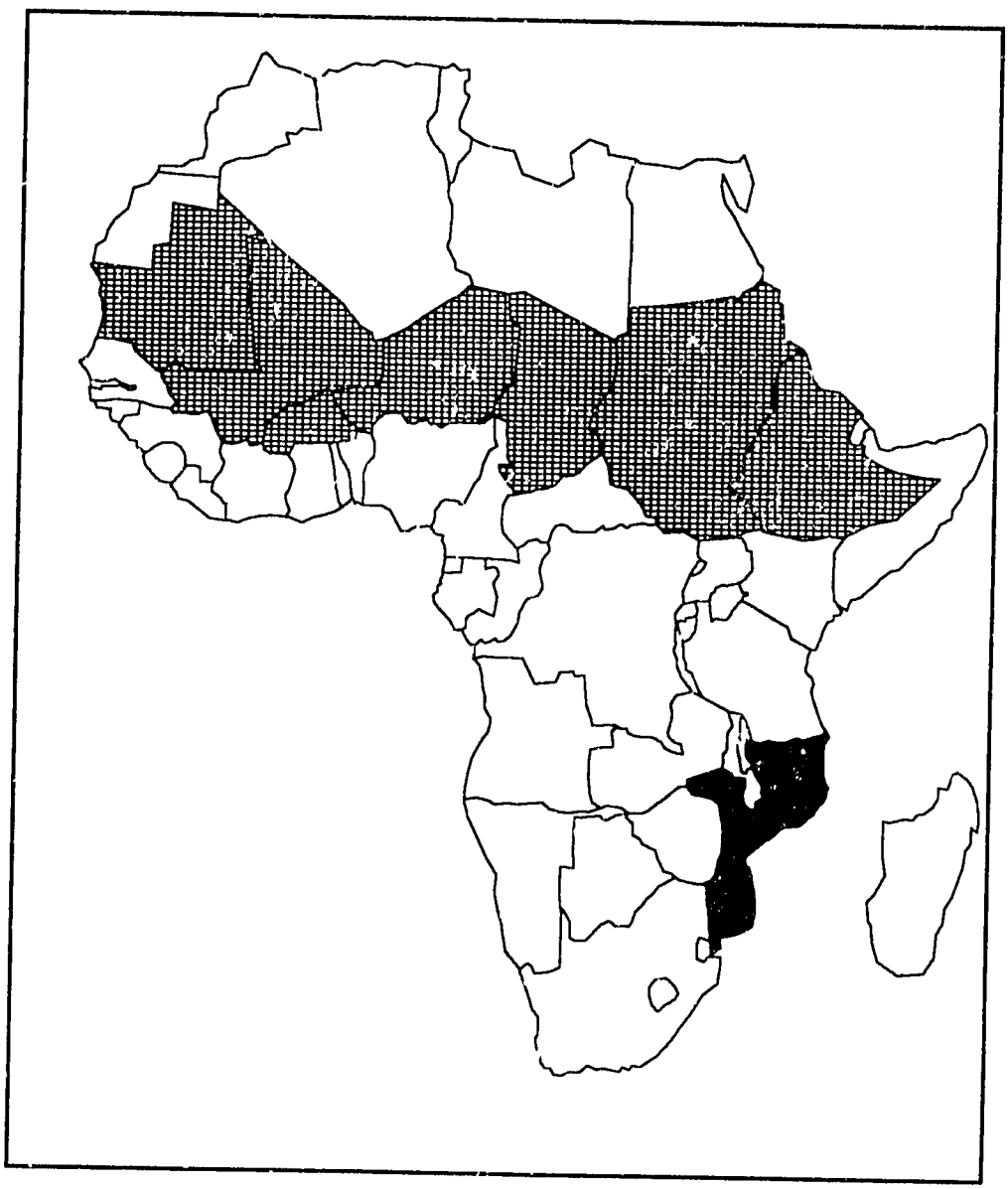
Report Number 11
April 1987

FEWS Country Report

MOZAMBIQUE



Africa Bureau
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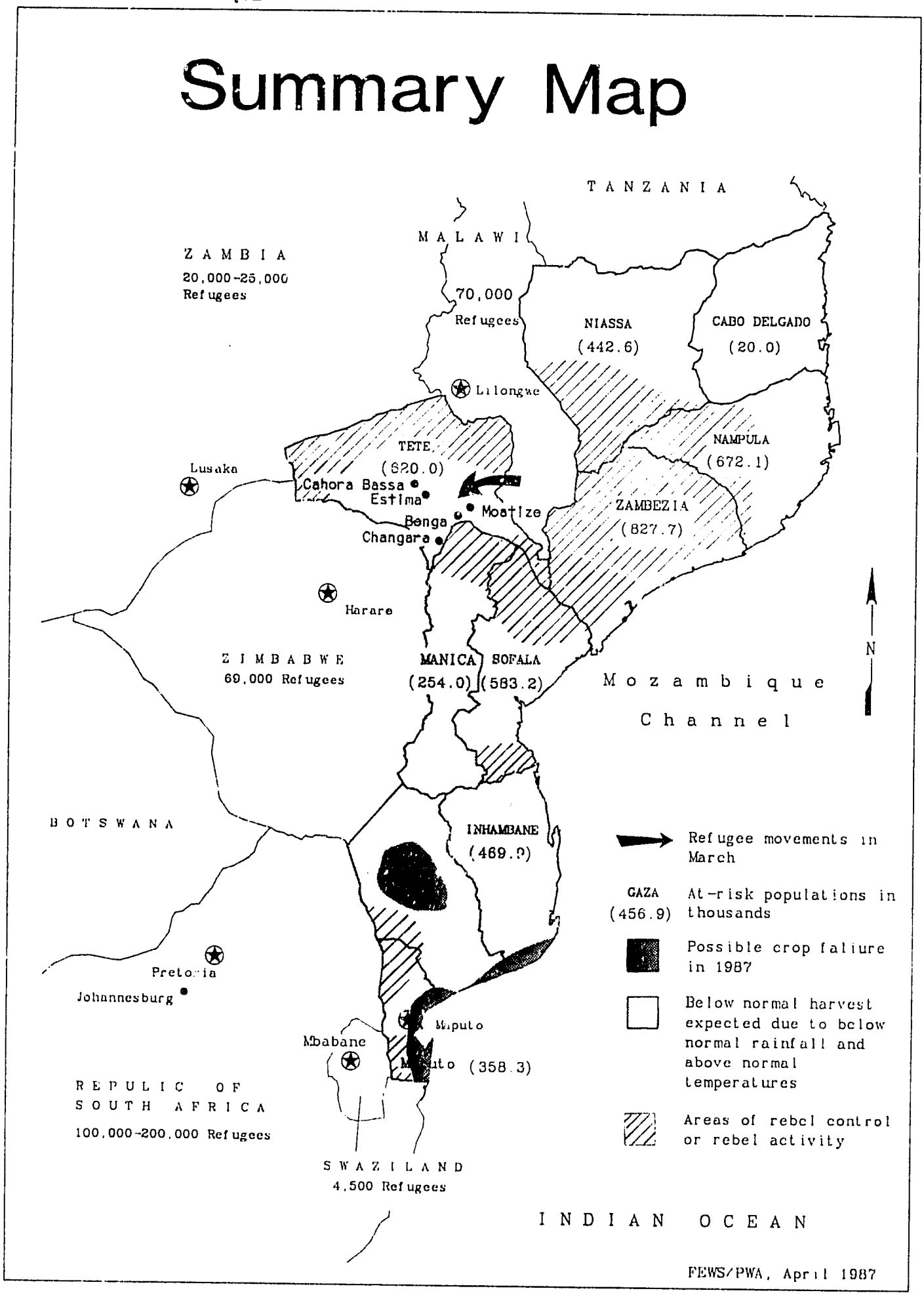
MAP 1: MOZAMBIQUE



Famine Early Warning System Country Report

MOZAMBIQUE

Poor Post-Harvest Prospects

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

Prepared by
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April 1987

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INTRODUCTION

This is the eleventh in 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 depends on a variety of US Government agencies, private voluntary organizations (PVO's), international relief agencies, foreign press and host government reports as sources of information used in the country reports. In particular, a debt of gratitude is owed to many individuals within various offices of the US Agency for International Development (USAID) who routinely provide valuable information, especially, the USAID Mission in Maputo; the Office Of Emergency Operations (OEO); the offices of Food For Peace and Voluntary Assistance (FVA/FFP); and the Office of Foreign Disaster Assistance (OFDA). Special acknowledgement is also given to the National Weather Service/US Department of Agriculture (NWS/USDA) Joint Agricultural Weather Facility (JAWF), and the Climate Assessment Branch of the National Oceanic and Atmospheric Administration (NOAA/NESDIS/AISC) for meteorological information which made it possible to monitor the progression of the agricultural season in Mozambique. Additional useful information is also provided by the UN Food and Agriculture Organization (UNFAO) Global Information and Early Warning System (GIEWS), the World Food Programme, UNICEF, and the Department for the Prevention and Control of Natural Calamities (DPCCN) of the People's Republic of Mozambique (GPRM). Finally, special appreciation is expressed to CARE for kindly providing useful information regarding the logistics of food distribution in Mozambique.

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

SUMMARY

The number of at-risk people in Mozambique continues to increase due to continuing insurgent activity and drought. According to the Government of the People's Republic of Mozambique (GPRM), the number of at-risk people is now 4,684,700, which is 35.4% higher than the estimate in December of last year. Nampula Province, which was not considered impacted by insurgency in December, now ranks second in number of at-risk, with 672,100 people requiring assistance due to insurgent activity. In the central and southern provinces, below normal rainfall and above normal temperatures continued to plague farmers between mid-January and March. Due to dryness, localized crop failure and poor harvests are expected in many areas of Maputo, Gaza, Inhambane, Sofala, Manica, and Tete Provinces (Map 1). FEWS estimates there are approximately 3,784,700 at-risk people in Mozambique, and of this total, 900,000 people are found in areas normally supplied by the commercial market. An additional 2,130,000 predominantly urban people are also "affected", since marketable domestic cereal production and GPRM commercial imports do not meet the normal market demand. Therefore, FEWS estimates 769,596 net metric tons (MT) of cereals are needed for the crop year May 1, 1987, through April 30, 1988, to meet the needs of 5,914,700 at-risk and normal market populations. Domestic supply and donor imports are expected to provide 523,606 net MT of cereals, leaving an unmet food balance of 245,990 net MT.

Key Issues

- The plight of at-risk people in areas where food production is hampered by both drought and rebel activity is a matter of particular concern (Map 1). Relief distribution in rebel-contested areas is either infrequent or nonexistent. In areas of restricted access that are also threatened by the recent drought, there are few, if any, alternative food sources to meet the needs of the local populations.

Key Indicators

- The cereal harvest begins in April and continues into May, but due to the effects of drought in the central and southern provinces and insurgent disruption of the agricultural sector in northern provinces, prospects for overall cereal production are bleak.

- Throughout 1987, there will likely be increases in the at-risk populations in the southern and central provinces, where as many as 900,000 self-sufficient people are vulnerable to poor or failed harvests (Map 1). Particularly affected are areas in eastern Maputo, Gaza, southern Inhambane, and Manica Provinces where poor yields and localized crop failure are anticipated.

POPULATIONS AT-RISK

At the March 31st United Nations sponsored donor meeting in Geneva, the Government of the People's Republic of Mozambique (GPRM) presented an official estimate of 4,542,700 at-risk people in Mozambique. The estimate, prepared by the Department for the Prevention and Control of Natural Calamities (GPRM/DPCCN) in February, was verified as correct and credible by the UN Special Coordinator. According to the GPRM, Mozambique's at-risk population increased by 29.7% over the 3,503,800 at-risk estimate prepared by the US Mission in January. On March 23, however, the Maputo Domestic Service reported that DPCCN/Tete now estimates there are 620,000 at-risk people in Tete Province, an increase of 35.4% from their December estimate for Tete. Based on this revised estimate for Tete Province, the DPCCN now estimates there are 4,684,700 at-risk people in Mozambique (Table 1). When compared with the January estimates by USAID/Maputo, the DPCCN figures suggest sizable increases in numbers of at-risk people in Nampula (+1,244%), Manica (+168%), Gaza (+37%), Tete (+35%), and Maputo (+32%) Provinces. The GPRM considers 607,029 people to be inaccessible, located mostly in Zambezia, Tete, Sofala, and Maputo Provinces (Map 1).

The sudden and dramatic increase in Nampula's at-risk population is cause for both concern and question. The GPRM Director For International Cooperation reports that the problem of insecurity in Nampula is now grave, with large numbers of people being displaced from homes and farms due to fighting. In December, the DPCCN did not consider Nampula Province to be "impacted", and did not include at-risk estimates for the province. According to the DPCCN, Nampula changed from a non-impacted province to the second most impacted province in Mozambique in the span of two months (Graph 1). There has been no ancillary information to substantiate such a high at-risk estimate for Nampula Province. By comparison, numerous foreign news services reported the rapidly deteriorating situation in Zambezia Province last September, which made credible the dramatic increase in at-risk estimates. However, there have been no foreign news reports from Nampula Province which would confirm a rapidly worsening security problem. If the situation in Nampula has deteriorated so dramatically, there is an urgent need to identify where the at-risk people are located within the province, and to determine what level and type of assistance is needed.

In Tete Province, increases in at-risk people can be attributed to several factors. According to various news reports, increasing numbers of Mozambican refugees are

TABLE 1

MOZAMBIQUE AT-RISK POPULATIONS

Populations In Thousands, Ranked By Size Of At-Risk Population.

		POPULATIONS DEPENDENT ON INTERNAL COMMERCIAL MARKETS, FOOD IMPORTS, AND DONOR ASSISTANCE										
		Normal Market Plus At-Risk		NORMAL MARKET	AT-RISK RURAL AND URBAN POPULATIONS REQUIRING ASSISTANCE							
Province	Province Population	January (USAID)	February (GPRM)	Urban Areas Institutions	USAID At-Risk January	% Of Total Pop.	GPRM At-Risk February *	% Of Total Pop.	Change In At-Risk	% Of GPRM February At-Risk Which Are: Displaced	Inaccessible
Zambezia	2,931.9	882.1	857.7	30.0	832.1	28.4%	827.7	28.2%	(4.4)	30.5 %	30.0 %
Nampula	2,818.3	424.0	1,046.1	374.0	50.0	1.8%	672.1	23.8%	622.1	26.4 %	0.0 %
Sofala	1,249.0	841.4	853.2	270.0	571.4	45.7%	583.2	46.7%	11.8	81.6 %	14.0 %
Tete (1)	974.5	546.0	708.0	88.0	458.0	47.0%	620.0 *	63.6%	162.0	28.0 %	45.0 %
Inhambane	1,169.8	566.2	605.9	136.0	430.2	36.8%	469.9	40.2%	39.7	11.7 %	0.0 %
Gaza	1,125.3	379.1	502.0	45.1	334.0	29.7%	456.9	40.6%	122.9	0.0 %	0.0 %
Niassa	600.5	442.4	442.6	0.0	442.4	73.7%	442.6	73.7%	0.2	46.9 %	2.0 %
Maputo	540.3	415.0	502.4	144.1	270.9	50.1%	358.3	66.3%	87.4	46.7 %	16.0 %
Manica	751.6	236.0	395.2	141.2	94.8	12.6%	254.0	33.8%	159.2	40.6 %	0.0 %
**Cabo Delgado	1,102.3	124.0	104.0	104.0	20.0	1.8%	0.0	n/a	(20.0)	0.0 %	0.0 %
**Maputo City	971.1	870.0	870.0	870.0	0.0	0.0%	0.0	n/a	0.0	0.0 %	0.0 %
SubTotal	14,234.6	5,706.2	6,887.1	2,202.4	3,503.8	24.6%	4,684.7	32.9%	1,180.9	34.5 %	13.3 %
Less Normal Market At-Risk		0.0	(900.0)								
TOTAL AFFECTED		5,706.2	5,987.1								

NOTES:

(1) * GPRM at-risk estimates, as presented in Geneva on March 31, are estimates which were updated in February by the DPCCN. On March 23, the DPCCN/Tete revised the GPRM at-risk figure for Tete Province from 478,000 to 620,000 at-risk people. It is not clear if the GPRM was cognizant of this change, or if the information was unavailable to the GPRM prior to the Geneva meeting. Based on foreign news reports, FEWS has adopted the DPCCN/Tete estimate.

(2) ** Cabo Delgado and Maputo City are NOT considered "impacted" by the GPRM; therefore, there are no GPRM at-risk estimates for these areas. In January, USAID/Maputo estimated 20,000 people to be at-risk in Cabo Delgado Province.

(3) Normal market includes urban centers (provincial and district capitals), schools, health posts, and rural economic centers such as agro-industrial factories, and other commercial enterprises not in urban areas. The at-risk estimates include unemployed people in normal market areas, and rural people displaced to urban areas who lack resources to purchase or produce food. The total of Normal Market PLUS At-Risk populations yields the total Affected Population which depends on donor food aid, since internal production and commercial imports do not meet the demands of the normal market and at-risk populations. The January USAID/Maputo estimate includes all Normal Market at-risk people in the At-Risk category, thus avoiding double counts in the Normal Market category. However, the GPRM estimates do not clearly distinguish between "not at-risk" and "at-risk" Normal Market populations which gives rise to the possibility of double counting. According to various estimates, there are between 600,000 and 900,000 normal market people at-risk. For this reason, FEWS estimates that the Total Affected Population of 6,887,100 (4,684,700 at-risk and 2,202,400 normal market) may be overestimated by as many as 900,000 people.

(4) USAID population estimates from USAID/Maputo cable, January 16, 1987.

Best Available Document

returning each day to Tete Province from Malawi. Intense fighting in five northern districts of Tete has caused thousands of people to flee from districts bordering Zambia into central and southern Tete Province (around Moatize), and no doubt, into Zambia.

The increases in the numbers of at-risk people in the central and southern provinces are primarily caused by lingering drought which has, in some localities, persisted since 1982. Drought continued to plague central and southern Mozambique throughout the first three months of 1987. The March FEWS Report identified 924,200 self-sufficient people living in areas of Maputo, Gaza, Inhambane, Sofala, Manica, and Tete Provinces, as being potentially vulnerable to poor or failed harvests, and FEWS expects the at-risk population in these southern provinces will continue to increase over the next 12 months.

Trends In At-Risk Estimates

A comparison of provincial at-risk estimates over the past 6 months can assist in understanding general trends in the estimates. With the exception of January, all monthly estimates were made by the DPCCN. The most dramatic changes in at-risk estimates, and in provincial rankings by size of at-risk estimates, tend to occur in the northern provinces, where insurgency is the predominant problem (Graph 1). No doubt, estimating at-risk populations in areas affected by rebel activity is complicated by the large numbers of displaced people, generated over vast areas by widely scattered rebel attacks. In southern provinces, where drought is the predominant factor, changes in estimates have been relatively gradual, and provincial rankings by size of at-risk population remained constant between September and February.

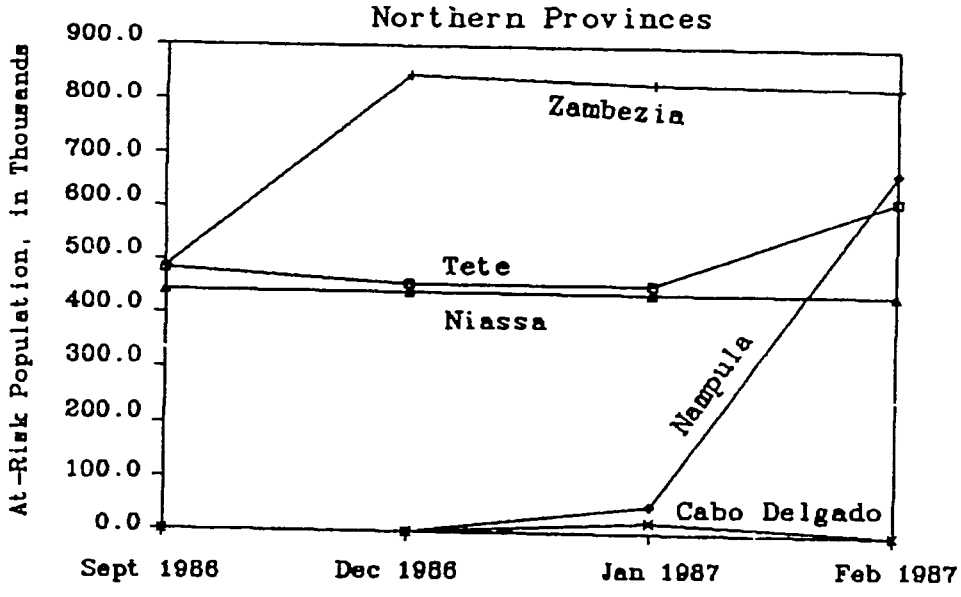
Since last December, the prevailing at-risk estimate for Sofala Province has been between 570,000 and 580,000 people; however, occasional estimates place the at-risk figure closer to 781,000, as it was in September 1986, and again in February 1987 (see FEWS Report 10). The persistence of these two relatively divergent estimates (570,000-580,000 and 781,000) suggests there is a difference in methodology, or definition, as opposed to an actual change in the numbers of at-risk people.

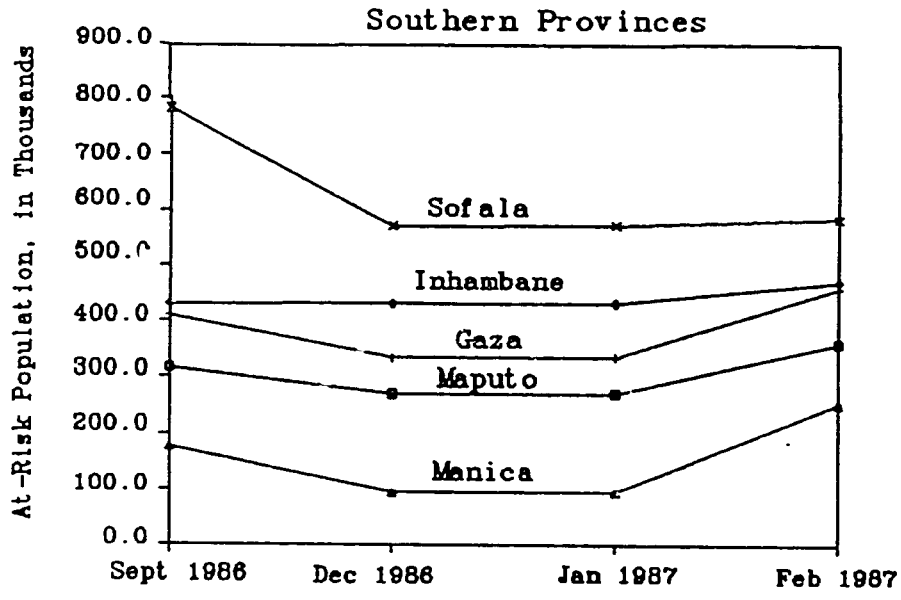
Food Distribution

Problems associated with distributing food at the district level is cause for concern. As reported in the March FEWS Report, only 10 of 17 districts in Zambezia Province received shipments during November of 1986, and only 11.8% of the total allocations were actually delivered. According to a March 29 article in The Sun

TRENDS IN AT-RISK ESTIMATES

September 1986 – February 1987





Populations in Thousands

Province	Sept 86 DPCCN	Dec 86 DPCCN	Jan 87 USAID	Feb 87 DPCCN
Zambezia	487.0	847.0	832.1	827.7
Nampula	0.0	0.0	50.0	672.1
Sofala	781.0	570.2	571.4	583.2
Tete	486.0	458.0	458.0	620.0
Inhambane	430.0	430.0	430.2	469.9
Gaza	408.7	333.9	334.0	456.9
Niassa	443.3	443.3	442.4	442.6
Maputo	315.8	270.9	270.9	358.3
Manica	176.6	94.8	94.8	254.0
Cabo Delgado	0.0	0.0	20.0	0.0
Totals	3,527.4	3,448.1	3,503.8	4,684.7

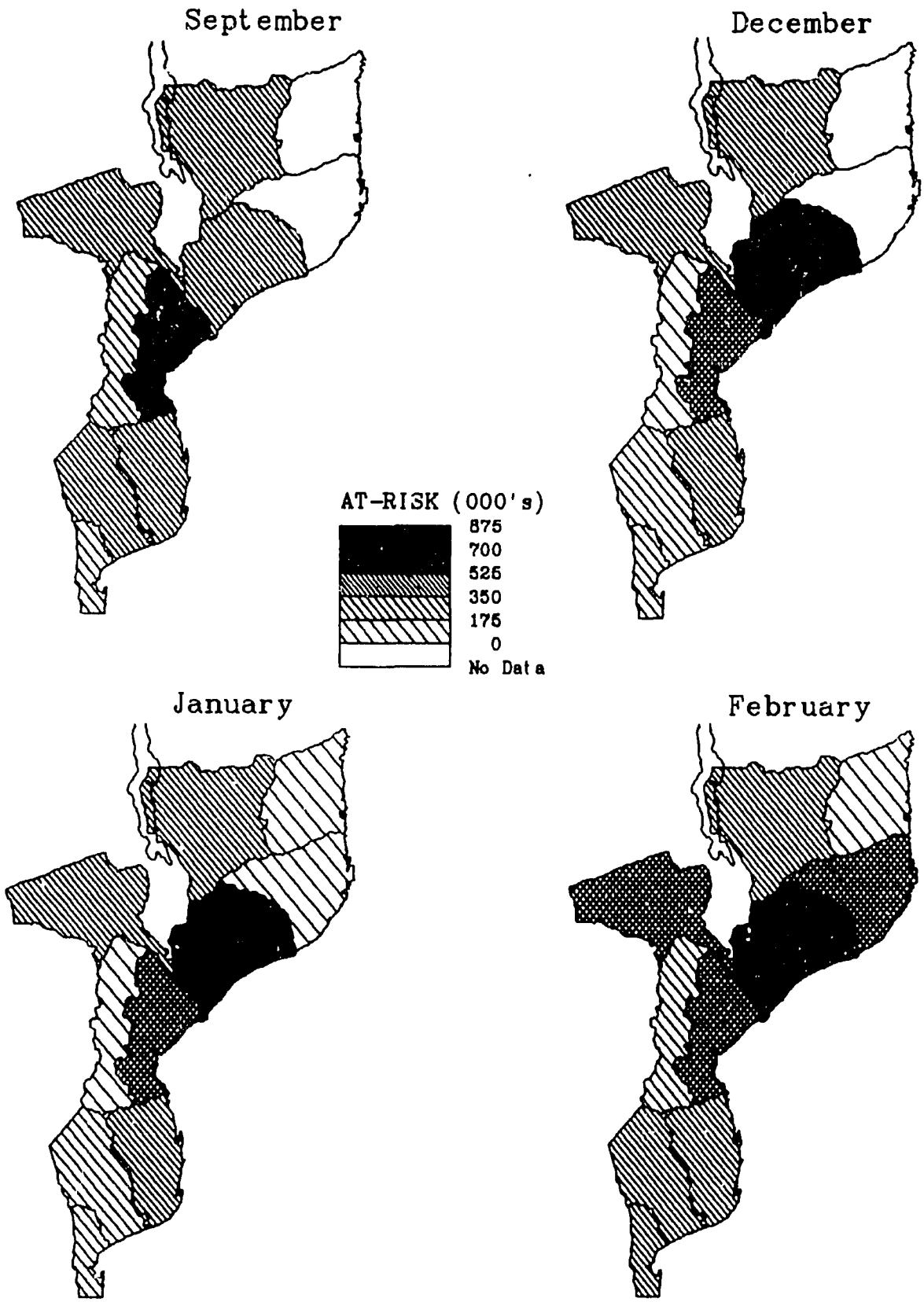
Sources:

1) DPCCN estimate for September from USAID/Maputo Mission Cable, September 25, 1986.
2) DPCCN December estimate from DPCCN/CARE Annual Report, January-December 1986.
3) USAID January estimate from USAID/Maputo Mission Cable, January 16, 1987.
4) DPCCN February estimates as presented in Geneva on March 31, 1987. Figures are February Update by the DPCCN. According to a Maputo Domestic Service report on on March 23, 1987, the DPCCN/Tete increased the at-risk figure from 458.0 to 620.0

FEWS/PWA, April 1987

MAP 2: MOZAMBIQUE

TRENDS IN AT-RISK ESTIMATES



FEWS/PWA, April 1987

(Baltimore), CARE field personnel in Zambezia Province report that problems in security and logistics have resulted in inconsistent supplies of food, and forced reductions in per capita daily rations far below recommended levels. In areas subjected to frequent rebel attacks, emergency deliveries are infrequent, since relief shipments must wait until military escorts are available. At the end of 1986, the DPCCN and CARE both reported shortages of tractors and trailers capable of transporting 5-ton payloads from district capitals to outlying areas. Given likely increases in donor assistance in 1987, the storage, communications, and transport capacity at the district level must be fully capable of routinely distributing the level of food required by district level at-risk populations in order to ensure adequate rations, while at the same time avoiding in-transit food spoilage.

REFUGEES

The flow of Mozambican refugees returning from Malawi has been increasing over the past several months. According to various field reports, between 50 and 300 Mozambican refugees per day are returning and resettling in Tete Province. The returnees are mostly resettling in camps located in Moatize, Changara, and Cahora Bassa Districts (Map 1). According to a March 23 report by the Johannesburg South African Press Association (SAPA), more than 10,000 people have settled in the camps at Moatize since the end of 1986. There are two camps in Moatize, and a third camp at Benga. At one of the Moatize camps, 1,504 recent arrivals are reportedly sleeping in the open air without shelter. At a second Moatize camp, 7,980 people live in abandoned railway cars. Sanitary conditions in both camps are described by SAPA as appalling. Since the two Moatize camps are becoming overcrowded, most of the returning refugees are being sent to a camp at Benga, where 1,063 displaced people have found shelter in houses that were abandoned earlier this year by villagers fleeing rebel attacks. Additional houses are being constructed, but overcrowding is a problem. Attempts at making the community agriculturally self-sufficient have not been successful, due to the combined effects of drought and poor soils.

An agreement signed at the end of March by Malawi, Mozambique, and the United Nations High Commissioner for Refugees (UNHCR), will permit the repatriation of an estimated 70,000 Mozambican refugees in Malawi. According to SAPA, the Estima Valley near the Cahora Bassa Dam in Tete Province is being considered as a possible area for resettlement. The Estima area was surveyed by the Portuguese colonial government in the 1950's as a new

settlement, but the site requires construction of shelter, water, and sanitary facilities to accommodate the returnees.

ESTIMATED CEREAL NEEDS

According to current estimates by FEWS, Mozambique will require 769,596 MT of cereals to feed 5,914,700 Mozambicans during the crop year May 1, 1987, through April 30, 1988 (Table 2). Of the total need, an estimated 286,101 MT are required to feed 2,130,000 people in the normal market areas, since domestic production and commercial imports do not meet the demand of Mozambique's commercial market. An additional 483,495 MT are needed to feed 3,784,700 at-risk people, including an estimated 900,000 at-risk people in normal market areas.

The total gross domestic supply of cereals is estimated to be 92,000 MT, which includes 40,000 MT in marketable surplus production from the current harvest and 52,000 MT in cereal stocks (estimated in January 1987). After deducting 15% for milling losses, the net domestic supply is estimated to be approximately 78,200 MT of cereals. As of April 3, the World Food Programme tentatively estimated that donor commitments totaled 524,000 MT of unspecified cereals for the crop year 1987/1988. Based on these tentative commitments, FEWS estimates that the total remaining food deficit is approximately 245,990 MT for the 1987/1988 crop year. The food balance will be adjusted as more definite information is received regarding donor pledges.

The World Food Programme (WFP) estimates that 673,800 MT are needed for the 1987/1988 crop year, which, if using a per capita daily ration of 350 grams, translates into an affected population of approximately 5,274,360 people. As of April 3, 1987, the WFP estimates the food deficit to be nearly 150,000 MT; many of the donor commitments were provisional, however, and the WFP is in the process of verifying donor pledges which were announced in Geneva on March 31. A more definitive analysis based on confirmed donor pledges will soon be provided by the WFP.

U.S. Response

For fiscal year 1987, the United States is pledging 150,000 MT of food commodities as emergency food aid under the P.L. 480 Title II program, and an additional non-emergency food allocation of 45,000 MT of various food commodities under the Section 416 program (Chart 1). Approximately 46,000 MT of food commodities were delivered prior to April 30, 1987, leaving a balance of 149,000 MT of food commodities which will be applied to the May 1, 1987, through April 30, 1988, crop year.

Table 2. Food Balance May 1, 1987 - April 30, 1988
(In Metric Tons)

	Maize	Wheat	Rice	Total
NEEDS				
Normal Market	136,054	95,626	54,421	286,101
At-Risk	483,495			483,495
Net Required	619,549	95,626	54,421	769,596
DOMESTIC SUPPLY				
Stocks (Jan 1, 1987)	27,000	25,000	6	52,006
Internal Marketing	21,000	0	19,000	40,000
- Milling Loss (15%)	7,200	3,750	2,850	13,800
Net Domestic Supply	40,800	21,250	16,156	78,206
DONOR FOOD AID				
Gross Food Aid				524,000
- Milling Loss (15%)				78,600
Net Donor Aid				445,400
DEFICIT				245,990
RATION (grams/person/day)				
Urban	175	123	70	368
Rural	350			350

Notes: The above food balance is a tentative FEWS assessment of the current situation in Mozambique, and does not represent the USAID assessment for the upcoming crop year. The analysis assumes a normal market population of 2,130,000, and an at-risk Population of 3,784,700 (including 900,000 at-risk in normal market areas). Stocks reflect January 1, 1987, levels, as per a USAID/FVA assessment on March 3, 1987. As of April 3, the World Food Programme tentatively estimates that provisional commitments total 524,000 MT of unspecified cereals for the 87/88 crop year.

GENEVA DONOR MEETING

At the UN sponsored donor meeting on March 31, 1987, approximately $208,637,000 worth of pledges were announced, according to a tentative list released by the United Nations (Table 3). Although several donors pledged generously, the total is still approximately $33,363,000 less than the UN estimates is needed in order to provide the necessary level of funding for both emergency food and relief aid in 1987. Approximately $33,623,000 are needed for non-food aid, including medical assistance, logistical support, water supply, and transportation (Chart 2).

In fiscal year 1987, the United States Government will provide a total of $75,000,000 in both food and non-food assistance to Mozambique. Approximately $7,384,000 in non-food assistance has either been approved, or is pending approval (Chart 3). The USAID/Office of

Chart 1

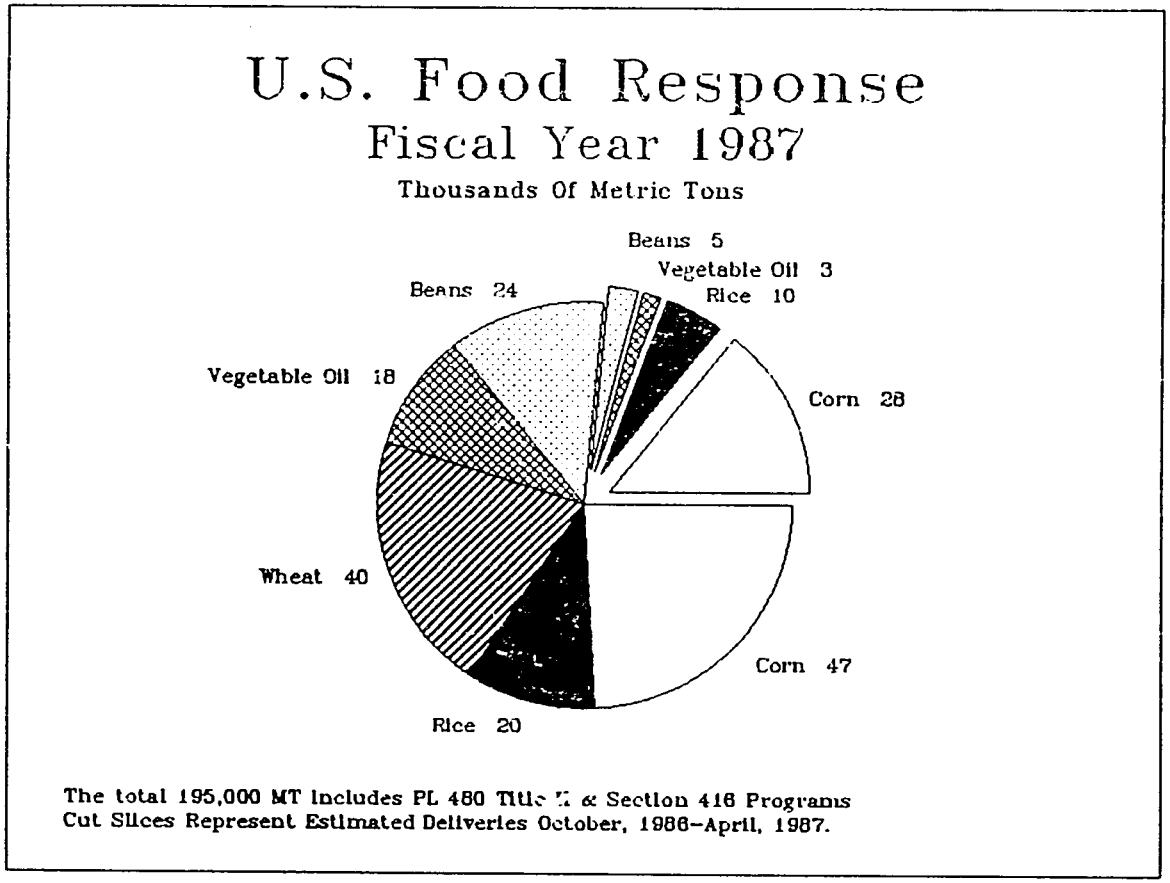


Table 3

DONOR PLEDGES AT THE GENEVA CONFERENCE
Tentative Pledges, in Thousands Of Dollars

Donor	$ (000's)
Australia	$ 878.0
Austria	$ 800.0
Belgium	$ 881.0
Botswana	$ 1,176.0
Canada	$ 12,367.0
Czechoslovakia	$ 414.0
Denmark	$ 2,200.0
European Economic Community	$ 27,880.0
Finland	$ 1,200.0
France	$ 800.0
Germany, Federal Republic	$ 4,945.0
Italy	$ 38,600.0
Netherlands	$ 11,000.0
New Zealand	$ 139.0
Norway	$ 4,288.0
Portugal	$ 2,100.0
Sweden	$ 11,000.0
Soviet Union	$ 282.0
United Kingdom	$ 12,789.0
United States	$ 75,000.0
Total	$ 208,637.0

Source: U.N. tentative list of pledges, as reported in USAID/OFDA Situation Report April 8, 1987.

Chart 2

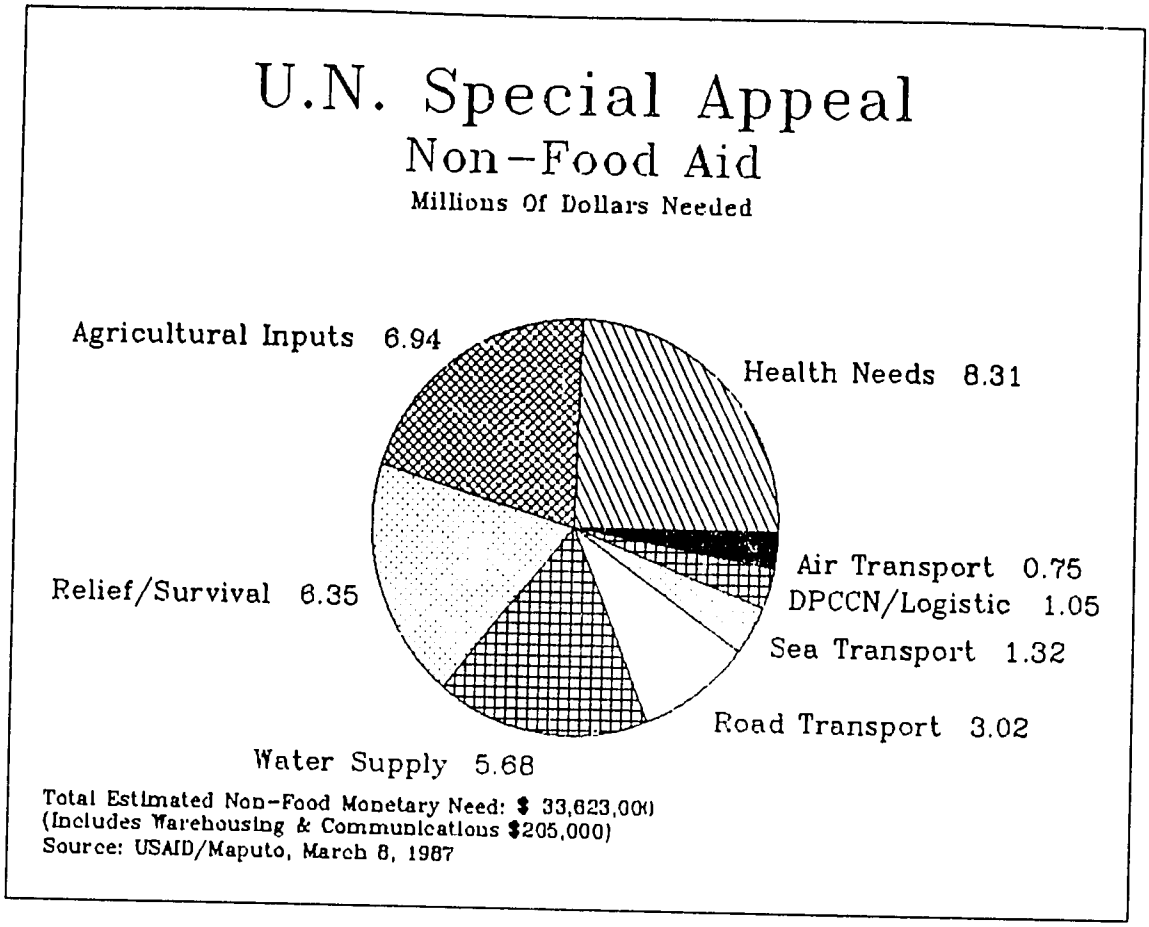
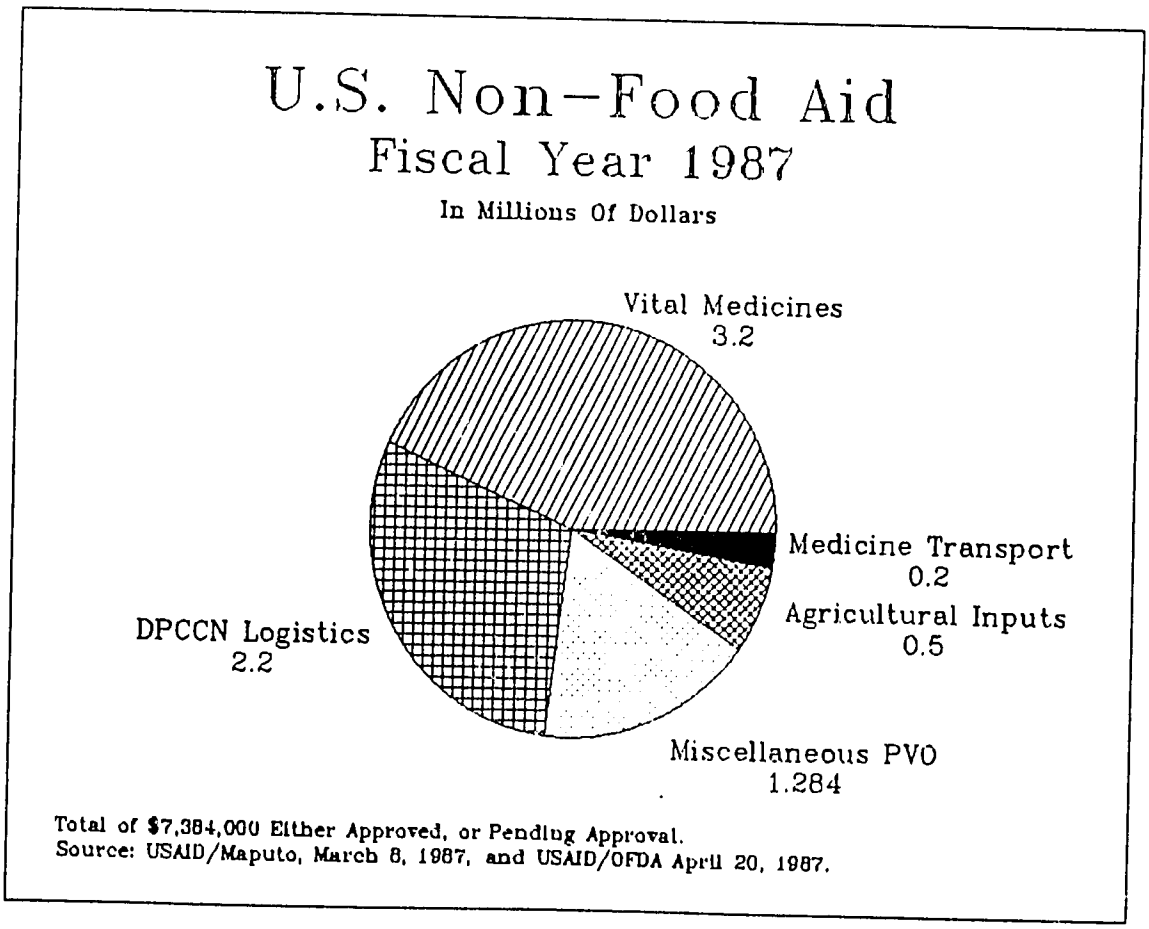


Chart 3



Disaster Assistance (OFDA) will also provide UNICEF a grant of $3,200,000 to purchase vital medicines, and an additional $200,000 to transport the medicines. Family farmers in Tete and Zambezia Provinces will benefit from $500,000 worth of "AgPaks" which include packages of seed, fertilizer, and agricultural tools. Approximately $2.2 million will be used in providing management and advisory services to the Logistical Support Unit within the DPCCN, the agency responsible for distributing emergency relief to at-risk people within Mozambique. An additional $1.284 million will fund the activities of several private voluntary organizations working within Mozambique. The International Committee of the Red Cross (ICRC) will also receive a grant from the U.S. in order to assist the at-risk populations in inaccessible areas.

OTHER ASSISTANCE

The Soviet Union will provide $15 million worth of fuel, clothing, consumer goods, and training programs for the social, economic, agricultural, health, education, and other unspecified sectors, according to the Maputo Domestic Service. As part of the aid package to be delivered in 1987, the port city of Beira will receive equipment for the construction of an agricultural machinery factory. According to the tentative list of pledges from Geneva, the Soviet Union pledged $282,000 (Table 3). It is not clear, however, whether the assistance pledged in Geneva was part of the $15 million grant, or is an additional pledge of emergency aid.