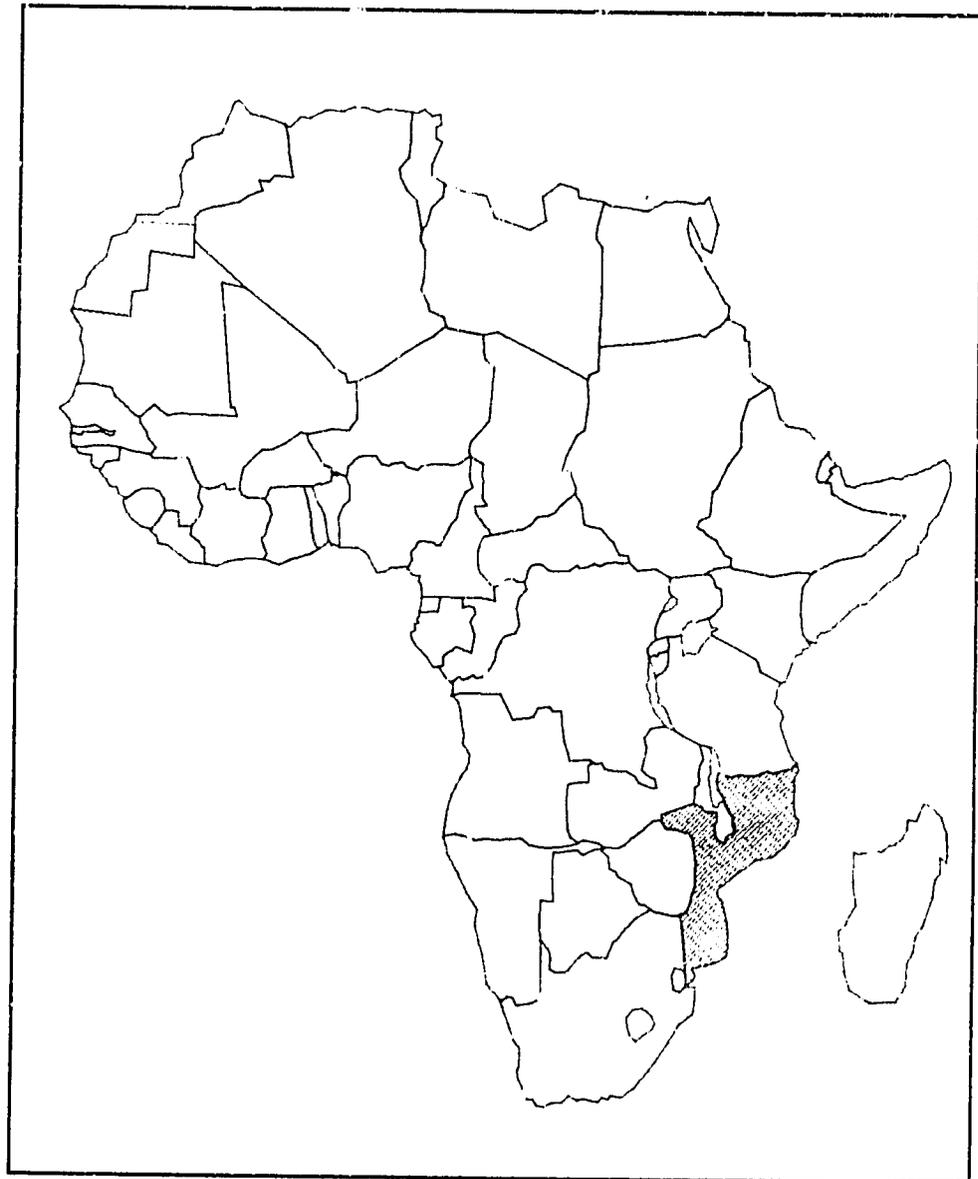


Report 23  
May 1988

# FEWS Country Report

## MOZAMBIQUE



**Famine Early Warning System**  
**Africa Bureau**  
**U.S. Agency for International Development**

## List of Figures

		Page
Map 1	Summary Map . . . . .	2
Table 1	Population Requiring Donor Food Aid . . . . .	5
Map 2	Population Requiring Donor Food Aid . . . . .	7
Map 3	Displaced Population . . . . .	8
Table 2	Food Requirements, By Province . . . . .	9
Map 4	Mozambique Districts . . . . .	10

## Acknowledgement

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# MOZAMBIQUE

Report 23, May 1988

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

Prepared by  
Price, Williams & Associates, Inc.



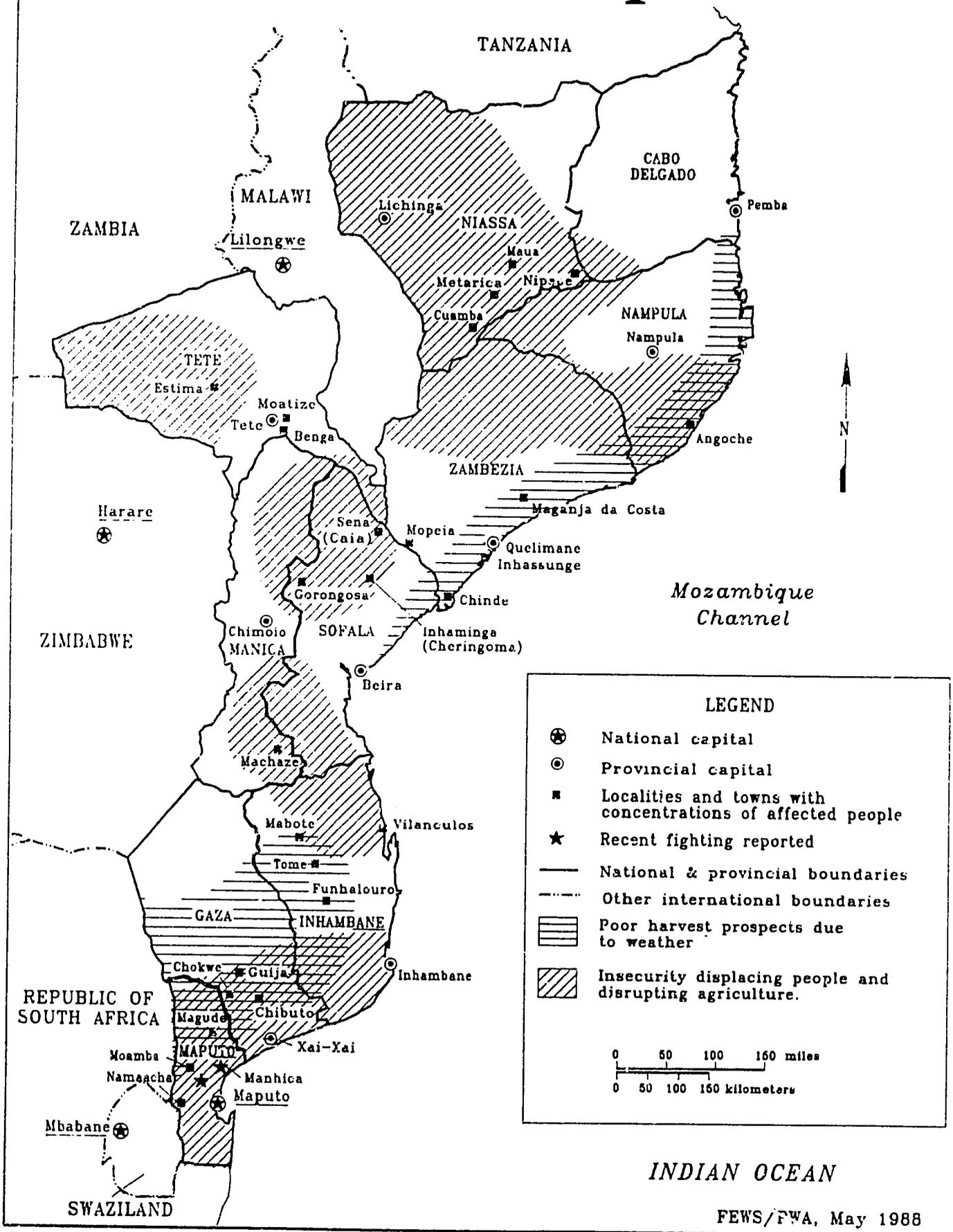
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## Contents

	Page
Summary . . . . .	3
Key Events and Issues . . . . .	3
Populations Requiring Donor Food Aid . . . . .	4
Food Requirements . . . . .	6
Emergency Appeal . . . . .	6

# Mozambique



**LEGEND**

- ⊕ National capital
- ⊙ Provincial capital
- Localities and towns with concentrations of affected people
- ★ Recent fighting reported
- National & provincial boundaries
- - - - Other international boundaries
- ▨ Poor harvest prospects due to weather
- ▧ Insecurity displacing people and disrupting agriculture.

0 50 100 150 miles  
0 50 100 150 kilometers

INDIAN OCEAN

FEWS/FWA, May 1988

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# MOZAMBIQUE

## A New Crop Year Begins



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### Summary

A total of 5,968,600 Mozambicans are dependent on donor food aid, according to estimates released on March 19th by the Government of the People's Republic of Mozambique (GPRM). Of this total, 3,311,900 people are considered "affected" or "displaced," whereas 2,656,700 people depend on donor food to supply their urban or rural marketplace. Of the 3,311,900 affected and displaced people, 33% are displaced throughout Mozambique. An additional 700,000-800,000 Mozambican refugees living in nearby countries are not included in the GPRM's estimates.

Mozambique will require 765,000 metric tons (MT) of cereals, 71,000 MT of pulses, and 20,200 MT of vegetable oil to meet emergency relief and commercial market requirements for the upcoming 1988/1989 crop year. Market requirements account for 65% of the total food requirement in Mozambique, whereas emergency relief targeted for free distribution accounts for 35%.

According to USAID/Maputo, the U.S. is committed to providing approximately 167,000 MT of food toward the 1988/1989 food requirement. In accordance with the GPRM's desire to lessen the population's dependency on free emergency food, 66% of the food donated by the U.S. will be used to meet the commercial market requirements, with the remaining 34% targeted for emergency relief. The total value of the U.S. response to the 1988/89 emergency appeal is expected to be approximately \$62 million, or 19% of the total \$329,845,000 requested in the GPRM's emergency appeal. In addition, the U.S. will provide approximately \$15 million in non-emergency aid through a commodity import program to provide agricultural machinery, fertilizer and seed for the private sector.

### Key Events and Issues

- In the January/February Newsletter, the GPRM Department for the Prevention and Control of Natural Calamities (DPCCN) reported a complete loss of crops throughout Tete Province because of irregular rainfall. However, satellite imagery for the months of January and February does not show clear evidence of vegetative stress in Tete.
- The 1987/88 agricultural harvest is underway, and crop production is expected to be slightly less than that of last year.

## Populations Requiring Donor Food Aid

A total of 5,968,600 Mozambicans are dependent on donor food aid, according to estimates released on March 19th by the GPRM Emergency Operations Committee (COE). Of this total, 3,311,900 people are classified "affected" or "displaced", and the remaining 2,656,700 people are dependent on the commercial market for food purchases (Table 1 and Map 2). In Mozambique, donor food aid is used to offset the shortfall between commercial market requirements and domestic cereal production. Of the 3.3 million people affected and displaced, 33% are displaced within Mozambique (Map 3). An additional 700,000-800,000 Mozambican refugees are living in nearby countries, with more than half of the refugee population found in Malawi. The refugees in neighboring countries are not included in the GPRM's estimates.

The 3.3 million at-risk figure currently used by the COE does not include for people living in inaccessible areas within Mozambique. Approximately 8,630,900 people are termed "self-sufficient or inaccessible" by the GPRM, but the GPRM does not distinguish between at-risk and self-sufficient populations living in inaccessible areas. According to a recent report by the U.S. State Department's Bureau of Refugee Programs, the rebels control between 10% and 15% of the countryside. By most accounts, poor nutrition and health conditions are prevalent in these inaccessible areas. As reported by the Washington Post (April 21), a State Department official noted that the inaccessible population faces "an unbearable level of extortion so that they are very weak and hungry. Many [people] are too weak to escape."

In Nampula Province, fighting has resulted in a large number of displaced people, according to the Department for the Prevention and Control of Natural Calamities (DPCCN). The districts of Malema, Muecate, and Nampula are reported to have the largest concentrations of displaced people. Most of the relief shipments in Nampula must be accompanied by military escort, with the exception of coastal districts which are supplied by barges. The DPCCN attributes a proliferation of anemia, malnutrition, and infectious diseases to rebel destruction of health posts in the province.

Most districts in Zambezia Province are only partially accessible, and military convoys are required to move emergency supplies as many rural areas remain insecure. Airlifts are required to supply the northern districts bordering Nampula Province. Extremely late rains delayed planting in coastal districts of Zambezia. These late plantings were later ravaged by a tropical cyclone. Many of Zambezia's displaced people fled to these coastal districts to escape fighting in the province's interior in late 1986 and early 1987. According to the DPCCN January/February Newsletter, approximately one million people are expected to face food shortages because of a poor harvest in Zambezia this year.

In Tete Province, fighting has spread from the north to the southern and central districts of Magoé, Changara, and Cahora Bassa. Most rural areas in northern districts remain largely inaccessible, and many displaced people have fled to district centers. The DPCCN Newsletter reported a complete loss of crops throughout Tete Province because of irregular rainfall. Farmers planted two or three times, according to the DPCCN, and high temperatures threatened the young plants which germinated. Nevertheless, satellite imagery does not show clear evidence of vegetative stress in Tete. Although the cumulative rainfall recorded at Tete City was below normal, vegetative conditions appeared healthy in January and February, with above average values when compared with the mean 1982-1987 vegetative index value. In addition, large areas of Tete Province experienced continuous cloud cover during the moisture-critical months of January and February, indicating a high probability of rainfall.

Table 1

Province	Populations Requiring Donor Food Aid													
	Total	Total			Affected and Displaced Populations				Population Purchasing Food From The Market System				Self-Sufficient or Inaccessible	
	Population (A)	Food-Aid Population	% of (A)	Total People	% of (A)	Displaced	Affected	Total People	% of (A)	Urban	Rural	Total People	% of (A)	
Maputo	876.0	672.0	76.7%	329.0	37.6%	124.0	205.0	343.0	39.2%	290.0	53.0	204.0	23.3%	
Maputo City	720.0	720.0	100.0%	0.0	0.0%	0.0	0.0	720.0	100.0%	720.0	0.0	0.0	0.0%	
Gaza	1,197.0	543.3	45.4%	444.5	37.1%	65.2	379.3	98.8	8.3%	48.0	50.8	653.7	54.6%	
Inhambane	1,289.5	860.5	66.7%	566.9	44.0%	61.6	505.3	293.6	22.8%	170.0	123.6	429.0	33.3%	
Manica	744.0	313.5	42.1%	743.0	32.7%	74.5	168.5	70.5	9.5%	53.0	17.5	30.5	57.9%	
Sofala	1,209.0	538.1	44.5%	226.6	18.7%	83.6	143.0	311.5	25.8%	246.0	65.5	670.9	55.5%	
Tete	983.0	429.1	43.7%	294.0	29.9%	65.5	228.5	135.1	13.7%	75.0	60.1	553.9	56.3%	
Zambezia	2,998.1	686.8	22.9%	546.1	18.2%	381.8	164.3	140.7	4.7%	115.0	25.7	2,311.3	77.1%	
Niassa	613.0	262.5	42.8%	194.0	31.6%	88.0	106.0	68.5	11.2%	45.0	23.5	350.5	57.2%	
Nampula	2,865.9	731.8	25.5%	400.3	14.0%	119.3	281.0	331.5	11.6%	287.7	43.8	2,134.1	74.5%	
Ca'lo Delgado	1,104.0	211.0	19.1%	67.5	6.1%	29.5	38.0	143.5	13.0%	60.0	83.5	893.0	80.9%	
Totals	14,599.5	5,968.6	40.9%	3,311.9	22.7%	1,093.0	2,218.9	2,656.7	18.2%	2,109.7	547.0	8,630.9	59.1%	

Source: GPRM Ministry of Commerce, Food Security Department, March 3, 1988

Figures used for the 1988/1989 GPRM Emergency Appeal may differ slightly due to rounding.

Most of the rural areas in Sofala Province remain largely inaccessible. Continued fighting in northern Sofala is causing daily increases in the number of displaced people in Caia, Dondo, Gorongosa and Cheringoma. There are 15 centers responsible for distributing emergency aid to the estimated 83,600 displaced people in Sofala. Airlifts and riverine transport are the primary means for moving relief supplies.

According to GPRM statistics, Inhambane Province contains the highest number of people requiring emergency assistance, with 44% of the total population considered "affected" or "displaced." The DPCCN Newsletter reports the commercial market system has stagnated in the interior of the province because insecurity and poor road conditions have cut off access to the area. The general inadequacy of the transport network is also hindering the delivery of emergency supplies. According to the DPCCN, rebels have destroyed or damaged many of the water pumps and wells in the province, creating a severe water shortage.

### Food Requirements

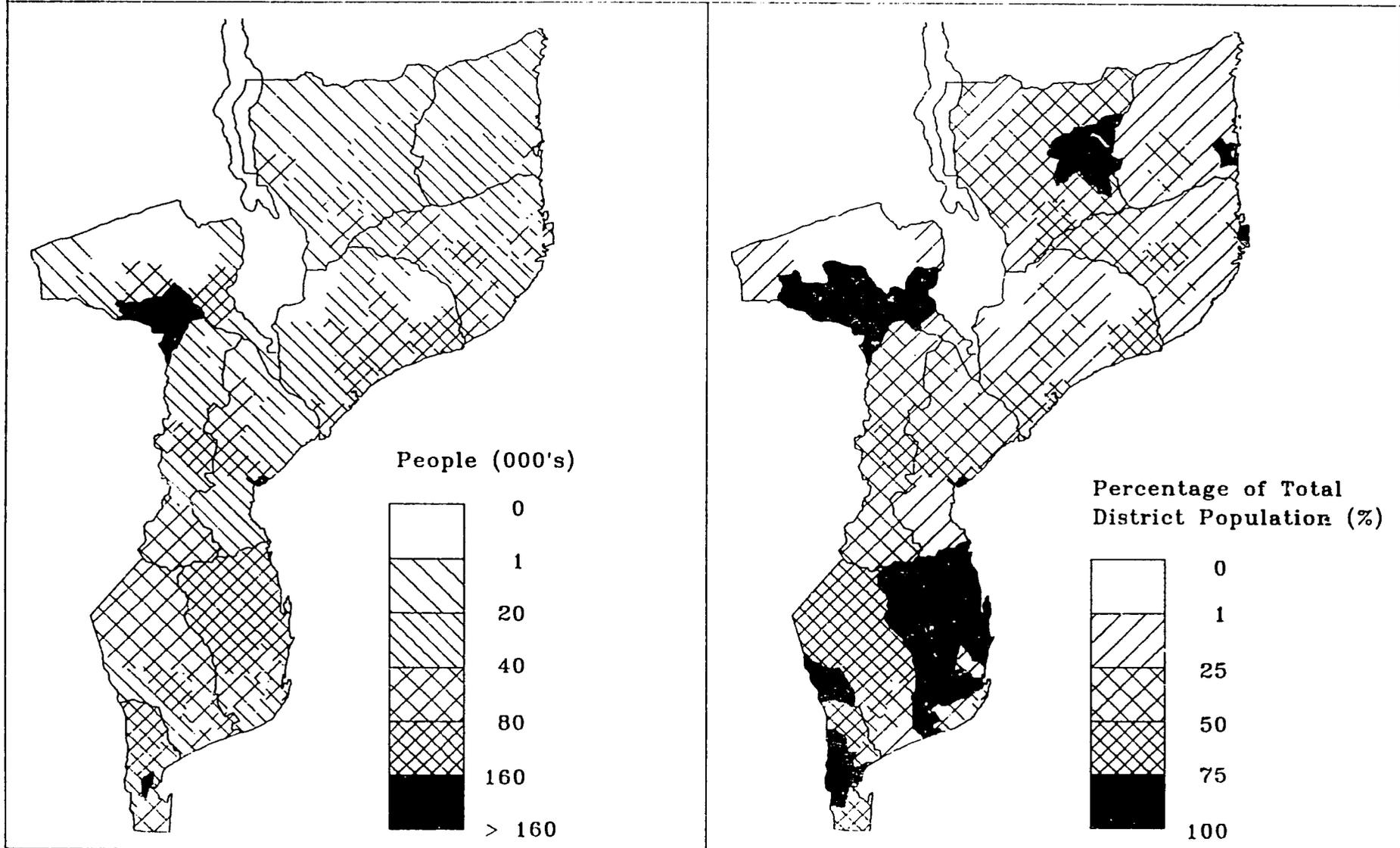
According to current USAID estimates, Mozambique will require 765,000 MT of cereals, 71,000 MT of pulses, and 20,200 MT of vegetable oil to meet emergency relief and commercial market requirements for the upcoming 1988/1989 crop year (Table 2). These food requirements assume full daily food rations for the 2.65 million people who depend on commercial markets to purchase food. Since the 3.31 million affected and displaced people are assumed to be 50% self-sufficient in food production (by the GPRM and USAID), half rations are used for calculating emergency food aid requirements. Market requirements account for 65% of the total food requirement in Mozambique, with the remaining 35% of the total requirement comprised of emergency relief. According to USAID/Maputo, the U.S. is committed to provide approximately 167,000 MT of food against the 1988/1989 food requirement. In accordance with the GPRM's desire to lessen the population's dependency on free emergency food, 66% of the food donated by the U.S. will be used to meet the commercial market requirements, with the remaining 34% targeted for emergency relief.

### Emergency Appeal

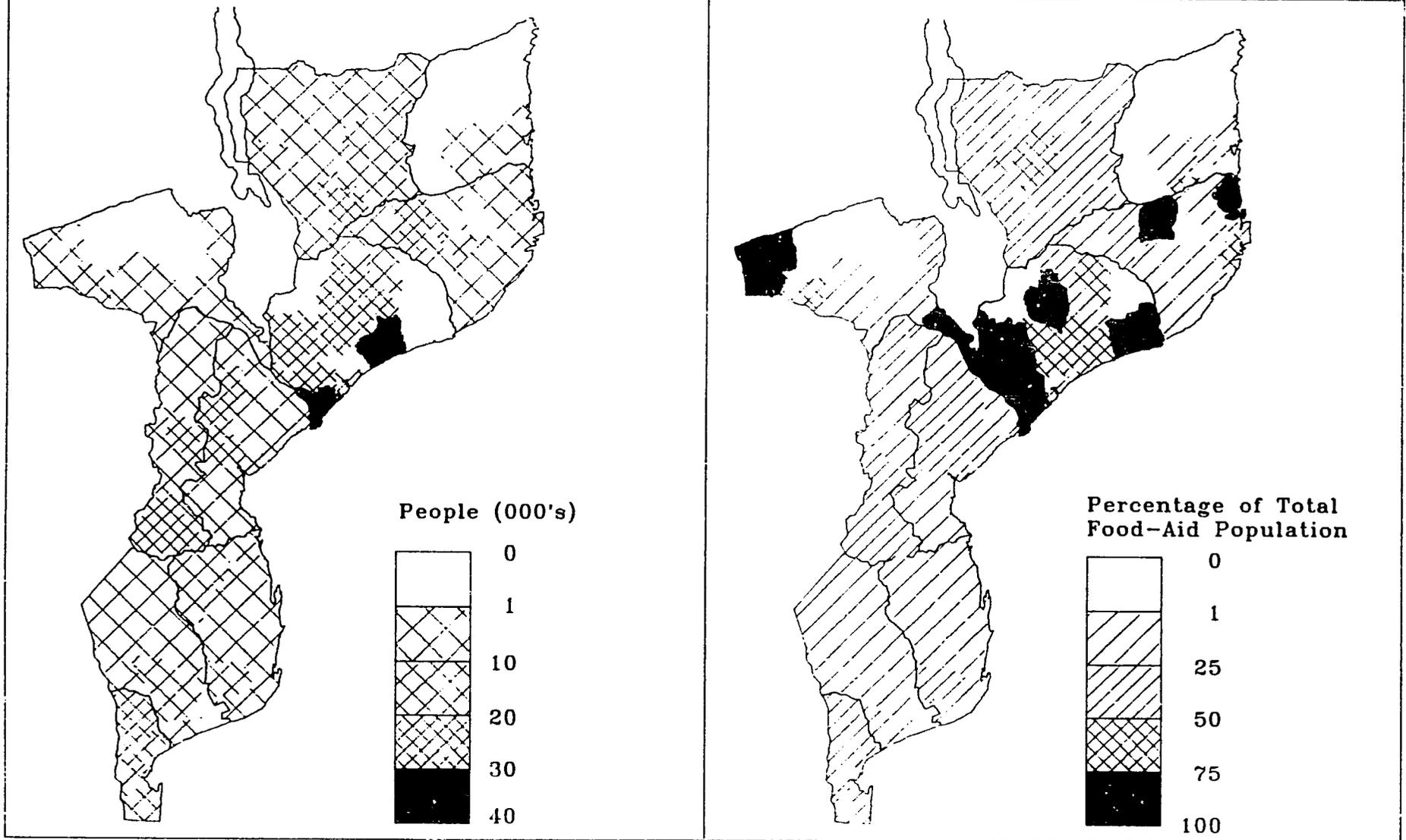
The GPRM's emergency appeal requests \$329,845,000 (U.S.) to support emergency and development activities for 1988/1989. Of this total, 56% is needed to fund the food aid portion of the appeal, and 25% is slated for logistical improvements to strengthen the food distribution network. Other sectors targeted by the appeal include agricultural development and rehabilitation (7%), health improvements (4%), relief and survival (2.9%), resettlement (2.3%), repair and reconstruction of drinking water supplies (1.5%), and repair and rehabilitation of primary schools (1.2%). The total value of the U.S. response to the GPRM emergency appeal is expected to be approximately \$62 million in emergency assistance, or 19% of the total request. Nearly \$10 million of the U.S. contribution is non-food assistance in support of private voluntary organization activity such as CARE's managerial and transport operations within the DPCCN Logistical Support Unit, World Vision Relief Organization's distribution of food relief and agricultural kits, and Air Serv's provision of air transport for relief workers.

# POPULATION REQUIRING DONOR FOOD AID

(Includes Affected, Displaced and Market-Dependent Populations)



# THE DISPLACED POPULATION



**Table 2: Food Requirements of Populations Requiring Donor Assistance**  
(Metric Tons)

Province	Total Emergency and Market Requirements					Emergency Requirements			Commercial Market Requirements				
	Maize	Whea	Rice	Pulses	Oil	Maize	Pulses	Oil	Maize	Wheat	Rice	Pulse	Oil
Maputo	42,224	17,527	8,764	6,789	1,972	19,814	2,282	721	22,410	17,527	8,764	4,507	1,252
Maputo City	47,041	36,792	18,396	9,461	2,628	0	0	0	47,041	36,792	18,396	9,461	2,628
Gaza	33,225	5,049	2,524	4,381	1,334	26,770	3,083	973	6,455	5,049	2,524	1,298	361
Inhambane	53,324	15,003	7,501	7,789	2,313	34,142	3,931	1,242	19,182	15,003	7,501	3,858	1,072
Manica	19,241	3,603	1,801	2,612	789	14,635	1,685	532	4,606	3,603	1,801	926	257
Sofala	33,999	15,918	7,959	5,665	1,633	13,647	1,571	496	20,352	15,918	7,959	4,093	1,137
Tete	26,533	6,904	3,452	3,814	1,137	17,706	2,039	644	8,827	6,904	3,452	1,775	493
Zambezia	42,082	7,190	3,595	5,636	1,710	32,889	3,787	1,196	9,193	7,190	3,595	1,849	514
Niassa	16,159	3,500	1,750	2,245	675	11,684	1,345	425	4,475	3,500	1,750	900	250
Nampula	45,767	16,940	8,470	7,132	2,087	24,108	2,776	877	21,659	16,940	8,470	4,356	1,210
Cabo Delgado	13,441	7,333	3,666	2,354	672	4,065	468	148	9,376	7,333	3,666	1,886	524
<b>Subtotal</b>	<b>373,035</b>	<b>135,757</b>	<b>67,879</b>	<b>57,877</b>	<b>16,950</b>	<b>199,459</b>	<b>22,968</b>	<b>7,253</b>	<b>173,575</b>	<b>135,757</b>	<b>67,879</b>	<b>34,909</b>	<b>9,697</b>
Food Bank	98,550	0	29,565	13,140	3,285								
Reserve Stocks	35,000	20,000	5,000	0	0								
<b>Total</b>	<b>506,585</b>	<b>155,757</b>	<b>102,444</b>	<b>71,017</b>	<b>20,235</b>								

1) Food requirements calculated for the emergency and market-dependent populations presented in TABLE 1.

Population estimates from the GPRM Ministry of Commerce, Food Security Department, March 3, 1988.

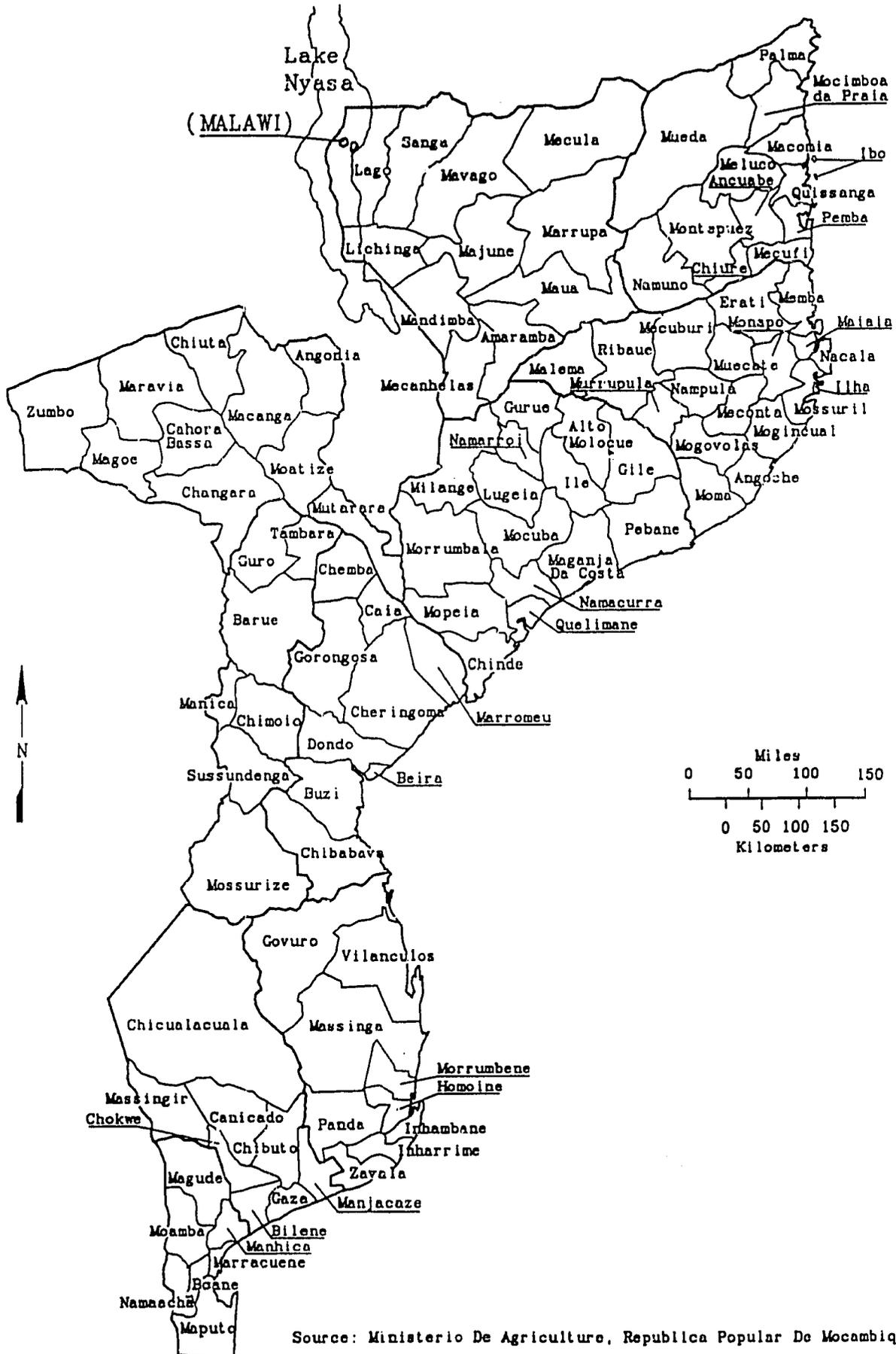
2) Per capita food rations, in grams, from the USAID/Maputo cable # 01212, March 31, 1988.

Per Capita Rations in Grams

	Maize	Wheat	Rice	Pulses	Oil
Emergency Ration	165	0	0	19	6
Market Ration	179	140	70	36	10

3) Food requirement calculated for 365 days, May 1, 1988 - April 30, 1989.

# ADMINISTRATIVE DISTRICTS



Source: Ministerio De Agricultura, Republica Popular De Mocambique, 1983.

## **Famine Early Warning System (FEWS) Country Reports**

FEWS publishes monthly reports on Burkina, Chad, Ethiopia, Mali, Mauritania, Mozambique, Niger, and Sudan. These reports are 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, and the proximate causes insofar as they have been discerned.

It is necessary to identify or "target" populations in-need or "at risk" in order to determine appropriate forms and levels of intervention. 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 greatest 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, changes in economic development policy, 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.