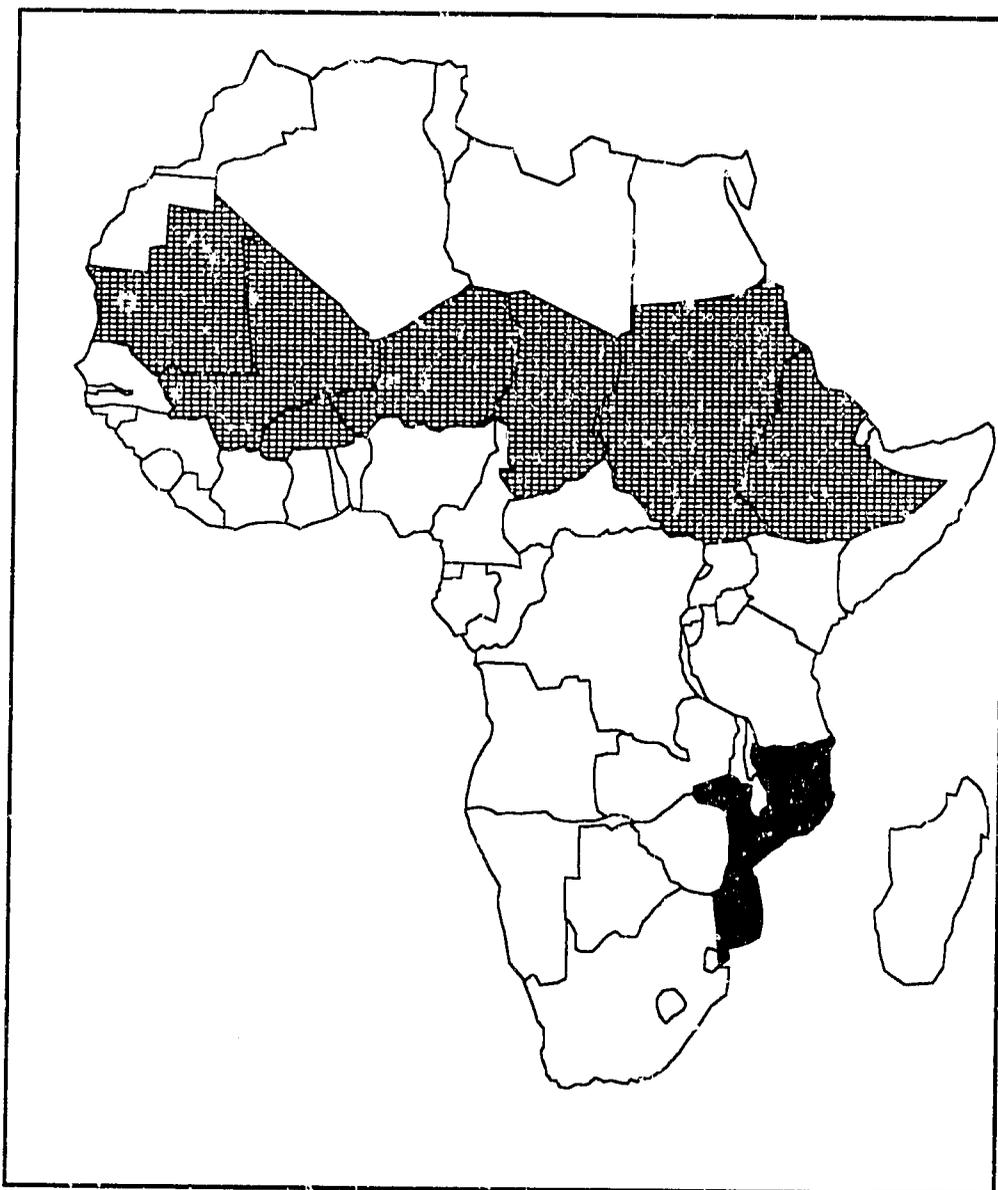


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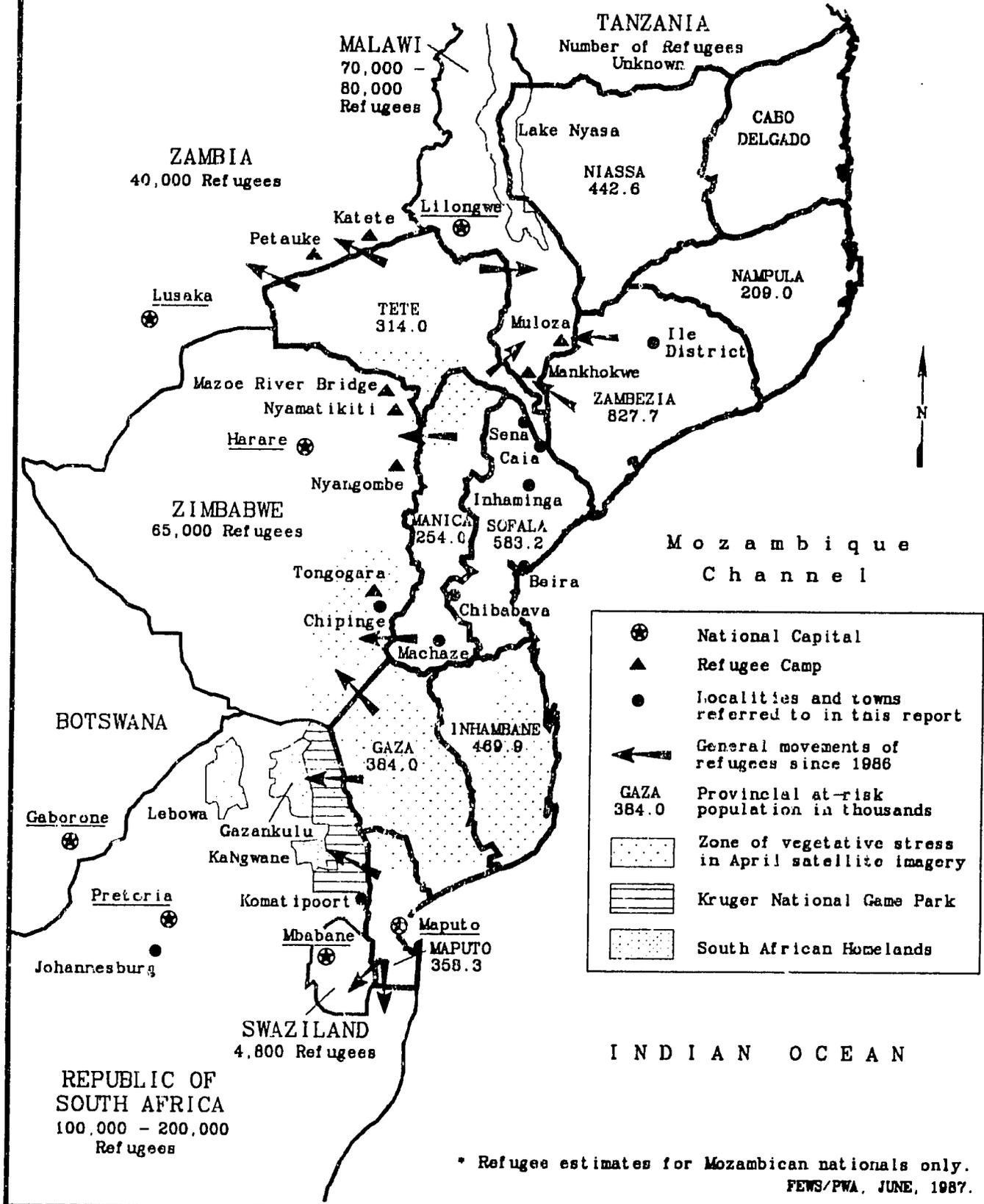
FEWS Country Report

MOZAMBIQUE



Africa Bureau
U.S. Agency
for International
Development

Summary Map



Famine Early Warning System Country Report

MOZAMBIQUE

Bad, But How Bad?

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

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INTRODUCTION

This is the twelfth 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 Office Of Emergency Operations (OEO); the offices of Food For Peace and Voluntary Assistance (FFP/FVA); and the Office of Foreign Disaster Assistance (OFDA). Special acknowledgment 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, FEWS also expresses appreciation to CARE and OXFAM/UK for kindly providing useful information regarding their relief efforts in Mozambique.

FEWS is operated by AID's Office of Technical Resources in the Bureau for Africa (AFR/TR) in cooperation with numerous U.S. Government and other organizations. The FEWS Country Reports are working documents of AFR/TR and should not be construed as official pronouncements of the U.S. Agency for International Development.

SUMMARY

In May, the Government of the People's Republic of Mozambique (GPRM) estimated there were 4.3 million at-risk people in Mozambique, including 2.75 million affected people and 1.55 million internally displaced people. Questions have been raised by some members of the international community concerning the magnitude of the GPRM estimates. Recent information suggests that, at least in Tete and Nampula Provinces, the number of at-risk people may be lower than reported by the GPRM. Based on information received from the U.S. Mission, FEWS estimates the total at-risk population may be closer to 3.8 million people, but given the extended drought during the past growing season, and the probability of a poor 1987 harvest, the number of at-risk people is likely to increase over the next ten months. The World Food Programme (WFP) estimates that 673,800 metric tons (MT) of cereals are needed to meet emergency needs and normal market requirements for the crop year May 1, 1987, through April 30, 1988. According to the WFP, a combination of domestic supply and donor imports are expected to provide a total of 595,114 MT of cereals, leaving an unmet cereal balance of 78,686 MT. The actual unmet cereal requirements (i.e., deficit) may be considerably higher, given the range of estimates for Mozambique's at-risk population.

Key Indicators

- The effects of the dry season will continue to intensify through August and September, which are normally Mozambique's driest months. Water shortages will likely become critical in the southern provinces, which received less than 50% of normal rainfall during the past rainy season.

POPULATIONS AT-RISK

In March, the GPRM estimated there were 4.6 million displaced and affected people in Mozambique. Of this total, some 2.7 million people were termed "affected", and 1.9 million people were classified as displaced people (Table 1). The GPRM estimate was presented at the U.N.-sponsored donor meeting in Geneva on March 31st. According to a May brief prepared by the U.N. Special Coordinator, the Department for the Prevention and Control of Natural Calamities (GPRM/DPCCN) has since reduced the estimate of displaced people from 1.9 to 1.55 million, leaving a total of 4.3 affected and displaced people.

The GPRM's official estimates appear high when compared with other estimates, which range between 3.5 and 3.8 million at-risk people for the period January through March. In a May 20th cable, the U.S. Mission reports:

"...there seems to be an emerging consensus that the actual number of displaced persons will not reach the number estimated [by the GPRM], and by classifying the total number of persons affected by armed insurgency actions as needy and at-risk, the GPRM is overstating the number of persons needing emergency food assistance."

In particular, the GPRM at-risk estimates for Tete and Nampula Provinces have been questioned by several members of the donor community. In late March, the GPRM estimated there were 620,000 at-risk people in Tete Province, but according to the U.S. Mission, this figure includes approximately 306,000 Mozambicans who fled from Tete Province into Zimbabwe, Zambia, and Malawi. If correct, the remaining at-risk population in Tete Province would be closer to 314,000 people. There is, however, an apparent discrepancy between the figure of 306,000 at-risk people who reportedly fled from Tete Province into Zimbabwe, Zambia, and Malawi, and the estimated number of Mozambican refugees living in those countries. According to various estimates, there are between 170,000 and 219,000 Mozambican refugees living in Zimbabwe, Zambia, and Malawi who originated from the provinces of Tete, Zambezia, Manica, and Sofala. It is not possible, therefore, to account for the 306,000 refugees from Tete Province, since the estimated total of all Mozambican refugees in the neighboring countries is lower than the number of people who reportedly fled solely from Tete Province.

The GPRM estimate for Nampula Province is 672,000 at-risk, but findings of a recent assessment team suggest this number may be high. Representatives of several donor countries, non-governmental organizations (NGOs), and U.N. agencies observed that the number of displaced people was probably lower than the 177,460 figure used by the GPRM. Also, some of the people termed "affected" by the GPRM were at least partially self-sufficient in their farming activities. The fact finding team concurred with the provincial government staff in Nampula Province, who estimate the at-risk population to be closer to 209,000 people. Partially in response to the questions which have been raised, the U.N. staff is working with the GPRM Ministry of Commerce and the DPCCN in reassessing the at-risk situation in Mozambique.

In January of 1987, the U.S. Mission provided a comprehensive assessment of the at-risk situation in Mozambique. At that time, the U.S. Mission and GPRM estimates of the at-risk population were similar. Since January,

TABLE 1
 AT-RISK POPULATIONS, IN THOUSANDS
 (Ranked by Size Of At-Risk Population)

	At-Risk Rural and Urban Populations							
	June 1987 Population	Total At-Risk	March		% of At- Risk to 1987 Pop.	% Change in At-Risk Category January to March		
			GPRM Estimate Of Displaced	Affected		Total	Affected	Displaced
Zambezia	3,026.0	827.6	262.8	574.8	27.3%	-0.6%	0.0%	-3.7%
Nampula (3)	2,909.1	672.1	177.5	494.6	23.1%	1244.2%	889.2%	
Tete (4)	1,021.8	620.0	425.0	195.0	60.7%	36.4%	-43.3%	272.8%
Sofala	1,296.3	683.2	476.1	107.1	46.0%	2.1%	-0.2%	2.6%
Inhambane	1,202.2	469.9	65.0	414.9	39.1%	9.2%	10.6%	0.0%
Niassa	611.6	442.6	203.3	239.3	72.4%	0.0%	-46.9%	
Gaza	1,120.2	384.0	0.0	384.0	34.3%	16.0%	15.0%	
Maputo	489.1	368.2	167.4	190.8	73.2%	32.2%	-23.2%	640.7%
Manica	781.1	264.0	103.0	161.0	32.6%	167.9%	60.6%	12776.0%
Cabo Delgado	1,124.2					-100.0%	-100.0%	
Maputo City	1,096.8							
TOTAL	14,678.3	4,611.6	1,860.1	2,751.5	31.4%	31.6%	6.4%	102.4%

NOTES:

- (1) The above at-risk figures were prepared by the GPRM on March 1st, 1987. In a May briefing paper, the U.N. Special Coordinator reported the GPRM/DPOCN at-risk estimate to be 4.3 million people, of which 2.75 million are displaced and 1.65 million are affected. No provincial level estimates were provided, however.
- (2) The columns showing percentage of change since January compare the estimates provided by the USAID Mission on January 18th, with the GPRM estimates which were released on March 1st. Caution should be used when comparing estimates which have been provided by different sources since a perceived change may actually reflect a difference in the methodology of estimation, rather than an actual change in the at-risk situation. For example, in January, the U.S. Mission estimated there were approximately 20,000 at-risk people in Cabo Delgado Province, but the GPRM has yet to released at-risk estimates for the province, since the province has not been classified "affected" by the GPRM. Therefore, although it appears there has been a 100% decrease in the at-risk population of Cabo Delgado, it is possible that the situation has not changed significantly since January. Percentage changes are useful, however, for identifying provinces where the divergence in estimates has been substantial in order to highlight areas where there is a need for additional clarification of the current situation.
- (3) Although the official GPRM at-risk estimate for Nampula Province is 672,065 people, the U.S. Mission reports that the number has been questioned by an independent fact-finding team which visited the province in May. According to the team, the at-risk population in Nampula Province may be closer to 209,000 people.
- (4) The GPRM estimates there are 620,000 at-risk people in Tete Province. However, according to a May 20 cable from U.S. Mission, approximately 306,000 of the displaced people in Tete Province are actually refugees residing in neighboring countries, which implies that there are 314,000 at-risk people remaining in Tete.

the GPRM has made several revisions to their estimates of the provincial level at-risk populations, but the U.S. Mission has not revised its January estimates. According to a May 21st cable, the U.S. Mission believes the GPRM estimate of 4.3 million at-risk people may be high, and that the actual number of at-risk people may be closer to 3.8 million.

At-Risk Factors

In the central and northern provinces of Tete, Manica, Sofala, Zambezia, Niassa, and Nampula, frequent rebel attacks and rebel control of remote areas continue to be the primary factor contributing to the emergency situation (Map 2). The security situation deteriorated rapidly in late 1986, when the rebels launched a major offensive in Zambezia Province, resulting in large numbers of refugees and internally displaced people. Recent foreign news reports, however, suggest that the security situation in Zambezia Province may be improving somewhat, as the GPRM is reportedly regaining control of districts which were under rebel control. If these reports are correct, the immediate, and perhaps pressing, need to distribute relief supplies to formerly inaccessible populations could strain the relief distribution capacity within Zambezia Province.

Abnormally high temperatures and below normal rainfall persisted throughout the 1986/1987 rainy season in areas of Maputo, Gaza, Inhambane, Manica, and Sofala provinces (Map 2). The GPRM Ministry of Agriculture (MOA) reports that agricultural production in Inhambane Province is most severely affected by the extended periods of dryness, with other crop damage or loss expected in Maputo and Gaza Provinces. Agricultural activity in Inhambane Province includes commercial and subsistence production of cashew nuts, maize, manioc, and coconuts, in addition to animal husbandry. The rangelands in the interior portions of Gaza and Inhambane Province are also threatened by the drought, which could result in a loss of livestock. In 1986, over 300 cattle died in Gaza and Inhambane due to poor pasture conditions. Satellite imagery indicates that, in April, there was a zone of vegetative stress stretching from northern Maputo, through Gaza, Inhambane, northern Manica, and southern Tete Province (Map 1).

The U.N. Special Coordinator, in a May briefing paper, reports that villages in northern Sofala and southern Zambezia provinces were found to be "in a precarious situation", with villagers suffering severe food shortages after the GPRM regained control of the area from the rebels. In response to the shortages, the World Food Programme (WFP) airlifted 100 tons of supplies from Beira

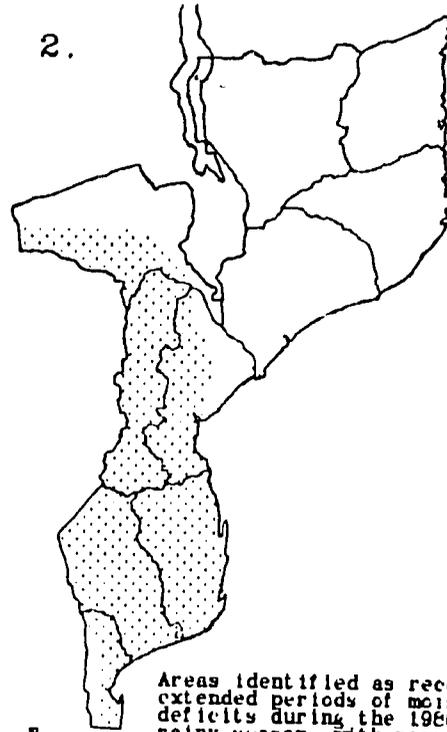
AT-RISK FACTORS

1.



Areas subjected to frequent rebel attacks, or under rebel control.

2.



Areas identified as receiving extended periods of moisture deficits during the 1986/1987 rainy season, with possible negative impacts on the 1987 harvest.

3.



Areas suffering economic collapse due to rebel interdiction of road and rail shipments throughout 1986

4.



Areas particularly affected by one of the above factors, or by a combination of two or more factors.

FEWS/PWA, June 1987.

to Cheringoma's district capital of Inhaminga (Sofala Province), but the WFP requires additional funding to airlift 200 tons of additional supplies. Severe shortages are also reported in Ile District (Zambezia Province) and in the town of Machaze (Map 1). The U.N. Special Coordinator is also appealing for clothing, shoes, domestic utensils, and basic medicines, as well as continued donor funding of transport operations, since additional emergency airlifts will probably be needed to supply inaccessible areas.

The DPCCN, according to the WFP, is appealing for funding to airlift 200 tons each to Sena, Caia, and Chibabava in northern Sofala (Map 1). The WFP is continuing coastal deliveries of relief supplies by barge, and is investigating the feasibility of using motorized inflatable rafts of 2-4 ton capacity to supply localities along the Zambezia River.

ESTIMATED CEREAL BALANCE

The World Food Programme estimates that 673,800 MT of cereals are needed to meet the emergency and normal market cereal requirements for the crop year May 1, 1987, through April 30, 1988 (Table 2). The total gross domestic supply of cereals is estimated to be 138,000 MT, which includes 80,000 MT in marketable production from the April-May 1987 harvest plus 58,000 MT in cereal stocks (estimated in May, 1987). As of May 15, the WFP estimate of donor commitments totaled 457,114 MT of maize, wheat, and rice for the 1987/1988 crop year. Of this total, 51% has been delivered, or is scheduled for delivery. Based on this analysis, the donor response has met the need for wheat and rice, but there remains an overall unmet cereal need of 78,686 MT, primarily in maize, for the current crop year. As of May 15th, the WFP also estimated that Mozambique faced a non-cereal food deficit of 88,948 tons, which included 2,000 tons of vegetable oil, 40,455 tons of sugar, and 46,493 tons of pulses.

Determining the cereal requirements for Mozambique is problematical, given the wide range in estimates for the at-risk population. The GPRM estimate of 4.3 million at-risk people, plus a normal market population of 2.4 million people, yields a requirement of 855,925 MT in cereals for the current crop year (assuming an annual per capita ration of 127.75 kilograms). The GPRM estimate, then, suggests that Mozambique faces a cereal deficit of 260,811 MT for the current crop year, or 232% higher than the deficit suggested by the WFP balance. Clearly, there is a need to arrive at a consensus regarding the size of the at-risk and normal market populations, in order to

ensure that Mozambique receives the necessary level of food aid to meet the needs generated by the current emergency.

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

	Maize	Wheat	Rice	Total
REQUIREMENTS	501,500	122,000	50,300	673,800
DOMESTIC SUPPLY				
Stocks (May 1987)	20,000	25,000	13,000	58,000
Internal Marketing	40,000	-	40,000	80,000
Commercial Imports	-	-	-	-
Total	60,000	25,000	53,000	138,000
DONOR FOOD AID				
Confirmed Pledges	254,080	162,752	40,282	457,114
Of Which Scheduled	131,890	64,380	35,582	231,852
Unscheduled	122,190	98,372	4,700	225,262
TOTAL SUPPLY	314,080	187,752	93,282	595,114
SURPLUS/DEFICIT	-187,420	65,752	42,982	-78,686

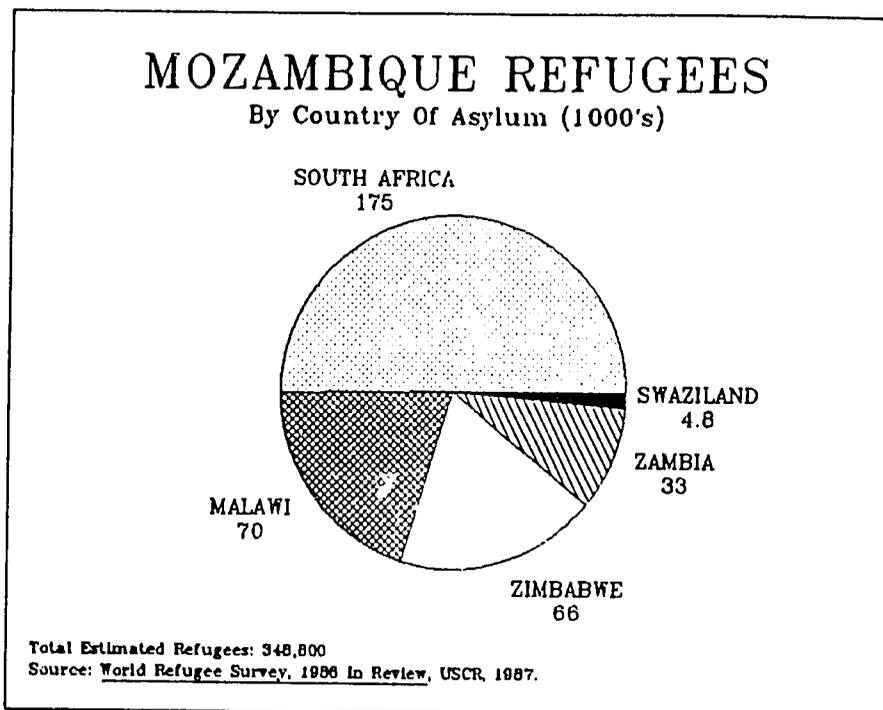
Notes: The above food balance is a May 15th assessment by the WFP for the current 1987/1988 crop year. The requirements and supply include both the emergency and normal market cereal requirements. The UNFAO and WFP consider the estimate of 80,000 MT in domestic production to be optimistic.

REFUGEES

Depending upon the source used, there are between 450,000 and 564,000 refugees in southern Africa. The United Nations High Commissioner for Refugees (UNHCR) estimates that, of the 450,000 refugees in southern Africa, more than half are Mozambicans. The U.S. Committee For Refugees (USCR), in the recently published World Refugee Survey, 1986 in Review, estimates that 348,000 of the total 564,000 refugees in southern Africa are Mozambicans living in the neighboring countries of South Africa, Swaziland, Zimbabwe, Zambia, and Malawi (Chart 1).

The Republic of South Africa has between 160,000 and 220,000 Mozambicans living within its borders. Some Mozambicans cross the border illegally in search of employment, whereas others are simply trying to escape the drought and insurgency in southern Mozambique. The USCR identifies 175,000 Mozambicans as refugees, although the report also notes that refugee estimates vary widely.

CHART 1



Since the end of 1985, approximately 75,000 women, children and elderly Mozambicans have settled in the "homeland" areas of South Africa, including 45,000 in Gazankulu, 25,000 in KaNgwane and 5,000 in Lebowa (Map 1). The condition of refugees in the "homelands" is generally adequate, with many becoming at least partially self-sufficient in food production. Health services are generally provided by the local authorities. The International Committee of the Red Cross (ICRC), the local Red Cross and Operation Hunger, a South African private voluntary organization, are providing assistance to the refugees. In addition to the refugees settled in the homelands, there are between 85,000 and 145,000 Mozambicans who are seeking employment in the area surrounding Johannesburg.

The South African Government actively seeks to stem the flow of Mozambicans by intercepting and deporting them before they can reach the homelands and urban areas. The South African Government reportedly deports between 1,500 and 2,000 Mozambicans each month. A Johannesburg Domestic Service report on April 28th indicated that the South African security forces have extended the 36 kilometer electrified fence at the border town of

Komatipoort by an additional 34 kilometers, so that the 70 kilometer stretch of the South Africa/Mozambique border between Swaziland and Komatipoort is now blocked by electrified fence. In order to reach the Gazankulu, KaNgwane, and Lebowa homelands, refugees from northern Maputo and Gaza Provinces must cross into South Africa's Kruger National Game Park, where they are subject to attacks by wild game, and apprehension by South Africa's security forces (Map 1).

Many of the 65,000 Mozambican refugees in Zimbabwe live with extended families and ethnic clan members in the eastern highlands near the border area with Mozambique. According to an article in the May/June issue of the Africa Report, there are four UNHCR camps in Zimbabwe. The Mazoe River Bridge and the Nyamatikiti camps are located in northeastern Zimbabwe. The Nyangombe camp is further south, in eastern Zimbabwe. The biggest camp, Tongogara, is near the border town of Chipinge (Map 1). Local health officials at Chipinge are concerned about the high incidence of cholera in the area. The UNHCR coordinates the relief operations of World Vision, Oxfam/UK, the International Red Cross, and Christian Care at the various refugee camps. The camps are reportedly well run, with adequate shelter, water, and food supplies. In March, the Zimbabwe Commission for Refugees announced plans to open a fifth refugee camp, Chibuta, in southeastern Zimbabwe, to accommodate approximately 15,000 Mozambicans living in the area.

Zambia, according to the USCR, harbored between 25,000 and 40,000 Mozambican refugees at the end of 1986. On April 20th, the Pan African News Agency (PANA) reported that, over a period of several weeks, nearly 10,000 Mozambican refugees fled into Eastern Province of Zambia. The report indicated there is a total of 37,000 Mozambican refugees in Zambia. According to the U.S. Mission in Lusaka, the Zambian Government is providing land, free schooling, and medical care to the refugees, despite the severe economic crisis confronting that country. Refugees who arrived prior to a September 1985 UNHCR registration program, will be permitted to remain in the spontaneous refugee settlements along the Mozambican border. Approximately 27,000 Mozambican refugees who live in the Petauke, Chadiza, and Katete camps, and who arrived after September of 1985, have the choice of either relocating to the newly established Ukwimi camp, or being repatriated. The new camp will ultimately accommodate up to 25,000 refugees, according to the UNHCR. According to current government plans, at least 10,000 refugees will be moved to the new camp by November, so that fields at Ukwimi can be prepared in

time for the rains. The Lutheran World Federation, Medicins Sans Frontieres, Save the Children, and the Zambia Red Cross will provide relief services to the Ukwimi camp.

Estimates of Mozambican refugees in Malawi vary by as many as 50,000 people from the 70,000 estimated by the ICRC in November, to the 120,000 people reported in the May/June issue of the Africa Report. The USCR estimate of 70,000 refugees is based on a November 1986 assessment by the ICRC. Many of the refugees in Malawi fled from Tete, northern Sofala, northern Manica, and Zambezia Provinces in late 1986, when rebels launched a major offensive in northern Mozambique. Several independent reports of intense fighting in northern Tete Province during March and April raise the possibility that additional refugees have fled into Malawi since the ICRC estimate was prepared in November. In Malawi, the Mozambican refugees are found in the Mankhokwe and Muloza camps (Map 1). The Malawian Red Cross and CARITAS, a catholic relief organization, are caring for the refugees. The UNHCR and the governments of Malawi and Mozambique are working on an agreement which will lead to the repatriation of the refugees in Malawi.