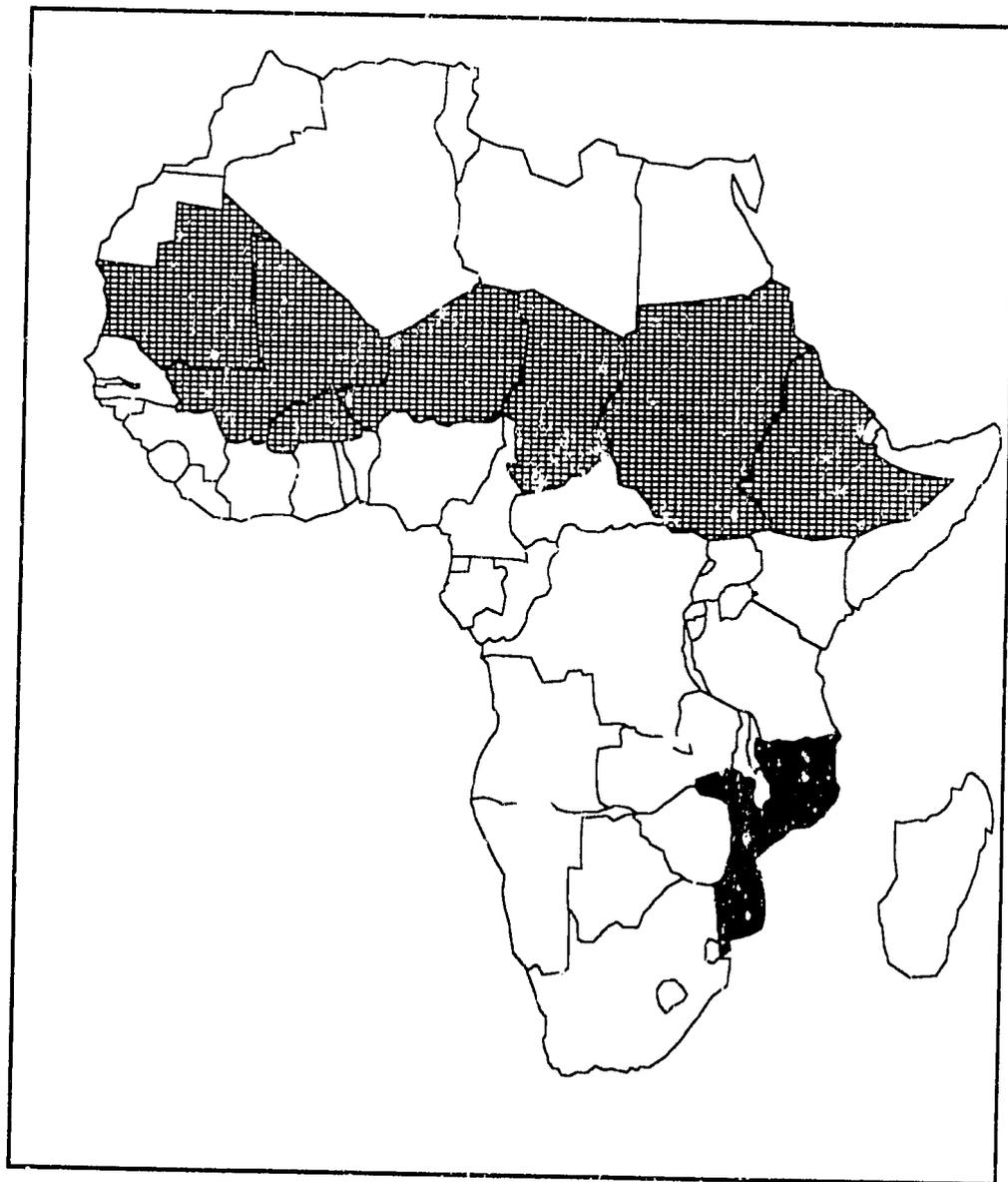


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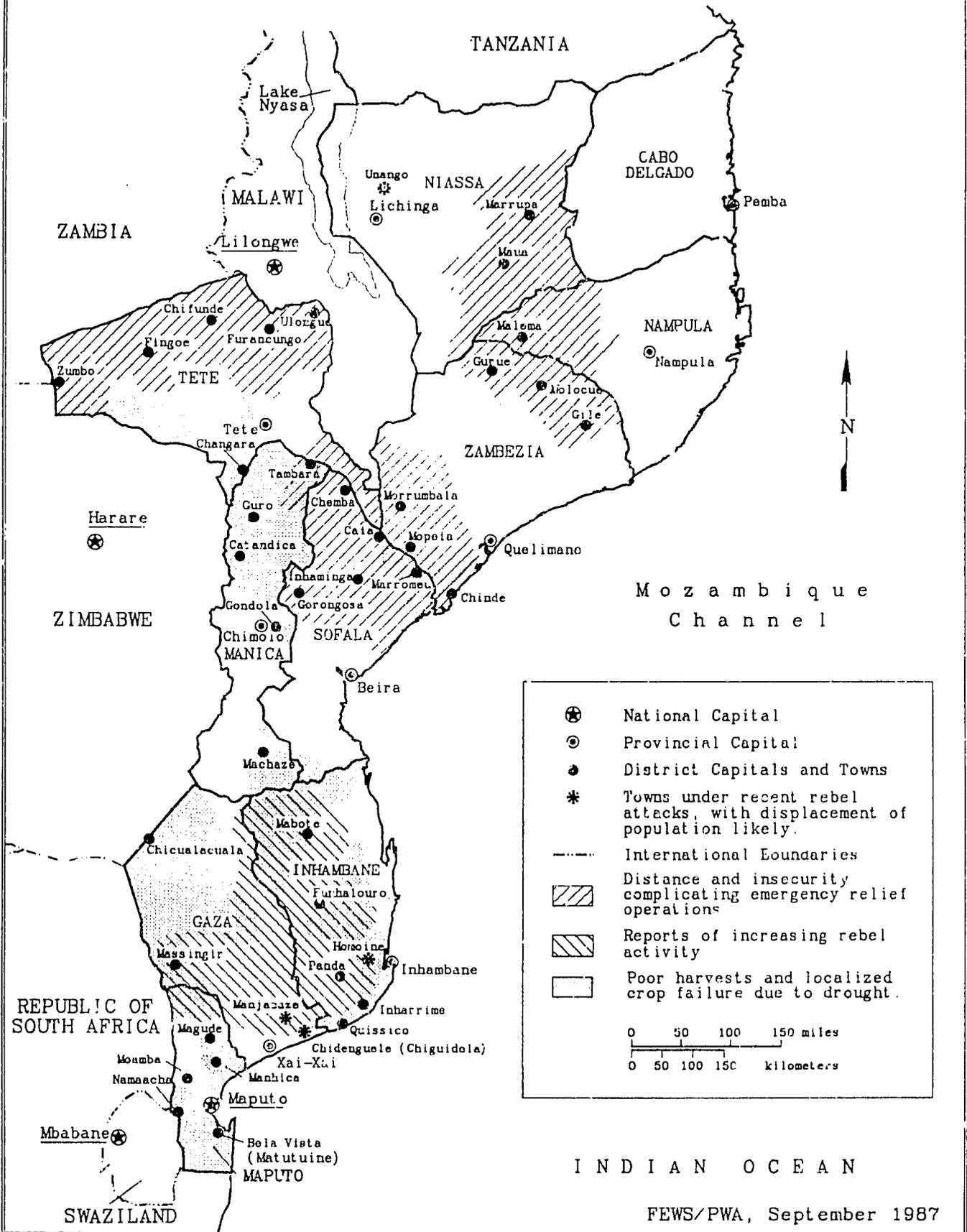
## FEWS Country Report

# MOZAMBIQUE



Africa Bureau  
J.S. Agency  
for International  
Development

# Summary Map



INDIAN OCEAN

Famine Early Warning System Country Report

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# MOZAMBIQUE

A Review Of At-Risk Estimates

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

Prepared by  
Price, Williams & Associates, Inc.  
September 1987

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## **SUMMARY**

The official at-risk estimate by the Government of the People's Republic of Mozambique (GPRM) remains at 3,211,845 people. This estimate, however, includes only at-risk people living in areas which are accessible to relief operations. As there are sizable areas which remain inaccessible due to a combination of insecurity and logistical problems, the actual number of at-risk people may be considerably higher than suggested by the official GPRM estimates. There has not been a recent estimate of the inaccessible at-risk population since the USAID Mission provided a detailed assessment of the emergency situation in January of 1987.

## **Key Indicators**

- Food shortages will become increasingly severe in the southern provinces of Inhambane, Gaza, and Maputo, as stocks from the poor 1987 harvest are depleted.

## **AT-RISK POPULATIONS**

According to the official GPRM estimates, 6,505,866 Mozambicans rely on food assistance from the international donor community, including 3,294,021 people who purchase food through market channels, and 3,211,845 displaced and affected people who rely on emergency food assistance (Table 1). This estimate was released on July 20 by the Emergency Operations Committee (COE), an organization established within the GPRM Ministry of Commerce to coordinate donor activity. It is important to note, however, that the GPRM at-risk estimates exclude at-risk people living in inaccessible areas. Given that sizable areas of Mozambique are inaccessible due to a combination of insecurity and logistical problems, the number of at-risk people may be considerably higher than the estimates suggested by the official GPRM estimate.

Nampula and Inhambane are the most affected provinces in terms of the number of accessible at-risk people, with affected populations of 588,230 and 515,768, respectively (Chart 1). According to the GPRM, insurgency is the primary factor affecting the population of Nampula. Inhambane Province is primarily affected by drought, which in some areas, has continued unabated for over five years. However, rebel activity appears to be increasing in Inhambane which, if the trend continues, could further aggravate the emergency situation within the province.

A considerable majority of the populations in Maputo and Niassa Provinces are dependent on food assistance (Map 2). In Maputo Province, 64% of the population dependent on food aid is comprised of the urban population in the capital city (an additional 16.8% are at-risk).

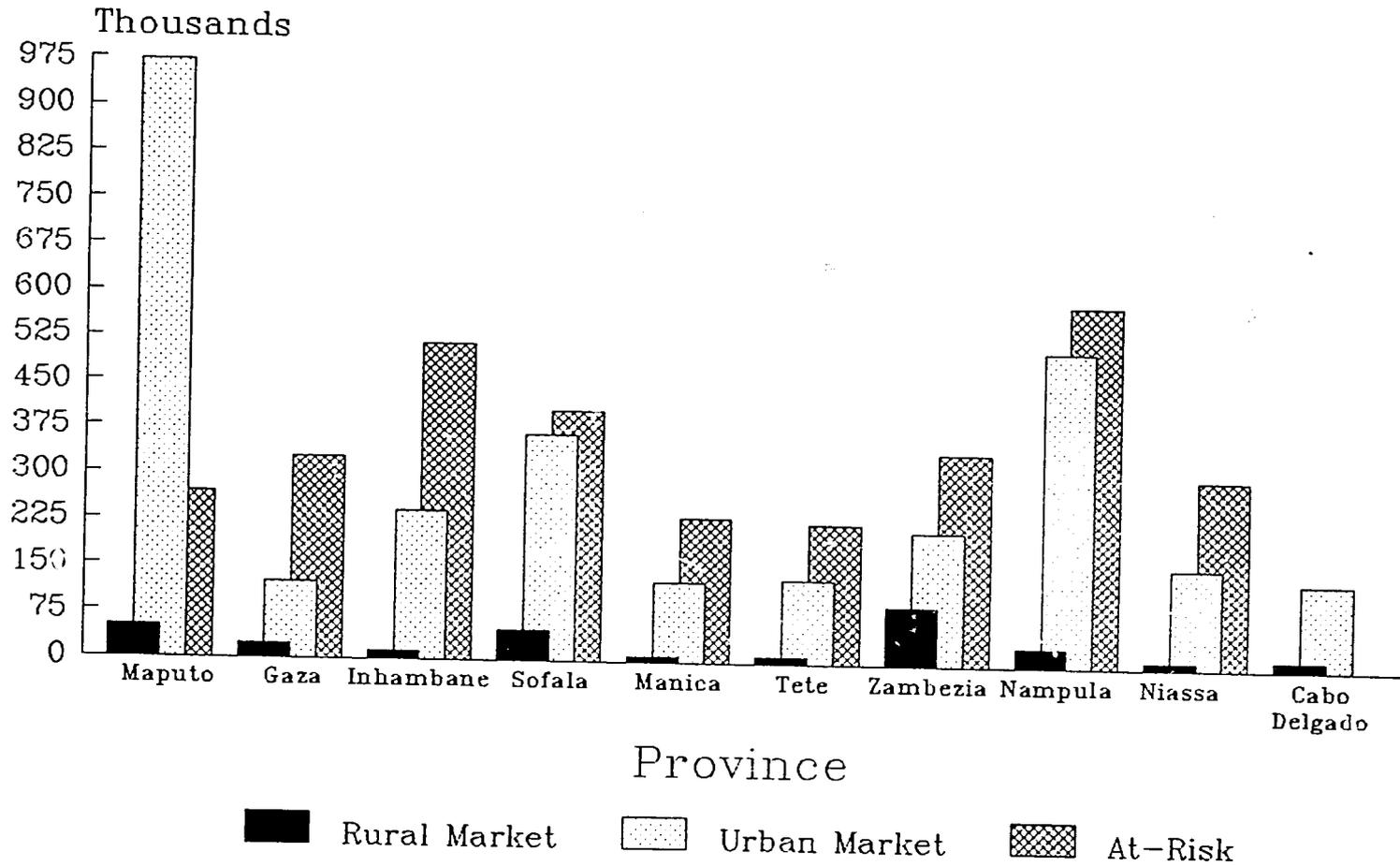
TABLE 1: POPULATIONS REQUIRING FOOD AID

Province	1987 Population	POPULATION DEPENDENT ON FOOD AID								
		Total Aid Dependent	% of 1987 Population	MARKET SYSTEM POPULATION			% of 1987 Population	AT-RISK July	% of Aid Dependent	% of 1987 Population
				Urban	Rural	Market				
Maputo	1,593,945	1,288,459	80.8%	970,803	49,492	1,020,295	64.0%	268,164	20.8%	16.8%
Gaza	1,111,456	471,988	42.5%	123,145	22,085	145,230	13.1%	326,758	69.2%	29.4%
Inhambane	1,191,945	769,832	64.6%	240,890	13,174	254,064	21.3%	515,768	67.0%	43.3%
Sofala	1,285,065	820,488	63.8%	366,409	49,416	415,825	32.4%	404,664	49.3%	31.5%
Manica	774,380	373,879	48.3%	128,410	9,847	138,257	17.9%	235,622	63.0%	30.4%
Tete	1,012,832	373,355	36.9%	134,388	12,053	146,441	14.5%	226,914	60.8%	22.4%
Zambezia	3,000,024	650,300	21.7%	214,630	93,534	308,164	10.3%	342,136	52.6%	11.4%
Nampula	2,884,013	1,129,249	39.2%	510,968	30,051	541,019	18.8%	588,230	52.1%	20.4%
Niassa	606,363	475,735	78.5%	160,038	12,108	172,146	28.4%	303,589	63.8%	50.1%
Cabo Delgado	1,114,709	152,580	13.7%	138,271	14,309	152,580	13.7%			
Total	14,574,732	6,505,866	44.6%	2,987,952	306,069	3,294,021	22.6%	3,211,845	49.4%	22.0%

## NOTES:

- 1) July estimates for at-risk and market populations are from the World Food Programme Report Number 104, July 20, 1987. The estimates were compiled by the Food Assessment Working Group and approved by the Emergency Operational Committee. The Food Assessment Working Group includes representatives from the Ministry of Commerce (MOC), the Department for the Prevention and Control of Natural Calamities (DPCCN), and the World Food Programme (WFP).
- 2) Provincial at-risk estimates DO NOT include at-risk people in inaccessible areas. People in inaccessible areas are not included in analysis of food requirements by the Emergency Operational Committee.
- 3) Affected and displaced people who are included in the urban/rural market estimates are excluded from the at-risk estimate in order to avoid double counting.

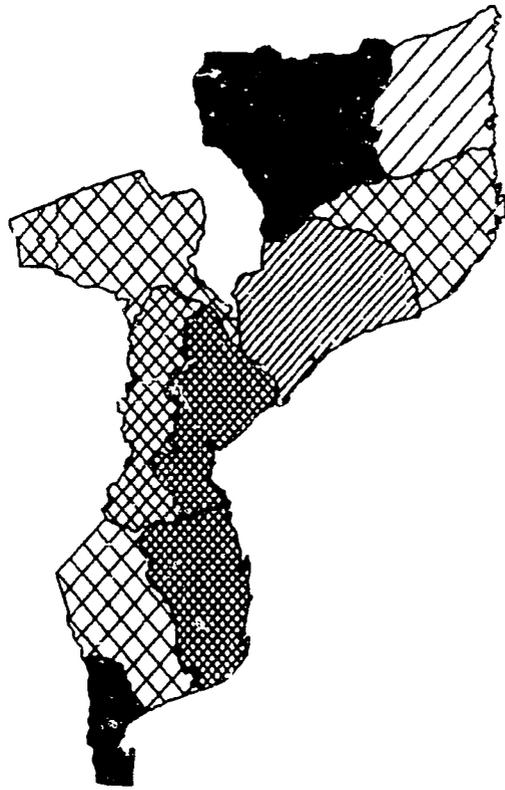
# FOOD AID DEPENDENT MARKET AND AT-RISK POPULATIONS



GPRM/Emergency Operational Comm.  
July 20, 1987.

# PERCENTAGE OF THE 1987 POPULATION WHICH ARE

### DEPENDENT ON FOOD AID



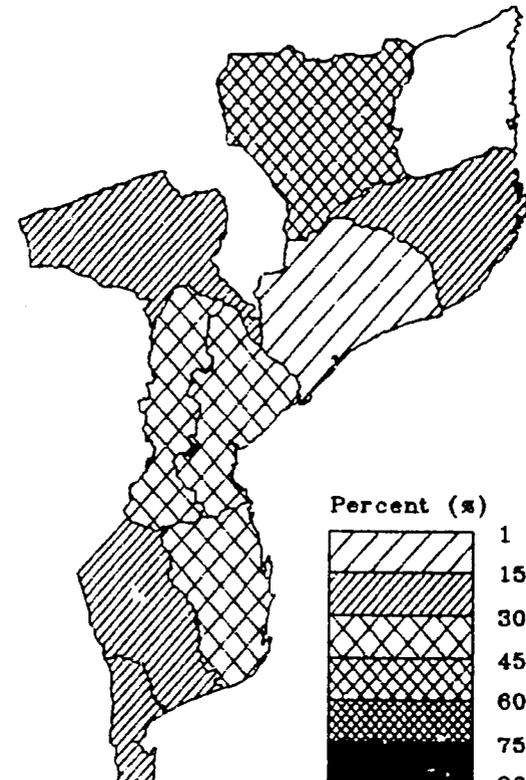
Includes people dependent on normal market channels and accessible at-risk people in rural areas.

### DEPENDENT ON NORMAL MARKETS

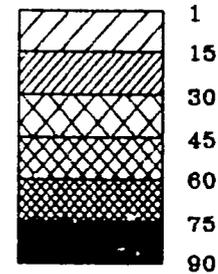


Includes people living in provincial and district capitals who depend on commercial markets for food.

### RURAL AT-RISK (ACCESSIBLE)



Percent (%)



In contrast, 50% of Niassa's total population is at-risk, and the remaining 28.4% are dependent on market channels for food. Other provinces in which a large percentage of the total population is at-risk include Inhambane (43.3%), Sofala (31.5%) and Manica (30.4%).

The current official GPRM at-risk estimate suggests that the number of at-risk people decreased by 1.4 million (30%) since March, when 4.6 million people were at-risk (Table 2). In fact, the decrease in the at-risk estimates probably reflects a difference in methodologies of estimation rather than an actual improvement in the situation. The methodology used in the March assessment was not stated, but it is likely that the inaccessible at-risk population was included, whereas the same group was explicitly excluded in the July estimate. For this reason, provinces with large at-risk estimates in March (Zambezia, Tete, Sofala and Niassa) were reduced by over 100,000 at-risk people in July (Map 3). It is also possible that people who were termed "at-risk" in March are now being classified as market-dependent. The GPRM states that both the normal market and rural affected populations should be included when determining food assistance requirements.

Inhambane Province is the sole province for which the at-risk estimates increased between March and July. The 9.8% increase to the current estimate of 515,768 at-risk people probably reflects the poor 1987 rainy season which, according to the GPRM Ministry of Agriculture, severely affected past agricultural production in Inhambane's southern coastal districts.

Recent reports suggest that insecurity may become an increasingly important factor in the southern provinces of Inhambane, Gaza, and Maputo. According to a July 19th radio broadcast, the GPRM reports that 2,500 armed rebels infiltrated the south from the northern and central regions of Mozambique. Later in July and early August, there were three separate massacres of civilian populations in Inhambane and Gaza Provinces, according to the GPRM and western news sources. On August 5th, the GPRM reported that 32 people were massacred by rebels in the locality of Chiguidela, Gaza Province [Chiguidela does not appear in geographic reference material. It is possible the locality referred to is actually the coastal town of Chidenguele, see Map 1]. Nine days later, according to an August 14th article in the Washington Post, nearly 600 well-armed rebels massacred 72 people in the town of Manjacaze, Gaza Province. These attacks follow less than three weeks after the Homoine massacre (Inhambane Province), where 386 civilians were killed.

TABLE 2: COMPARISON OF AT-RISK ESTIMATES  
July and March, 1987.

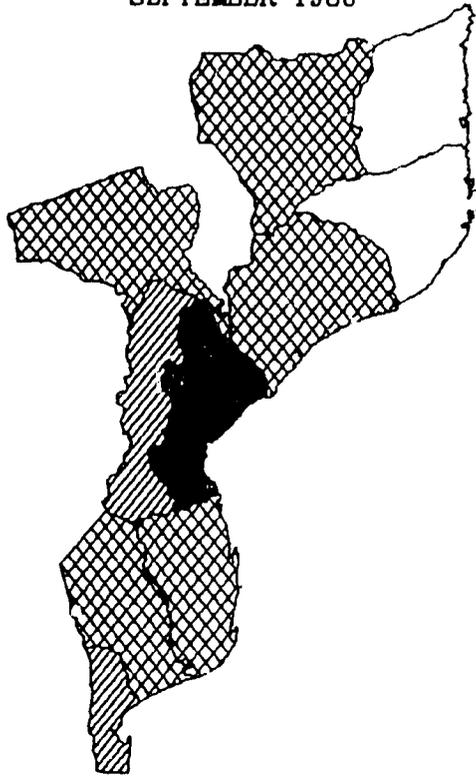
Province	JULY AT-RISK		MARCH AT-RISK		CHANGE IN AT-RISK July Compared to March	
	People	% of 1987 Population	People	% of 1987 Population	Actual Change	% Change from March
Maputo	268,164	16.3%	358,200	22.5%	(90,036)	-25.1%
Goza	326,758	29.4%	384,000	34.5%	(57,242)	-14.9%
Inhambane	515,768	43.3%	469,900	39.4%	45,868	9.8%
Sofala	404,664	31.5%	583,200	45.4%	(178,536)	-30.6%
Manica	235,622	30.4%	254,000	32.8%	(18,378)	-7.2%
Tete	226,914	22.4%	620,000	61.2%	(393,086)	-63.4%
Zambezia	342,136	11.4%	827,600	27.6%	(485,464)	-58.7%
Nampula	588,230	20.4%	672,100	23.3%	(83,870)	-12.5%
Niassa	303,589	50.1%	442,600	73.0%	(139,011)	-31.4%
Cabo Delgado						
Total	3,211,845	22.0%	4,611,600	31.6%	(1,399,755)	-30.4%

NOTES:

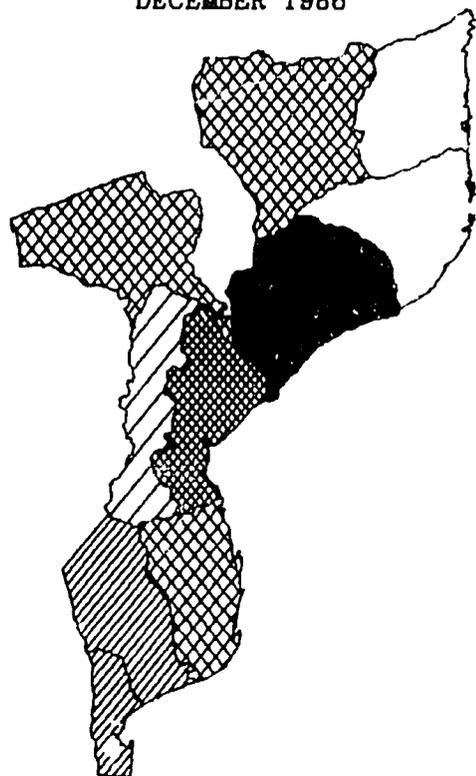
- 1) July estimates for at-risk and market populations are from the World Food Programme Report Number 104, July 20, 1987. The estimates were compiled by the Food Assessment Working Group and approved by the Emergency Operational Committee. The Food Assessment Working Group includes representatives from the Ministry of Commerce (MOC), the Department for the Prevention and Control of Natural Calamities (DPCCN), and the World Food Programme (WFP).
- 2) March estimates were prepared by the DPCCN in cooperation with the Ministry of Commerce.
- 3) Provincial at-risk estimates DO NOT include at-risk people in inaccessible areas. The Emergency Operational Committee, when estimating at-risk populations by province, does not account for people living in areas which are inaccessible to relief operations.
- 4) Affected and displaced people who are included in the urban/rural market estimates are excluded from the at-risk estimate in order to avoid double counting.

# THE PROVINCIAL AT-RISK SITUATION

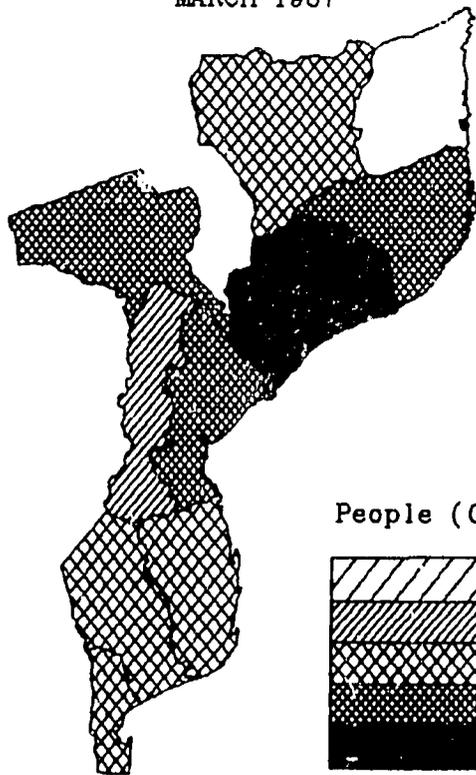
SEPTEMBER 1986



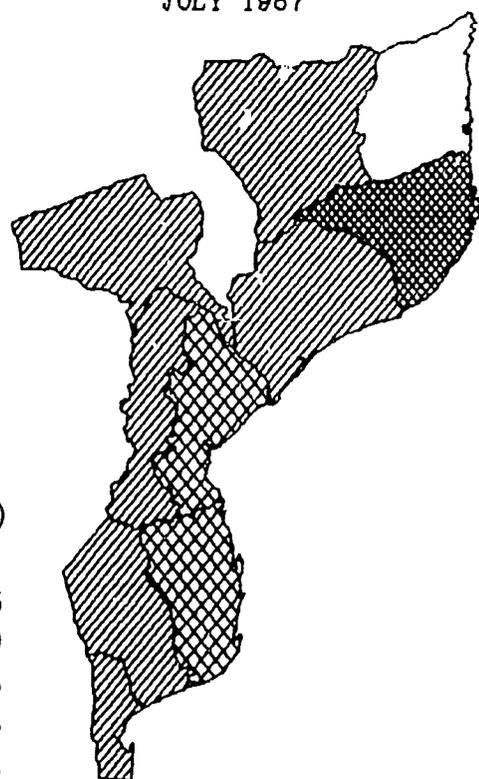
DECEMBER 1986



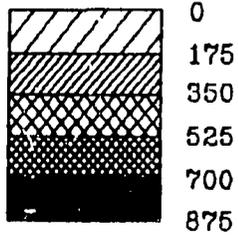
MARCH 1987



JULY 1987



People (000's)



FEWS/PWA, September 1987.

While questions remain concerning who was responsible, and how many civilians were killed, western observers agree that there has been an increase in the number of reported attacks on the civilian population in southern Mozambique. If these recent attacks signal a new southern offensive by the rebels, there could well be a rapid increase in the number of displaced and affected people in the south. Many districts in the southern provinces have been plagued by a cyclical drought, with 1987 being no exception. Given the poor 1987 harvest, many localities are no doubt facing increasingly serious food shortages as remaining food stocks are consumed. A deteriorating security situation could only exacerbate the emergency situation in the south, which until recently, was largely caused by drought.

The Pan-African News Agency (PANA) reports that 500 rebels attacked a major state farm near Unango, in northern Niassa Province on June 14 (news of the attack did not reach Maputo until July 20). In addition to damaging most of the agricultural equipment, the rebels destroyed 110 MT of maize which was harvested in 1987.

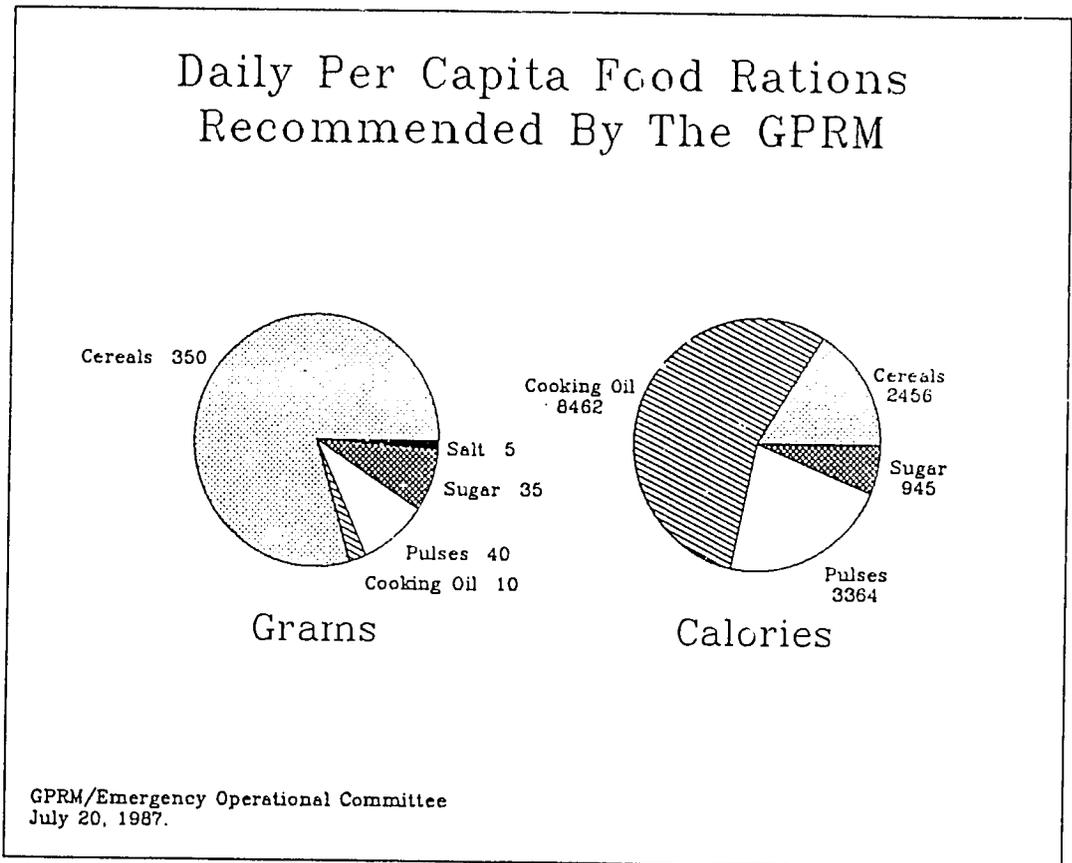
A July 16th radio broadcast from Maputo reports that, as a result of rebel activity and drought, 358,000 people are at-risk in Maputo Province. Particularly affected are the districts of Magude, Moamba, Matutuine, and to a lesser extent, Namaacha, and Manhica. Although the 358,000 figure does not agree with the current official GPRM estimate for Maputo Province (268,164), it is the same estimate as was used in March (Table 2). The difference between estimates (approximately 90,000 people) may reflect at-risk people in inaccessible areas. According to a June 9 article by the Mozambican newspaper NOTICIAS, the DPCCN delivered 7,263 MT of corn, peanuts, beans, dried fish, clothing, seed, and agricultural tools to Maputo Province since the beginning of 1987. The World Food Program, World Lutheran Federation, World Vision, and the Christian Council of Mozambique are the most active donor groups supporting relief efforts in Maputo Province.

## REFUGEES

The July issue of Refugees, a publication by the United Nations High Commissioner for Refugees (UNHCR), reports that 227,000 Mozambican refugees are presently living in Malawi. Approximately 27,000 Mozambicans reportedly fled to Malawi during the period between May and June of this year. According to information provided by neighboring countries and presented at a July 20 meeting of the PRM's Emergency Operational Committee, there are 47,000

Mozambicans in Zambia, 76,000 Mozambicans living in Zimbabwe, and approximately 30,000 Mozambican refugees living in Swaziland (no estimates were given for the number of Mozambicans living in the Republic of South Africa).

CHART 2



## ACKNOWLEDGEMENTS

This is the fifteenth 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 FEWS effort highlights the process underlying the deteriorating situation, 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, estimates of food needs 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 the 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 estimates of food needs 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 offices of Food For Peace and Voluntary Assistance (FFP/FVA), and the Office of Foreign Disaster Assistance (OFDA). Additional useful information is frequently 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), as well as nongovernmental humanitarian organizations including CARE, World Vision Relief Organization (WVRO) and OXFAM/UK which operate relief programs in Mozambique.

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