bié and Huambo**

NGOs, ICRC, UNICEF, and the government have succeeded in pledging sufficient seeds, but the problem of agricultural tools remains.

Contradictory reports were received regarding the damage done by hail (abnormal for this time of year) in the region of Huambo and Kuito at the end of September. It may be that at least part of the bean and vegetable crops were as affected.

The rains began during the second week of September and, given its persistence, seeding has started.

Considerable population movement back to their original localities has been verified. It is possible that in these two provinces a sizeable increase in cropland will occur, particularly maize. If rains are favorable, production may expand over 20%.

The anticipated re-opening of the Benguela Railway this year will certainly bring new life to these provinces. It will greatly facilitate the movement of people and goods. It will also serve as an alternative to the road system which will become gradually more impassable as the rains intensify.

### Huila

The little rainfall so far has not justified planting. In some municipalities, surplus production remains from the last crop season. A positive sign is the upcoming transfer of 500 tonnes of maize as well as 300 head of cattle to Bié.

A large population movement has been noted to the north and the south as well as to Cunene and Huambo. Some municipalities, such as Caconda and Quilengues, remain inaccessible for various reasons.

### Kuanza Sul

Rainfall in September was reportedly normal, but there is a shortage of agricultural inputs, especially seeds.

Displaced people have begun to return to their homes, particularly in the municipality of Amboim.

### Malange

There are difficulties in the normal development of the crop season: some restrictions in the movement of persons and goods, plus the lack of seeds and agricultural tools. Some movement of people back to their original lands has been observed.

The free transit of the Luanda-Malange road explains the increase of food and industrial goods in the parallel market. The prices in the parallel market are lower than past years, and the diversity is also greater.

### Moxico and the Lundas

With the exception of the southeastern part of Moxico, the rains have begun in these three provinces. However, seeding has not commenced. Seeds are scarce in this area where only a few families were able to produce and save seeds from last year's poor harvest. Tools are also short.

This situation could change rapidly during October with the large supply of seeds promised by MINADER and UNICEF. It is foreseen that during September to December 1991 some 98 tonnes of maize seed, 6 tonnes of sorghum/millet seed, 64 tonnes of bean seed, and 7 tonnes of groundnut seeds will be distributed.

But, in some areas of the interior lack of food has been reported--with people searching for food. And greater urban

migration than in 1990 has been noted. The remoteness of these provinces is a constraint on receiving aid.

#### **Uige and Zaire**

Large movements of people are expected in these provinces, in some municipalities of which the situation of social instability has lasted two (or almost three) decades.

One cause is the number of Angolan refugees from Zaire who have arrived and many more who will be returning. About 50% of the refugee population will eventually reside in these two provinces. These people constitute a very vulnerable group which require food aid, medical assistance, as well as seeds, agricultural tools, and other goods for their re-establishment.

Here, as in Malange, there is a scarcity of NGOs to help the vulnerable populations. Since Uige is one of the coffee provinces, it will eventually receive aid, mainly agricultural tools, from SECAFÉ--the government coffee organization--which will also benefit food production.

## Annex I

**Angola – 1991 Marketing Year Cereal Trade**

January – December

	Maize	Rice	Wheat	All Cereals
	(000 tonnes)			
A. Import requirement	-426	-87	-107	-620
B. Commercial imports				
B.1 Already received	24	10	46	80
B.2 Still expected	26	42	50	118
B.3 Total	50	52	96	198
C. Food aid imports				
C.1 Already received	27	7	3	37
C.2 Still expected	80	5	1	86
C.3 Total	107	12	4	123
D. Total expected imports	157	64	100	321
<b>E. Uncovered import gap</b>	<b>-269</b>	<b>-23</b>	<b>-7</b>	<b>-299</b>

## Annex II

### **Conversion factors for maize grain equivalents (MGE)**

0.983 tonnes of rice

1.041 tonnes of sorghum/millet

1.066 tonnes of wheat

3.236 tonnes of fresh cassava

= 1.000 tonne maize (MGE)

Annex III

**Projected staple\* food balance, ANGOLA, 1992**

	Pessimistic		Trend		Optimistic	
	Min	Max	Min	Max	Min	Max
Opening stocks (1 Jan 1992)						
				0		
Domestic production	820	870	910	950	1000	1090
Total requirements			1530			
Food consumption requirements			1400			
Other uses, losses			80			
Closing stocks desired (1 Dec 1992)			50			
Production deficit	-710	-660	-620	-580	-530	-440
Commercial imports	150		200		250	
Food aid	100		120		140	
Food deficit	-460		-300		-50	

(000 tones MGE)

\* Maize, wheat, rice, sorghum, millet, and cassava.