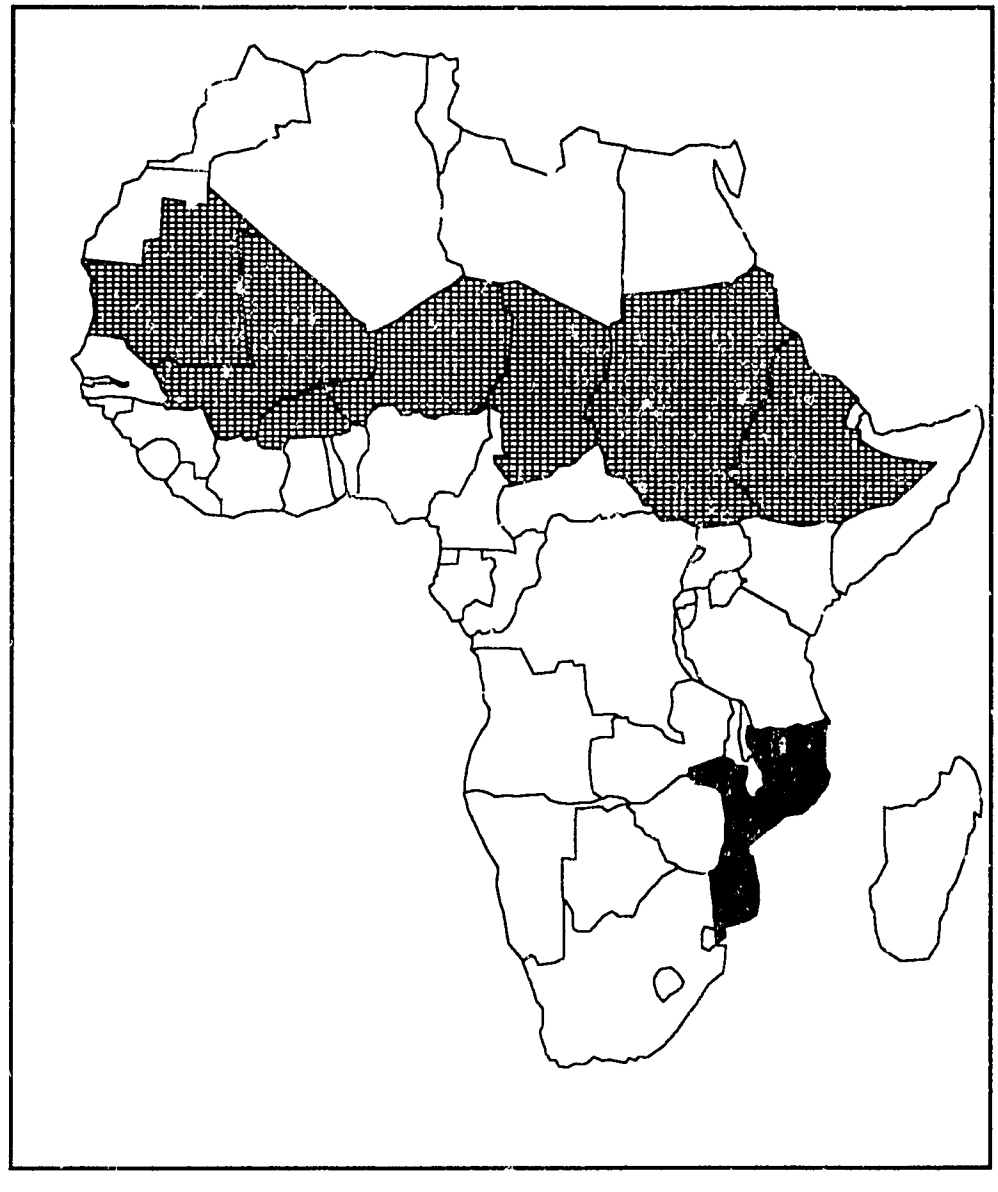
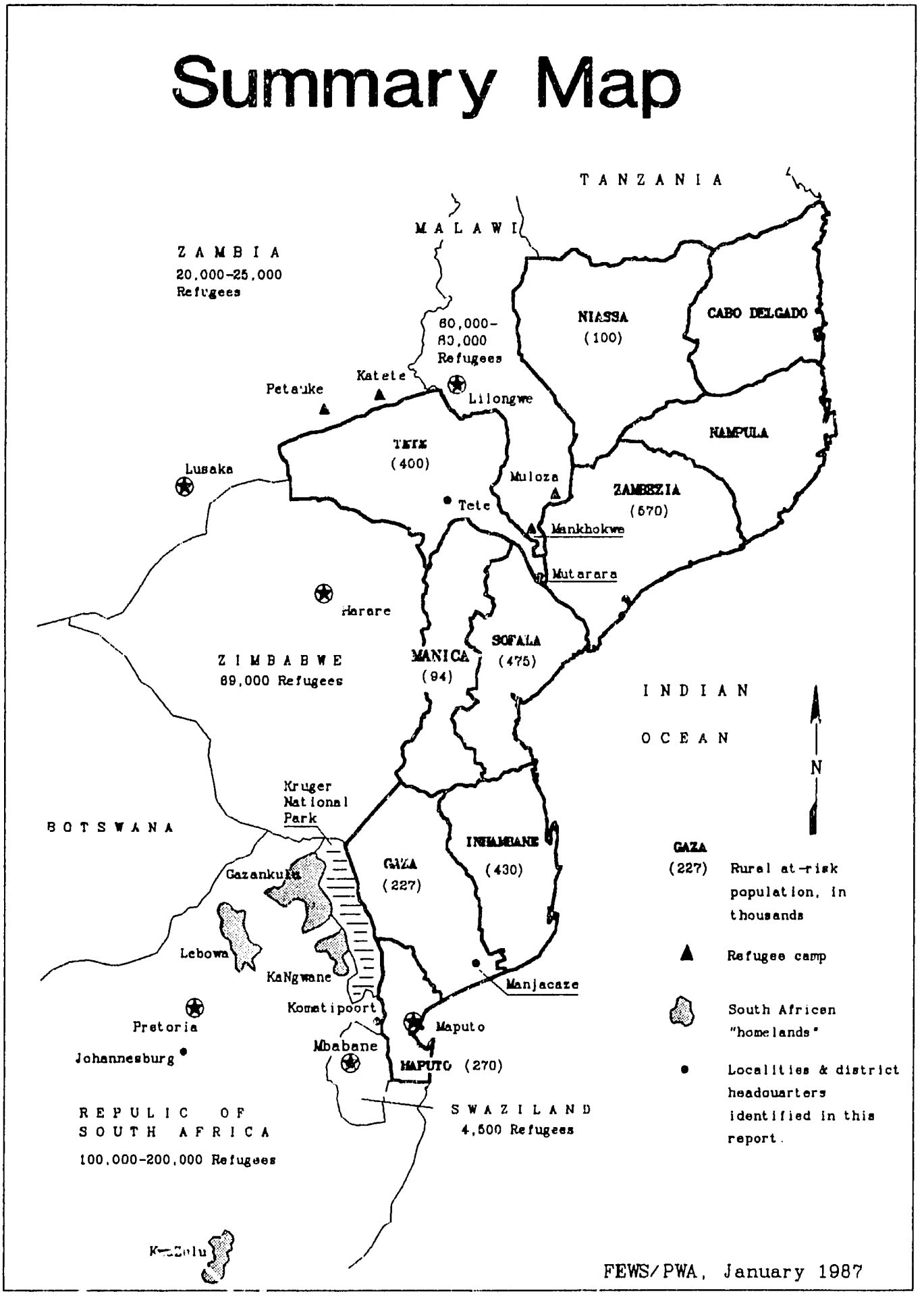
Report Number 8
January 1987

FEWS Country Report
MOZAMBIQUE



Africa Bureau
U.S. Agency
for International
Development

MAP 1: MOZAMBIQUE



Famine Early Warning System Country Report

MOZAMBIQUE

Disaster Declared

Prepared for the
Africa Bureau of the
U.S. Agency for
International Development

Prepared by
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INTRODUCTION

This is the eighth of a series of monthly reports on Mozambique issued by the Famine Early Warning System (FEWS). It is designed to provide decisionmakers with current information and analysis on existing and potential nutrition emergency situations. Each situation identified is described in terms of geographical extent and the number of people involved, or at-risk, and the proximate causes insofar as they have been discerned.

Use of the term "at-risk" to identify vulnerable populations is problematical since no generally agreed upon definition exists. Yet it is necessary to identify or "target" populations in-need or "at-risk" in order to determine appropriate forms and levels of intervention. Thus for the present, until a better usage can be found, FEWS reports will employ the term "at-risk" to mean...

> ...those persons lacking sufficient food, or resources to acquire sufficient food, to avert a nutritional crisis, i.e., a progressive deterioration in their health or nutritional condition below the status quo and who, as a result, require specific intervention to avoid a life-threatening situation.

Perhaps of most importance to decisionmakers, the process underlying the deteriorating situation is highlighted by the FEWS effort, hopefully with enough specificity and forewarning to permit alternative intervention strategies to be examined and implemented. Food assistance strategies are key to famine avoidance. However, other types of intervention can be of major importance both in the short-term and in the long run, including medical, transport, storage, economic development policy change, etc.

Where possible, food needs estimates are included in the FEWS reports. It is important to understand, however, that no direct relation exists between numbers of persons at-risk and the quantity of food assistance needed. This is because famines are the culmination of slow-onset disaster processes which can be complex in the extreme.

The food needs of individual populations at-risk depend upon when in the disaster process identification is made and the extent of its cumulative impact on the individuals concerned. Further, the amount of food assistance required, whether from internal or external sources, depends upon a host of considerations. Thus the food needs estimates presented periodically in FEWS reports should not be interpreted to mean food aid needs, e.g., as under PL480 or other donor programs.

FEWS is operated by AID's Office of Technical Resources in the Bureau for Africa in cooperation with numerous USG and other organizations.

SUMMARY

On January 8, the U.S. Ambassador to Mozambique declared a food emergency in Mozambique. The emergency was declared in response to the continuing disruption of the agricultural sector and transportation infrastructure, and an associated increase in the rural at-risk population. According to current estimates, 5,596,000 people are affected in Mozambique, and of this total, 2,566,000 people are classified as rural people who are no longer self-sufficient in food production. The remaining affected urban population of 3,030,000 includes 800,000 rural people who have been displaced to urban areas. Based on the revised figures for at-risk and affected populations, Mozambique requires a total of 676,100 MT cereals to meet the food requirements of these populations for the crop year May 1986 to April 1987. After accounting for available stocks, internal food production for market, commercial imports, and donor food aid, there remains an estimated food deficit of 301,000 MT for the crop year. In response to the emergency, the USAID Mission has requested a total of 150,000 MT of food commodities to be provided for FY 1987, which is an increase of 135,000 MT over previous FY 1987 PL480 Title II commitments. A November report by the U.S. Committee for Refugees, a public information and advocacy group, estimates that between 160,000 and 220,000 Mozambicans have illegally entered South Africa since 1984. This contrasts with the 70,000 refugees estimated by a U.S. Department of State report published in September. The discrepancy may be a result of differences in the definition of the term "refugee". Rainfall has continued below normal in southern Mozambique, indicating poor prospects for cereal growth in those provinces this year.

Key January Indicators

- The rainy season is normally at its peak in January. The final planting of maize, sorghum, and millet crops occurs in the first three weeks of January.

POPULATIONS AT-RISK

On January 8, the U.S. Ambassador to Mozambique declared a food emergency in Mozambique. According to the declaration, "the disruption of social and economic life (mainly food production activities and transportation infrastructure) by civil strife has reached disaster proportions. The magnitude of the impacted populations, the geographic dispersion of affected areas, and the diminished capacity of the GPRM (Government of the People's Republic of Mozambique) to provide relief from its own resources requires immediate and sustained assistance from the United States."

National Level Estimates

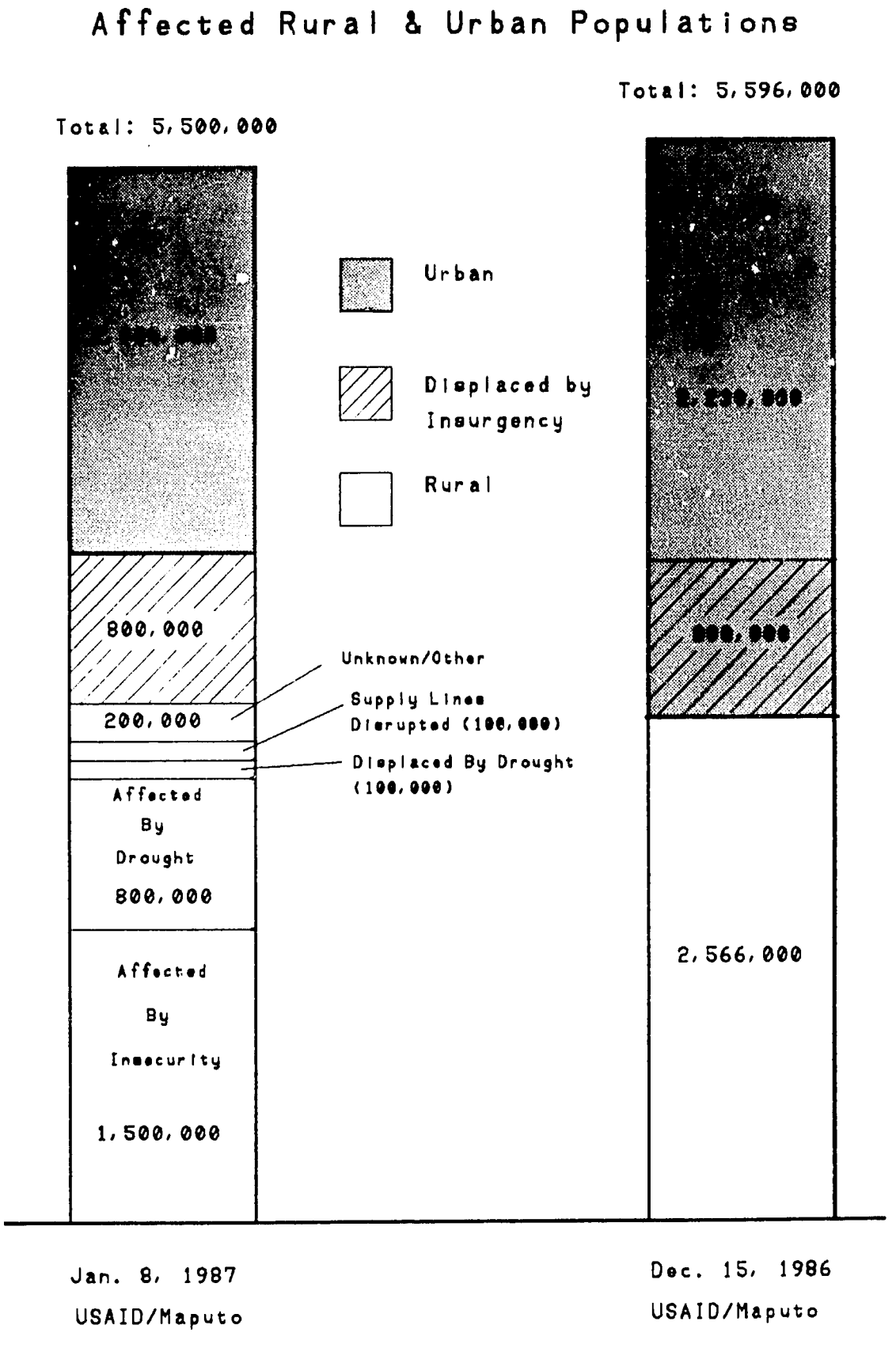
In the declaration of disaster, the US Mission identifies more than 5,500,000 people requiring emergency food aid, which includes 3,500,000 rural at-risk people in eight of Mozambique's ten provinces. Of this total, 800,000 have been displaced by insurgent activity, 1,500,000 others have been affected by rural insecurity, 100,000 have been displaced by drought conditions, approximately 800,000 people have been affected by the lingering effects of drought, and 100,000 have been affected by the inability to maintain supply lines. The USAID Mission estimates that, of the total 3,500,000 at-risk people, 1,300,000 (37%) are in accessible areas, whereas the remaining 2,200,000 (63%) at-risk people must rely on shipments by sea, air or heavy military convoys. In addition to the 3,500,000 at-risk people, there are 2,000,000 urban people normally served by the commercial market who are negatively affected by the civil strife and an atrophied economy.

On December 15, USAID/Maputo estimated the total affected population to be 5,596,000, of which 2,566,000 people were classified as rural at-risk, and the remainder (3,030,000) identified as affected urban people. There are discrepancies of 934,000 in rural at-risk and 1,030,000 in affected urban populations between the December 15th and January 8th estimates. The displaced rural people who relocated to urban areas might have been classified differently, with the January estimate counting them as rural at-risk and the December estimate considering them affected urban people. The December Mission figure includes 800,000 rural people displaced to urban areas in its estimate of 3,030,000 affected urban people. If the 800,000 displaced people are categorized as rural at-risk people (instead of affected urban), the two estimates are approximately equal (See Chart 1).

Rural At-Risk Estimates

In comparing the December FEWS report with the mid-December Mission report, there is an apparent decline in the rural at-risk population. As shown in Table 1, estimates suggest a total decrease of 689,000 people (-22%) from the 3,255,000 rural at-risk people identified in the December FEWS report to the 2,566,000 people reported by the Mission in mid-December. There is no reason to believe the situation in the country is improving. Normally, the "lean season", when family food stocks are low, occurs during the rainy season after the new crops are planted, but prior to the April harvest. Since the "lean season" is currently being experienced in Mozambique, one would expect that the number of rural at-risk people, if not increasing, would remain constant. Once again, the discrepancy might be explained if the

Chart 1: MOZAMBIQUE



FEWS/PWA, January 1987

Table 1: Estimated Rural At-Risk Population By Province (In Thousands, Ranked by Size of At-Risk)

Province	1986 Pop.	December (USAID)	% Of Prov.	December (FEWS)	December Rank	Change At-Risk
Zambezia	2,935	570	19	487	2	83
Sofala	1,252	475	38	781	1	- 306
Inhambane	1,138	430	38	430	4	0
Tete	963	400	42	485	3	- 85
Maputo	1,488	270	18	316	6	- 46
Gaza	1,142	227	20	409	5	- 182
Niassa	593	100	17	170	8	- 70
Manica	753	94	13	177	7	- 83
Nampula	2,757	NA	NA	NA		NA
Cabo Delgado	1,079	NA	NA	NA		NA
Total	14,100	2,566	18	3,255		- 689

NA: Data Not Available.
Sources: December At-Risk Estimate from USAID/Maputo Cable, Dec. 15 1986. December FEWS At-Risk from Mission Cables Sept. 25 & Oct. 29.

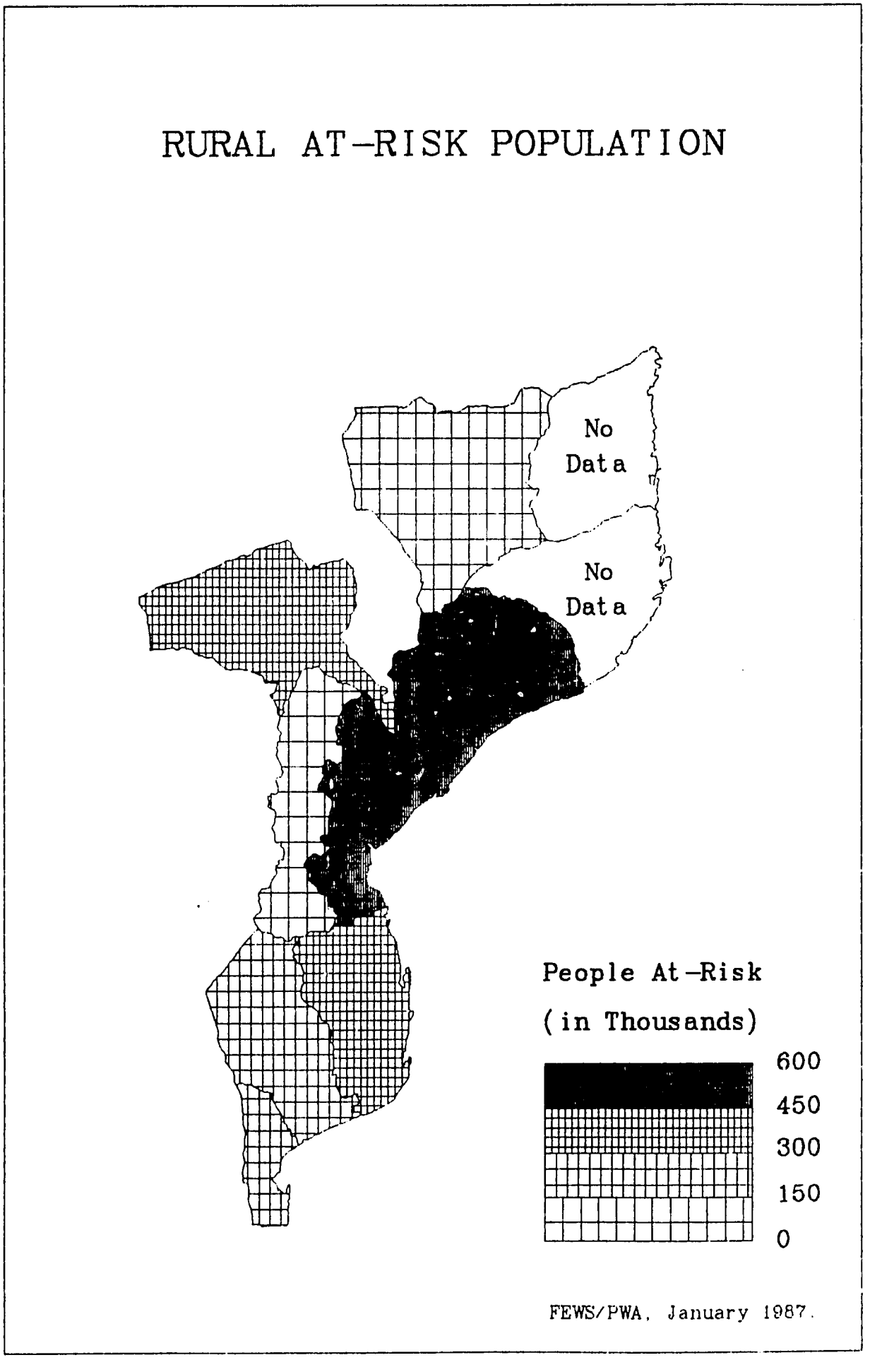
800,000 displaced rural people are reclassified from "rural at-risk" to "affected urban" populations. The December FEWS report, based on figures in a September 25th Mission cable and modified as a result of information contained in an October 29th cable, identified 3,255,000 rural people as at-risk. If the FEWS December rural at-risk figure is lowered by 800,000 people to 2,455,000, the mid-December mission estimate then becomes 111,000 higher by comparison. This is reasonable, since the worsening situation between September and December may have generated an additional 111,000 rural at-risk people.

Provincial Detail

Several reports contained in foreign broadcasts and news services are presented this month in lieu of a province by province summary. With the exception of estimates for rural at-risk populations discussed above, all comprehensive province level reports received this month contain information similar to that presented in the December FEWS report.

A December 1 radio broadcast from Maputo reported a meeting between the Governor of Sofala Province and the British Ambassador to Mozambique, in which the governor stated that 100,000 people are facing starvation within the province. The governor, according to the report,

MAP 2: MOZAMBIQUE



appealed to the international community for additional emergency food aid.

On December 8, another Maputo radio broadcast reported that 458,000 people in Tete Province face hunger and require urgent food aid due to dislocation caused by fighting (This figure is the same as the DPCCN September estimate reported by FEWS in December). According to the radio broadcast, the District of Mutarara is most affected, with nearly 200,000 people at-risk. In the city of Tete, the provincial capital, approximately 16,000 people are affected by hunger. A provincial officer of the DPCCN reports that farming within the province has been virtually paralyzed due to banditry.

The Maputo Domestic Service, on December 3, provided an interview with a district official of the DPCCN for Manjacaze District in Gaza Province. The official identified the area around Macuacua as particularly affected since over 10,000 people have been displaced by bandits. The District of Manjacaze has received assistance from international donors in the form of cereals, blankets, clothes, and agricultural implements. Over 1,200 MT of cereals have been received (date not specified), which have benefitted more than 150,000 people in the drought-affected areas of Manjacaze District. The district, according to the official, requires seed for 500 MT corn, 100 MT peanuts, and 50 MT beans to assist nearly 70,000 people affected by famine.

According to a December USAID/Maputo cable, GPRM Health Ministry Sanitary Units in the provinces of Gaza, Inhambane, Sofala, Manica, Tete, and Zambezia Provinces report that between 15 and 25 percent of children treated show signs of growth deficiency, and between 5 and 8 percent of children less than 6 months of age shown signs of malnutrition. There is no additional information regarding the sampling methodology used in the surveys. It is not possible, therefore, to make inferences regarding the general nutrition of children at the national or provincial levels.

ESTIMATED CEREAL SUPPLY

In December, the AID Mission in Maputo estimated that 676,671 MT of cereals were needed to feed Mozambique's affected population for the crop year May 1, 1986 through April 30, 1987. This estimate is based on an assumed per capita ration of 350 grams per day (127.8 kilograms per year), an affected urban population of 3,030,000 (which includes 800,000 displaced rural people), a rural at-risk population of 1,848,000 between the months of May 1 and

September 30 (153 days), and a revised rural at-risk population of 2,566,000 for the period October 1 through April 30 (212 days).

Table 2: Food Balance, May 1, 1986 - April 30, 1987 (Cereal, Thousands of Metric Tons)

	Maize	Wheat	Rice	Total
GROSS SUPPLY				
Stocks	13.0	12.0	5.0	30.0
Market, Internal Production	36.0	0.0	25.0	61.0
Market, Commercial Imports	32.1	40.9	14.7	87.7
Food Aid, Arrived & Scheduled	155.2	70.5	29.7	255.4
Total Gross	236.3	123.4	74.4	434.1
NET SUPPLY (Milling Loss Deducted)				
Stocks and Market	69.0	45.0	40.2	154.2
Food Aid, Arrived & Scheduled	131.9	59.9	29.7	221.5
Total Net	200.9	104.9	69.9	375.7
POPULATION REQUIREMENTS 5/86-4/87				
Urban (Normal Market)	173.6	136.1	77.4	387.1
Rural (At-Risk)	289.6	0.0	0.0	289.6
Total Need	463.2	136.1	77.4	676.7
ESTIMATED FOOD DEFICIT	262.3	31.2	7.5	301.0

Source: USAID Mission Cable, December 15, 1986.

According to estimates in Table 2, the total net value of internal market production, commercial imports, and stock reserves is 154.2 MT of cereals, which meets only 40% of Mozambique's urban market requirements, and only 23% of the total need in Mozambique for the crop year 1986/1987. USAID/Maputo estimates that 357,441 MT of cereals are needed for the period November 1, 1986 through April 30, 1987 in order to meet Mozambique's cereal requirements. Of this need, a net supply of 120,268 MT is available, which leaves an uncovered cereal gap of 237,176 MT. In response to these outstanding needs, the Mission is requesting a total U.S. PL480 Title II allocation of 150,000 MT of food commodities including wheat, rice, corn, beans and vegetable oil. This is an increase of 107,000 MT (249%) from the previous FY 1987 Title II commitments.

REFUGEES

The U.S. Committee for Refugees (USCR), a public information and advocacy group, recently released an issue paper which provides estimates of Mozambican refugees in

neighboring nations. The USCR estimates for refugees in Swaziland and Zimbabwe are similar to those reported in the November FEWS report. The USCR November figures for Malawi and South Africa, however, are markedly higher than the November FEWS estimates (Table 3).

Table 3: Estimated Refugees in Neighboring Countries (Thousands of People)

	FEWS Jan. 1987	FEWS Nov. 1986	USCR Nov. 1986	US State Sept.1986
Swaziland	4.5	4.5	4.5	4.5
Zambia	20.0-25.0	19.0	25.0-40.0	16.0
Zimbabwe	69.0	69.0	70.0	69.0
Malawi	60.0-80.0	60.0-80.0	100.0	10.0
South Africa	100.0-200.0	70.0	160.0-220.0	70.0
Total	253.5-378.5	222.5-242.5	359.5-434.5	169.5

Sources:
World Refugee Report, U.S. Dept. Of State, Bureau For Refugee Programs, Sept., 1986
Refugees From Mozambique: Shattered Land, Fragile Asylum, U.S. Committee For Refugees, Issue Paper, Nov. 1986.

The discrepancy of over 20,000 refugees in Malawi may be attributed to the difficulty in estimating a large population in a constant state of flux. According to field reports, large numbers of Mozambicans flee across the border to Malawi when fighting intensifies in the border districts of Mozambique, and then return when hostilities subside. The number of refugees, therefore, fluctuates according to the level of conflict. Refugees returning from Malawi have reported as many as 200,000 Mozambican refugees in Malawi, but such high estimates have not been independently verified by credible sources. For these reasons, the FEWS November estimates were based on information provided by the U.S. Department of State, the Malawi Red Cross and CARITAS, a Catholic relief organization. According to recent communication with the USCR, there are approximately 70,000 Mozambican refugees in Malawi.

The USCR estimate for Mozambican refugees in South Africa exceeds the September U.S. Department of State estimate by 90,000 to 150,000 people. According to the USCR report, between 160,000 and 220,000 refugees entered South Africa illegally since 1984. Approximately 70,000 to 80,000 of these refugees settled in the "black homelands" of South Africa, whereas the remaining 80,000 -

140,000 Mozambicans settled illegally around Johannesburg in search of employment. The U.S Department of State report, on which the FEWS November estimates are based, indicates that no Mozambican refugees were in South Africa prior to 1985. Between 1985 and 1986, the U.S. State Department estimates that 70,000 Mozambicans fled to South Africa. It is unlikely that 90,000 to 150,000 refugees fled into South Africa between September and November when the two reports were published. It is more likely that the 70,000 refugees reported by the U.S. State Department included only those refugees who settled into the "homelands", whereas the 80,000 - 140,000 Mozambicans seeking employment around Johannesburg were not included in the estimate. The discrepancy between the U.S. State Department and USCR estimates suggests there is a difference in the definition of the term "refugee". However, sources in the Bureau of Refugee Programs currently estimate between 100,000 and 200,000 refugees in South Africa, which is closer to the estimate provided in the USCR November report.

Mozambican refugees illegally entering South Africa have done so at great personal peril in spite of attempts by RENAMO insurgents, the Government of Mozambique, and the Government of South Africa to dissuade border crossings. The USCR report indicates refugees are subjected to minefields within Mozambique, an electrified fence erected by South Africa on the border, and attacks by wild animals in the Kruger National Park on the South African side of the border. The determination of refugees who face these odds testifies both to the strength of traditional migratory patterns and to the life-threatening nature of conditions in Mozambique. Once inside South Africa, these refugees do not settle along the border as in other countries of asylum. Able-bodied men generally seek work around Johannesburg, while the women, children and elderly find their way to one of the black "homelands", where they have family or clan ties with the residents. The USCR reports that between September 1984 and February 1986, an estimated 45,000 Mozambican refugees arrived in Gazankulu, 25,000 in KaNgwana, and 5,000 each in Lebowa and KwaZulu (Map 1). Upon arrival, these refugees are exhausted, dehydrated and near starvation. Many suffer from malaria, tuberculosis, skin and bronchial infections, gastro-intestinal diseases or malnutrition in addition to psychological depression. These refugees lost an important source of assistance and protection when the International Red Cross was expelled from South Africa in October of 1986.

RAINFALL

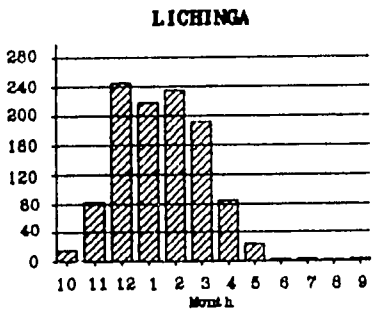
The rainy season in Mozambique normally lasts from October through April, with maximum amounts received during the months of January and February (Map 3). Rain stations at Beira, Quelimane and Lichinga normally record the highest amounts, whereas the stations at Maputo and Tete typically receive lower amounts of rainfall. There are few rain stations in Mozambique with reliable historical meterological data, and the geographic distribution of the seven stations for which historical data are available is less than optimal. The provinces of Gaza and Inhambane, which are the areas most affected by the recent drought, do not have rain stations with reliable historical data. Rain stations for which historical data are available tend to be concentrated along the coastal regions where the rainfall is normally heavy.

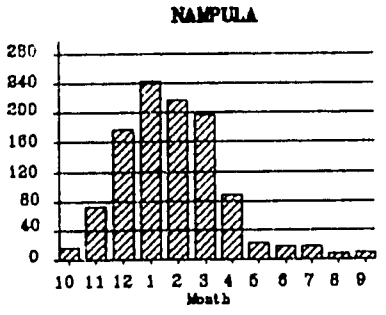
The rains began poorly in October and November over the central and southern provinces of Mozambique. In the month of November, the Maputo rain station recorded 45 mm, which is 31% less than the 30-year average. Below normal rainfall continued throughout the month of December in the southern provinces of Mozambique. This area requires sustained, above normal, rainfall in order to replenish the water table which has been depleted by a five-year drought. With the exception of millet, the potential for cereal crops does not appear to be promising in the southern provinces due to below normal moisture levels during this rainy season.

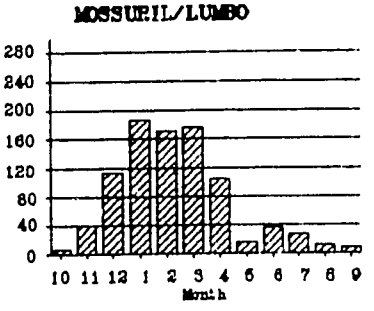
Above normal rainfall was recorded in the provinces of Tete, Niassa, and Nampula during the month of November. Rain stations at Nampula and Lichinga received approximately 90 mm, which is 125% and 110% of the 30-year monthly average for each station. The interior province of Tete and the coastal province of Nampula received over 150% of normal rainfall in November (Map 3). The northern provinces of Tete, Zambezia, Nampula and Niassa continued to receive either normal, or above normal, rains in December and early January, and unless localized flooding occurs, the moisture levels should create favorable conditions for newly planted cereal crops.

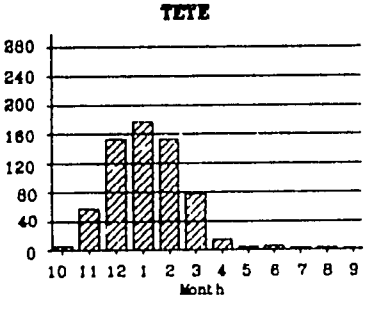
MAP 3: MOZAMBIQUE

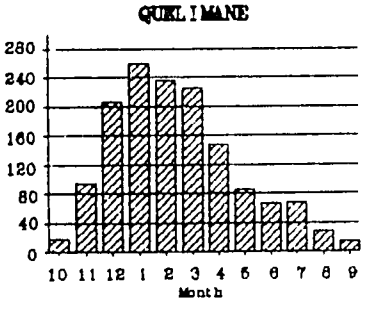
AVERAGE MONTHLY RAINFALL (MM), 1951-1980

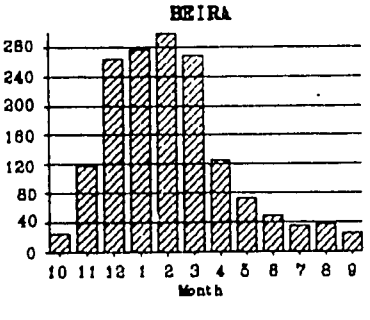


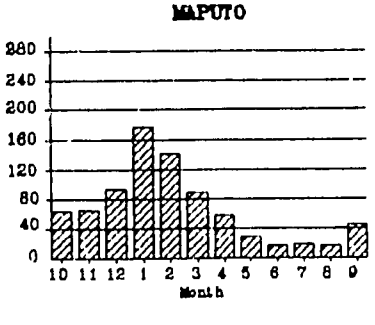


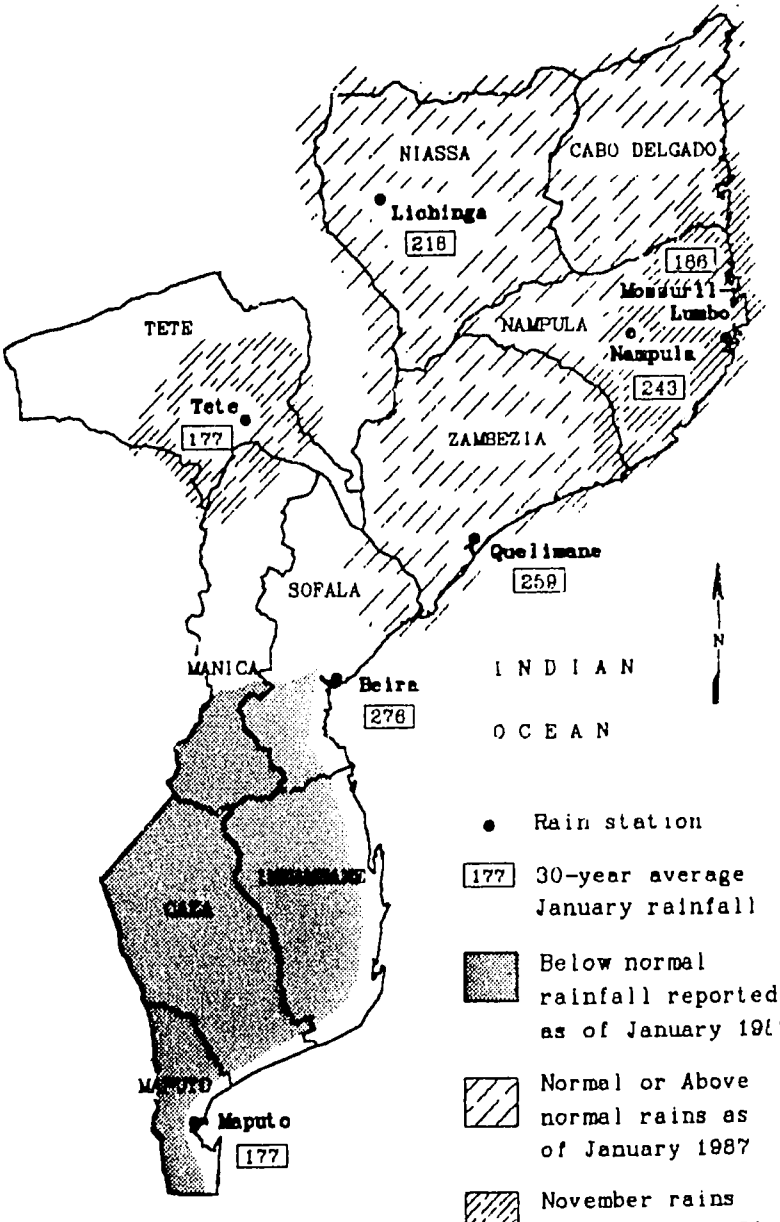












FEWS/PWA, January 1987