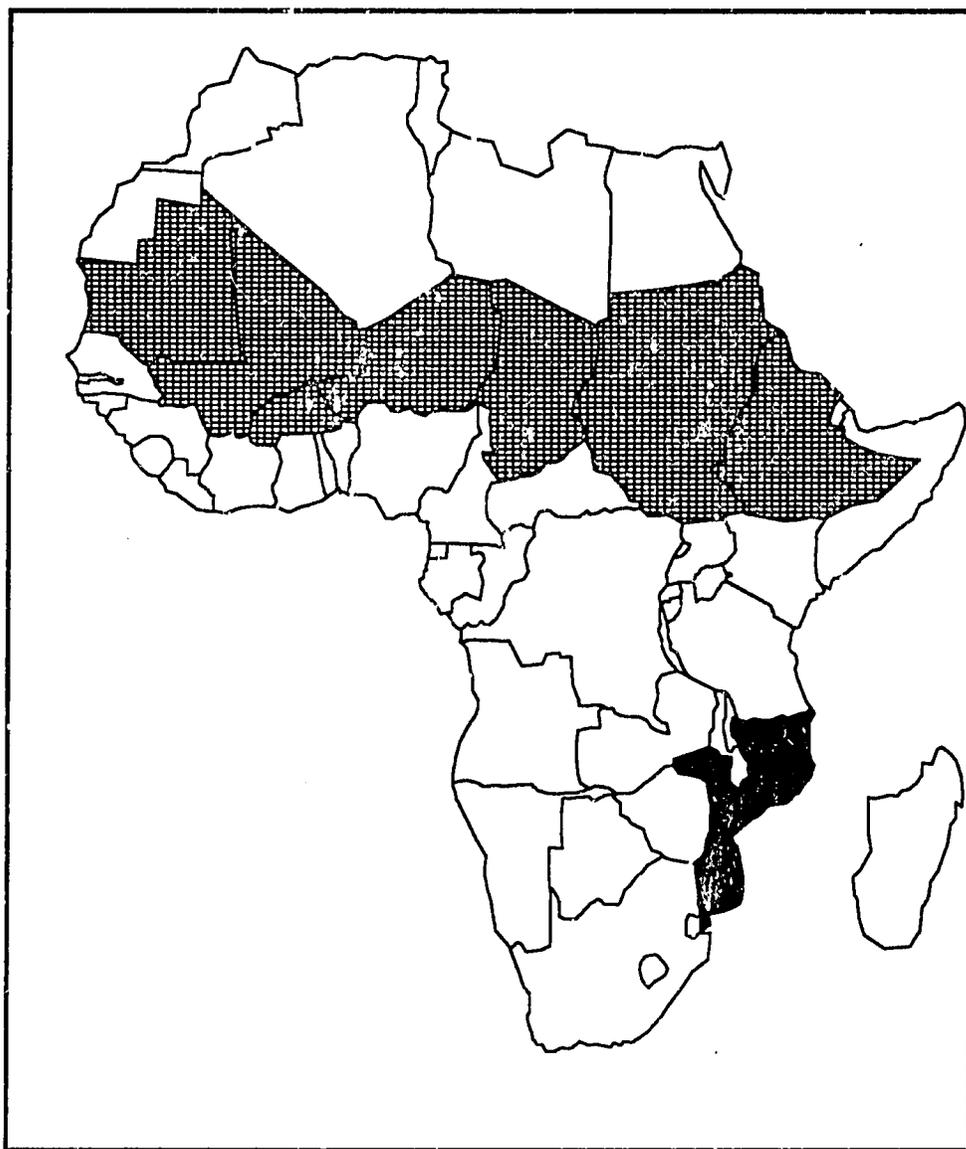


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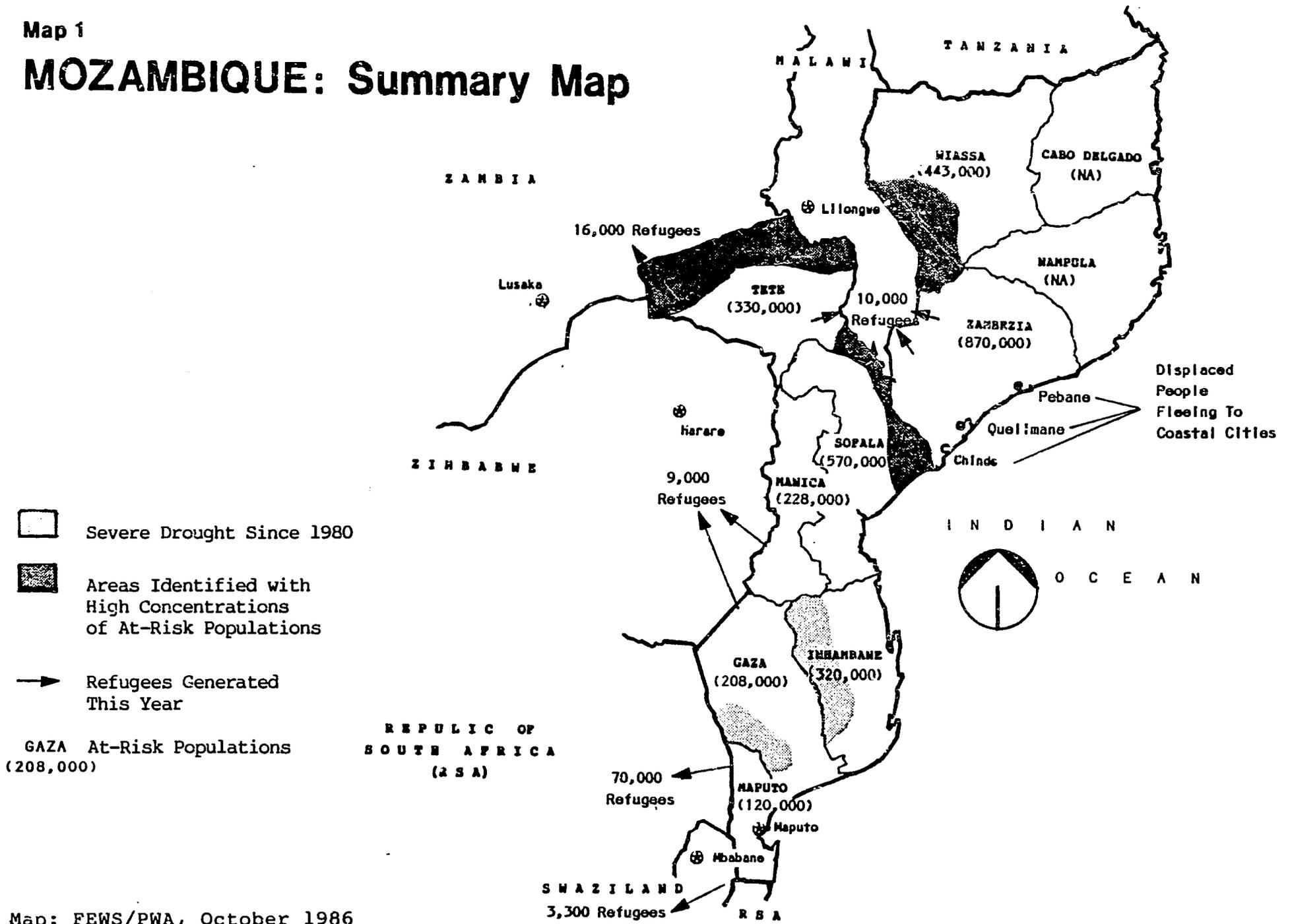
MOZAMBIQUE



Africa Bureau
U.S. Agency
for International
Development

Map 1

MOZAMBIQUE: Summary Map



Map: FEWS/PWA, October 1986

MOZAMBIQUE

From Bad to Worse

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

Prepared by
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INTRODUCTION

This is the fifth of a series of monthly reports issued by the Famine Early Warning System (FEWS) on Mozambique. 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

Insurgent activity is wreaking havoc with food production and distribution capabilities within Mozambique, and has become the primary cause of food shortages for the people of Mozambique. Displaced people seeking relief from the unrest account for nearly three quarters of the growing rural at-risk population within the country. More than 108,000 refugees left Mozambique in 1986 for neighboring countries. Available information suggests that 3 million rural people are at-risk, although the information has not been independently verified. USAID estimates a need of 440,000 Mt for the crop year May 1986 through April 1987, with 114,300 Mt not covered by donor supplies or pledges. The UNFAO estimates a need of 540,000 Mt for the same period, with 214,300 Mt uncovered by donor supplies or commitments.

Issues

- o Unless farmers can plant and harvest crops in peace, it is unlikely that the food situation in Mozambique will improve. If another bad drought year is experienced, the combined effect of drought and disrupted agricultural production could result in famine throughout most of Mozambique.
- o There have been no reported plagues of locusts in Mozambique, although locust invasions from Malawi must still be regarded a threat to newly planted crops in the northern provinces of Tete and Zambezia.

Key October Events

- o The rainy season normally begins this month, which signals the traditional start of the planting season.
- o According to the Maputo News Service, the USSR is providing a \$26 million grant in agricultural equipment, and the first consignment is due in October.

POPULATIONS AT-RISK

The Government of Mozambique (GOM) has issued an urgent appeal to the international community for food assistance to feed an additional 2 million people who have been categorized as at-risk within the last six months. The cause of this emergency is attributed to agricultural disruption in normally self sufficient northern provinces, and lingering effects of drought in the southern provinces. According to a news segment on the Morning Edition program of National Public Radio (Sept. 25), the total population at-risk in Mozambique is now 4 million people, roughly 23 percent of the country's population.

It is not possible, with information received to date, to account for the 4 million at-risk figure. The at-risk rural population presented in the September FEWS Report was 2,148,000 people (Table 1). Since that report was printed, an additional 941,000 rural people have been identified by various sources as being at-risk, for a total of 3,089,000 rural people at-risk in Mozambique. Although the increase in numbers of at-risk rural people has not been independently verified, there is reason to believe the rural at-risk population is increasing. Provinces identified as experiencing increases in at-risk populations include Zambezia, Sofala, Niassa and Inhambane. Provinces for which no new information has been received are assumed, perhaps optimistically, to have retained the same number of at-risk since the September FEWS report. A recent AID Mission cable estimates that under peaceful conditions, 75 percent of the rural at-risk population would be self sufficient. If this assessment is correct, 2,317,000 of the 3,089,000 at-risk rural people are presently at-risk due to civil strife.

Table 1: Estimated Rural Population At-Risk (Thousands)

Province	Province Population	Sept. At-Risk	Oct. At-Risk	Change At-Risk	% At-Risk
Zambezia	2,935	250	870	620	30
Sofala	1,252	402	570	168	46
Niassa	593	300	443	143	74
Tete	963	330	330	0	34
Inhambane	1,138	310	320	10	28
Manica	753	228	228	0	30
Gaza	1,142	208	208	0	18
Maputo	1,488	120	120	0	8
Nampula	2,757	NA	NA	NA	NA
Cabo Delgado	1,079	NA	NA	NA	NA
Total	14,100	2,148	3,089	941	22

Sources: DPCCN Mozambique, AID Mission Cables, Maputo News Service
 NA: Not Available.

Zambezia Province

The effect of the insurgency on agricultural production is perhaps most severely felt in Zambezia Province, traditionally the "breadbasket" of Mozambique. According to the Department for Preventing and Combatting Natural Calamities (DPCCN) of Mozambique, 870,000 (30%) of the approximately 3 million people in the province are considered at-risk (Table 1). In the September FEWS report, 250,000 people were considered at-risk. The additional 620,000 people reported by the GOM to be at-risk constitute a 248 percent increase since mid-1986. If the at-risk figure for Zambezia is correct, the insurgent activity has had a major impact on the province's rural population. Many of the displaced people are fleeing to the coastal cities of Quelimane, Pebane, and Chinde (see Summary Map). In addition to intimidating the farmers, preventing them from planting and harvesting crops, insurgents have destroyed roads, bridges and railways normally used to distribute food from supply centers to displaced people.

Niassa Province

In Niassa Province, 74 percent of the 600,000 province population is considered at-risk from floods which have destroyed crops, cloudy weather which hampered growth of cereal crops, and insurgent activity which has dislocated some of the rural population. Particularly affected within Niassa are the southwestern districts of Mecanhe-las, Cuamba and Lichinga which comprise almost 50 percent of the at-risk population in the province (see Table 2). Under normal conditions, farming in the province is rudimentary, and without the benefit of animal traction or fertilizers, the average yield per family is between 600-800 kilograms on family plots which range in size between .5 and 1 hectare. The provincial government projects a need of 103,000 Mt of food commodities over the next 10 months to meet the crisis, and according to a plan developed by the GOM, 1,000 Mt of corn will be distributed from the district of Mandimba to affected areas of Niassa Province in the beginning of October.

Malnutrition, which usually affects between 5-8 percent of the provincial child population, is reported by the GOM to be afflicting 40 percent of Niassa's children.

Measles are reported to be rampant in the province. Insurgents have disrupted a vaccination campaign which has resulted in an increase in mortality. It is not known, however, whether the purpose of the inoculation campaign was to immunize against measles.

Table 2: Estimated Population At-Risk, Niassa Province (Thousands)

DISTRICT	POPULATION AT-RISK	% OF TOTAL AT-RISK
Mecanhelas	80.0	18
Cuamba	73.0	16
Lichinga, Dist.	61.4	14
Lichinga, Town	44.3	10
Maua	44.3	10
Mandimba	42.0	9
Layo	40.0	9
Majune	29.9	7
Ngauma	20.4	5
Mecula	8.0	2
Total	443.0	100

Source: DPCCN, Mozambique\USAID Mission Cable

Sofala Province

The Government of Mozambique, (DPCCN), reports that 50,000 people lack sufficient food in the northern districts of Sofala Province as a result of insurgent activities. According to radio broadcasts from the Maputo News Service, there are now more than 570,000 people at-risk in the province and the figure is growing. Of this total, 464,000 people (81%) have been displaced by civil strife. Districts which are said to be particularly affected include the northeastern districts of Maringue, Caia, and Cheringoma (see Summary Map). There are few routes available for distributing relief in the northern districts, and alternative supply routes are being sought.

Manica Province

The Maputo News Service stated in a recent radio broadcast that approximately 20,000 children in Manica Province face the risk of serious malnutrition, and are in need of food and medicines. According to the same report, the population facing famine has increased from 86,000 in 1985 to 94,000 people in 1986. Although the source of those figures is not known, it is likely that the 94,000 people facing famine in Manica province are included in the 228,000 people considered at-risk in the September report.

Inhambane Province

The coastal province of Inhambane receives adequate rainfall near the coast, but in the interior portions of the province drought conditions have persisted over the

last five years. Approximately 320,000 people, or 28 percent of the total population, are considered at-risk in the province. People are moving from place to place in search of food, and some areas within the province are experiencing water shortages.

Gaza Province

In Gaza Province, there have been insufficient rains since 1980, and there has been little or no 1986 harvest in the southern districts of Gaija, Chibuto, and Massingir. The situation is critical, and if the rains fail this month, the existing food stocks will be depleted. There are reported food shortages in Gaza Province, but there have been no recent figures regarding the population at-risk in the province.

Tete Province

Farmers in the northern districts of Tete Province, including Angonia, Macanga, Maravia, and Zumbo did not harvest the 1986 crops due to harassment by insurgents (see Summary Map). Refugees have fled to Zambia and Malawi from these districts to escape the turmoil. In the southeastern district of Mutara, 14,000 people are displaced due to drought and rural insurgency. An irrigation project in Angonia District of Tete which was to supply agricultural and industrial needs and provide employment for 50,000 workers has been paralyzed by the continued disruption of bandits. The region south of the Zambezi River suffered major crop damage from locusts last year, and another serious infestation is feared in November.

REFUGEES

The most recent information on the status of refugees, indicates that significant numbers of Mozambican refugees are fleeing to neighboring countries. According to the US Department of State, as many as 200,000 Mozambicans fled to South Africa, Zambia, Zimbabwe, Malawi and Swaziland since 1984 (See Table 3). Of the 108,300 refugees generated this year, 80 percent fled to South Africa and Zambia. Those refugees seeking shelter in the Republic of South Africa (RSA) generally find little accommodation, in fact, the RSA is actively attempting to stem the flow of refugees into the country (see September FEWS Report). Refugees fleeing to Zambia generally settle into rural areas. There are three refugee resettlement camps in Zambia, but it is not known how many of the Mozambican refugees are settling into the camps. The Government of Zimbabwe, in cooperation with the UNHCR, set up four refugee camps in eastern Zimbabwe. In 1985, only 15,000 of 60,000 Mozambican refugees already in Zimbabwe had settled in the camps. This year the camp resettled an additional 9,000 new arrivals from Mozambique. In Swaziland, almost all of the increase in

refugees resulted from the arrival of 3,300 Mozambicans. The Lutheran World Relief Organization, on behalf of the UNHCR, operates a large refugee camp in Swaziland.

Table 3: Mozambique Refugees in Neighboring Countries (Thousands)

Country	In Asylum 1985	In Asylum 1986	Generated 1985-1986
Malawi		10.0	10.0
South Africa		70.0	70.0
Swaziland	1.2	4.5	3.3
Zambia		16.0	16.0
Zimbabwe	60.0	69.0	9.0
Total	61.2	169.5	108.3

Source: WORLD REFUGEE REPORT, US Dept. Of State, Bureau For Refugee Programs. Sept., 1986

FOOD REQUIREMENTS In September, the USAID Mission in Maputo estimated that a population of 3 million urban dwellers and 1.8 million displaced rural people would require 525,000 Mt of food for the 86/87 crop year using a per capita consumption of 300 grams per day. The 86/87 crop year in Mozambique is the period from May 1, 1986 to April 30, 1987. USAID estimates 85,000 Mt of cereals will be internally produced for the commercial market, but that the unfavorable exchange rate excludes any significant commercial imports by Mozambique. This leaves an estimated food deficit of 440,000 Mt. Since 325,700 Mt have been supplied or committed for the year, USAID estimates 114,300 metric tons remain to be covered between now and April of next year.

The United Nations Food and Agriculture Organization (FAO) estimates 640,000 Mt are needed to feed 3 million urban dwellers, and an unspecified number of affected rural people for the 86/87 crop year. The FAO estimates that commercial production will be 50,000Mt and commercial imports will be 50,000Mt, leaving a food deficit of 540,000Mt. Since 325,700 Mt have been supplied or committed by donors, the FAO estimates that 260,000 Mt remain to be covered between now and April of 1987.

The difference between USAID and UNFAO food needs (115,000 Mt) for the same crop year results from the use of different values for the per capita consumption in grams per person per day, and in the total estimated number of at-risk rural people. USAID uses 300 grams per

person per day in estimating food requirements, whereas UNFAO normally uses 350 grams per person per day. An analysis of the assumed FAO ration for the urban population suggests that the FAO is using 2,010,000 as the at-risk rural population. Although the US Mission estimates between 1.8 to 2.2 million rural people in Mozambique are affected by the drought and insurgency, it uses the more conservative figure of 1.8 million people for calculating the food requirements in Mozambique.

Table 4a: Comparison of USAID and UNFAO Food Requirements

	USAID	UNFAO
Populations (millions)		
Rural At-Risk	1.8	2.0 (*)
Urban	3.0	3.0
Total	4.8	5.0
Per capita Consumption (Grams Per Day)	300 (**)	350 (**)
Total Needs	525	640

**Table 4b: Comparison of USAID and UNFAO Food Availability
(Thoudands of Mt)**

Internal Market	85	50
Commercial Imports	0	50
Remaining Needs	440	540
Donor Pledges	325.7	325.7
Pledges Delivered	151.1	151.1
Needs not covered	114.3	214.3

Sources:

Status Report On The Emergency Situation in Africa. UN OEOA, Sept. 1, 1986.

Food Supply Situation and Crop Prospects in Sub-Saharan Africa. UN FAO, June 1986.

USAID Mission Cables

(*) Calculated using 350 gram ration and known urban population of 3 million.

(**) Rations from Laura Tuck/ABT food analysis of Mozambique, April, 1986.

FOOD ASSISTANCE

This year, World Vision International (WVI) is distributing 21,000 Mt of maize, 2,160 Mt tons of vegetable oil, and 1,800 Mt of beans in the provinces of Tete, Manica, Zambezia, Sofala, and Gaza. The primary focus, however, has been in providing food assistance in the provinces of Tete and Manica.

In 1987, WVI will import 30,000 Mt of maize, beans and vegetable oil into Mozambique to feed a total of 250,000 people in Tete, Manica, Zambezia, Gaza, and Maputo. WVI plans to provide the 210,000 recipients in Tete, Manica, and Zambezia provinces daily rations of 225-325 grams maize, 40-65 grams beans, and 30-50 grams vegetable oil, and the 40,000 recipients in Gaza and Maputo with daily rations of 225-325 grams maize.

Church World Service and the Christian Council of Mozambique are providing a feeding program for 33,500 of the at-risk population in Inhambane Province.

USAID has committed 40,000 Mt of corn to the Government of Mozambique this year, most of which will be distributed commercially. In addition, USAID provided 25,600 Mt of corn for distribution by PVO's. An additional 5,600 Mt of bread and dairy products will be distributed to Mozambican institutions.

ECONOMIC ASSISTANCE

An agricultural supply agreement was signed between Mozambique and the USSR which will provide a grant of \$26 million worth of products and articles related to agricultural production. According to the Maputo News Service, the first consignment is due in October and will be distributed in southern and central provinces. The USSR has also allocated approximately \$500,000 for implementing a program to fight malaria in Mozambique. The funds will be used to purchase equipment, pesticides, vehicles, microscopes, and experts.