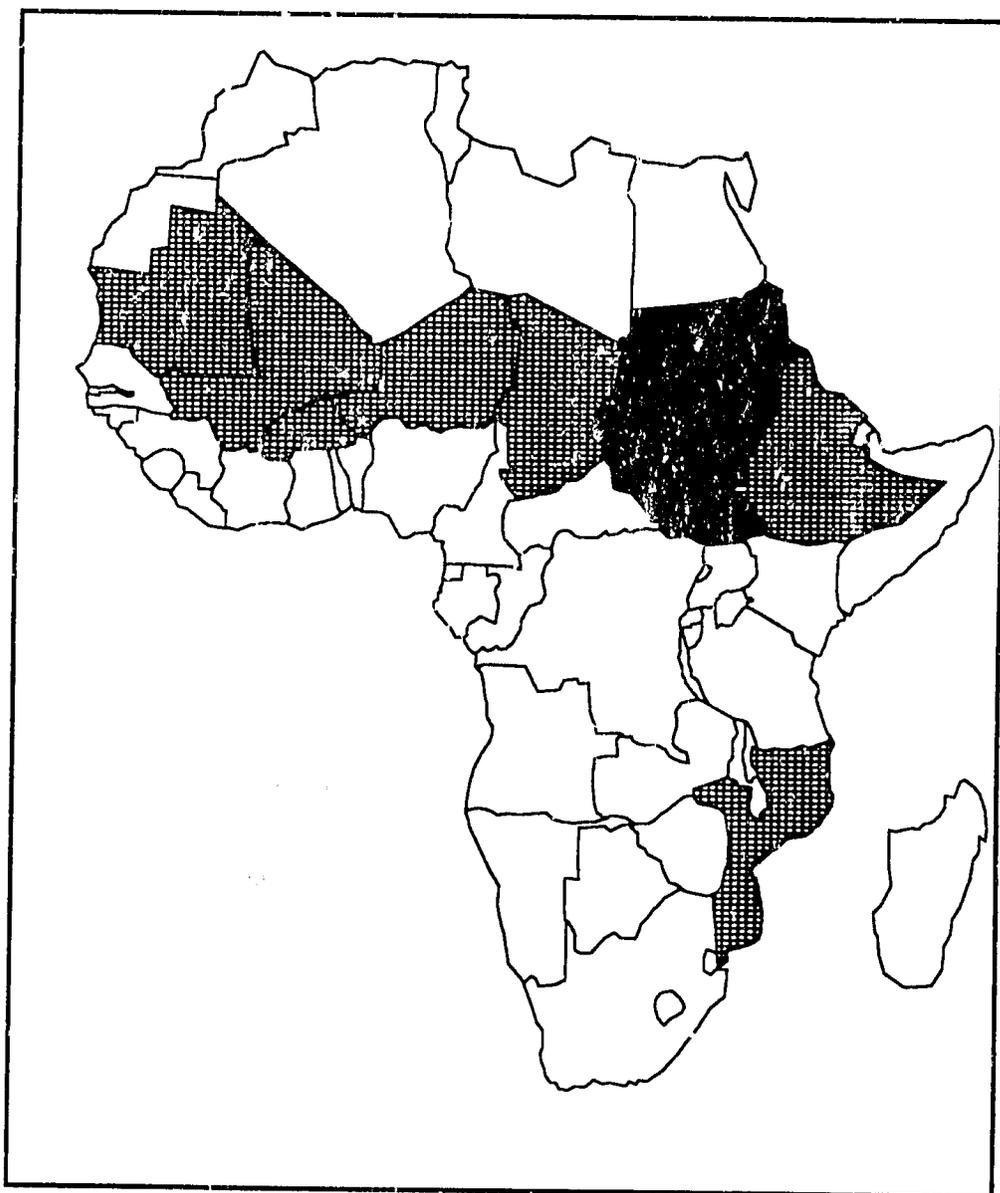


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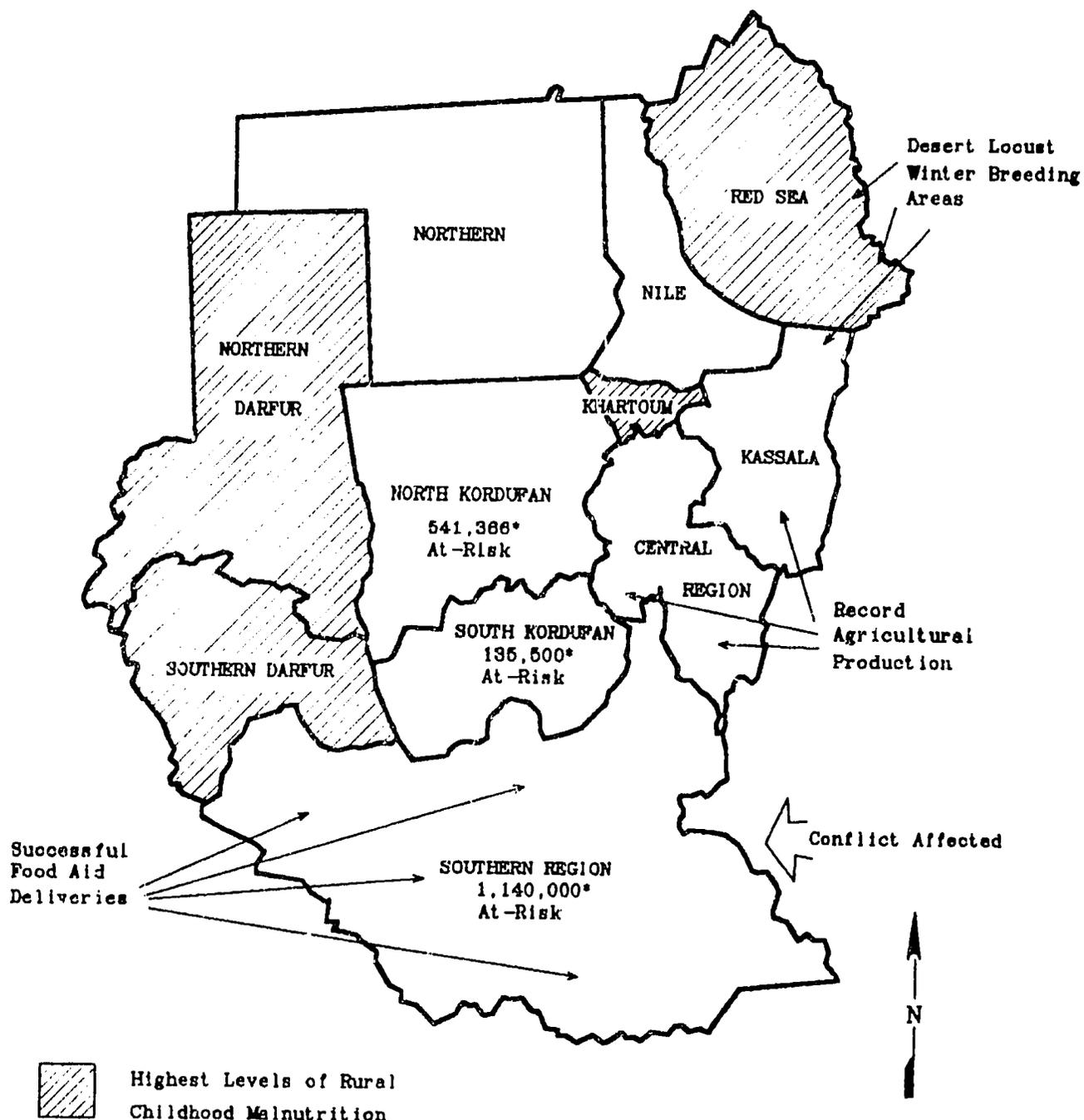
FEWS Country Report

SUDAN



Africa Bureau
U.S. Agency
for International
Development

Summary Map



* Latest Revised At-Risk Figures

SUDAN

Mainutrition and Surplus

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

Prepared by
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February 1987

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INTRODUCTION

This is the ninth in a monthly series of Reports on Sudan, issued by the Famine Early Warning System (FEWS). Its purpose is to provide decision and policy makers with the analysis of information necessary to understand both current and potential nutritional emergencies. It includes the geographical extent of each situation identified, the number of people estimated to be involved (at-risk), estimates of food availability, measures of health, and the causes of each problem, to the extent they can be identified.

There is no generally agreed upon definition of the term "at-risk". But, the design of responses to widespread nutritional emergencies requires the identification of target "at-risk" populations. FEWS reports use the term "at-risk" to mean...

...those people without sufficient food, or the resources to acquire sufficient food, to avert a nutritional crisis (a progressive deterioration in their health or nutritional condition below the status quo), and who require some specific outside intervention to avoid a life-threatening situation.

For decision makers, the FEWS effort can highlight the process of a deteriorating or improving situation. This can be done with enough specificity and advance notice to allow the consideration of alternative intervention strategies. While food assistance strategies are a key to famine avoidance, other types of intervention (medical, transport, storage, economic development, policy changes, etc.) could be of more importance both in the short-term and in the long-run, if enough time is provided for design and implementation.

FEWS reports food need estimates where possible. There is no direct relation, however, between numbers of people at-risk and the quantity of food assistance they might need. Famines are the culmination of slow-onset disaster processes which are extremely complex. The food needs of people, identified as at-risk, depend upon when in the process they are identified, and the cumulative impact of the disaster on the people concerned. Furthermore, the amount of food assistance people require, whether from internal or external sources, depends upon a number of complex factors. FEWS estimates of food needs should not be interpreted to mean food aid needs (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

Continued concern within Sudan, over the potential Desert locust threat during the summer breeding season, should be allayed by Food and Agriculture Organization (FAO) reports of successful locust control activities in Ethiopia and Saudi Arabia, and by the obvious extent of control activities in Sudan. Crop production estimates, for the 1986 crop season, continue to point to record levels for Sudan. Regional government assessments, however, are providing different production figures from those estimated by the central government. The Kordufan Regional Government, for example, estimates crop production lower than did the most recent assessment by the Ministry of Agriculture. The Kordufan Regional Government has also estimated that 659,000 of its people require food assistance (51,500 MT). Preliminary results of the September to November round of the Sudan Emergency Recovery Information and Surveillance System (SERISS) childhood nutrition survey show a 10% improvement in nutrition levels over those found by the SERISS survey undertaken in May and June. Results for the nation, however, show that northern Sudan still suffers from very high childhood malnutrition, despite a second record harvest and resulting surplus. Overall, 15.6% of the children under five years of age surveyed were malnourished, although there was great variation between provinces. North Darfur and South Darfur Provinces continue to be greatly affected. Khartoum, Nile and Red Sea Provinces showed surprising increases in malnutrition, such that Red Sea Province now has the worst levels in the country. Emergency relief supplies are reaching urban areas in Southern Sudan and stockpiles should increase.

Indicators

- Continued spraying for Desert locusts, in the winter and spring breeding areas, should occur in February and March along the Red Sea Coast and inland areas. The extent of breeding and control measures in Saudi Arabia, and the extent of current control measures in Sudan, will partially determine the breeding population that will migrate to the summer breeding areas in June.
- The shipment of relief supplies to Southern Sudan and their stockpiling will, if not again interdicted by military action, assure key urban populations of food, at least into the rainy season.

PESTS

While USAID has suggested to its Mission in Khartoum that present knowledge of the extent of the Desert locust threat justifies a disaster declaration and the Sudanese Plant Protection Department warns of a plague during the summer breeding season, the Food and Agriculture Organi-

zation (FAO) has suggested that control efforts in Sudan and on the Arabian Peninsula have greatly lowered the possibility of a major upsurge--although breeding could continue.

It is probably too early to forecast a Desert locust plague erupting out of Sudan this summer and fall. Given the tone of reports of the situation on the Arabian Peninsula and in Ethiopia (both essential suppliers of locusts to any plague in Sudan), it seems unlikely that migrations to summer breeding areas in the central grasslands of Sudan, will be of a magnitude that will threaten neighboring countries or the massive potential of Sudanese agriculture, at least during the 1987 growing season.

Sightings of very small Desert locust swarms, in their normal winter breeding areas, are reported from north-eastern Sudan. Densities tend to be light and extensive control measures are in place. Elsewhere, very limited locust activity is evident. Saudi Arabian officials report small swarms have been controlled and are of no threat. Small swarmlets (winter concentrations) and solitary adults have been controlled in Ethiopia.

Continued monitoring of locust breeding along the Red Sea coasts of Sudan, Saudi Arabia and Ethiopia is required to ascertain whether an upsurge (of less than plague proportions) will occur in Sudan during the crop growing season next summer. If swarms do escape to crop growing areas next summer, and if they persist and breed gregariously, then the potential exists for significant damage to national production, if resources are not available to control the migrating swarms and immature hopper bands.

CROP PRODUCTION

An international FAO mission estimated food production by region in December. These figures are shown in Table 1.

Table 1: FAO Estimates for Food Production (000 MT) by Region (Dec 1, 1986)

Region	Sorghum	Millet	Wheat	Maize
Northern	30	0	42	0
Eastern	1370	9	15	0
Central	1750	12	84	0
Kordufan	289	210	0	0
Darfur	132	223	0	0
Southern	152	7	0	50
Total	3723	461	141	50

These data are similar to those issued by the Sudanese Ministry of Agriculture (MOA), although FAO's estimate for sorghum is 156,000 MT greater for Eastern Region and 41,000 MT less for Central Region than the MOA's estimate. FAO's estimates for millet production in Kordufan and Darfur Regions were 53,000 MT and 37,000 MT less, respectively, than those of the MOA. These latter figures, if true, paint a less optimistic picture of regional food supply for the people of Darfur and Kordufan Regions.

The Kordufan Regional Government also released figures for estimated crop production in traditional rainfed areas (which were lumped with mechanized areas in the FAO estimate). These data show an even greater reduction in millet production (down 149,000 MT) compared with those of the Ministry of Agriculture.

Table 2: Comparison between Kordufan Regional Government and MOA Crop Estimates for 1987 in Traditional Rainfed Areas.

	MOA MT	Kordufan MOA MT
Sorghum	127,000	129,000
Millet	263,000	114,000
Sesame	88,000	56,000
Groundnuts	106,000	77,000

A possible explanation for these differences is that the Regional Government estimated more crop losses due to pests than did the MOA, and/or less area under cultivation. In any case, the reduction in the estimate of millet production has important implications for assessments of people at-risk in Kordufan Region. (See following section.)

The Darfur Regional Government is also preparing to publish its food production assessment but, as yet, this is unavailable. Regional assessments are an important check on central government assessments, and a necessary adjunct to the Ministry of Agriculture's SERISS project (which will be most accurate at the national level) to identify local areas of food deficit and areas of potential risk.

**PEOPLE AT-RISK AND
FOOD AVAILABILITY**

The Kordufan Regional Government's food needs assessment states that there are 658,707 people, 43% of the total population, in need of 51,428 MT of food assistance during 1987. Fully 79.8% of the people at-risk, requir-

ing 82.9% of the regional food assistance, live in North Kordufan. The number of people requiring food assistance in each district is shown in Table 1. This estimate was made during the annual meeting of District Executive Officers. It shows a great reduction over last year in the population at-risk, and paints a much more positive picture than the dismal "worst-case scenario" (self-described) painted by CARE from its November and December monitoring of production.

Table 3: Number of People Requiring Food Assistance, and Amounts, by District in Kordufan

Province/District	Population At-Risk	Cereal Needs (Metric Tons)
NORTH KORDUFAN		
Um Ruwaba	139,545	11,853
Bara	64,333	4,502
Soderi	151,569	11,254
En Nahud	155,178	14,055
El Obeid	15,000	,945
	-----	-----
	525,625	42,609
SOUTH KORDUFAN		
Kadugli	34,369	2,165
El Fula	75,588	5,199
Dilling	13,644	,858
Rashad	9,481	,597
	-----	-----
	133,082	8,819
KORDUFAN	658,707	51,428

Source: Ministry of Finance, Kordufan Regional Government (Reported by UNOEOS).

The Kordufan Regional Government estimates that food assistance is required for people at-risk for 6 months in all districts, with the exception of three rural councils in Um Ruwaba, two in En Nahud and one in both Soderi and El Fula, where people will require 8 months of food assistance. The estimate by CARE of 1986 food needs and people at-risk, in hindsight, was overstated. This year's estimate by the Kordufan Regional Government might be more realistic, although the Regional Government does not appear to have taken into account cash crop production. This is an important omission since cash crop production increases purchasing power and compensates, to a certain extent, for shortfalls in food crop production. It is impossible to say, moreover, just what proportion

of the people enumerated as "at-risk" are so designated because of the residual effects of the 1984-85 drought, or because of recent pest and rainfall problems, or because of long term structural problems besetting agriculture in the marginal areas of the Region.

The Agricultural Bank of Sudan (ABS) reports a total of 84,581 MT of sorghum, purchased last year, is still being held as stock in Kordufan, although the Regional Government reports only 5,000 MT in storage. The reason for this discrepancy is unknown. Stocks on hand in the province could be used to meet the food requirements of people at-risk.

In North Darfur Province, a detailed assessment (pre-harvest) was carried out by Save the Children (UK) in October and points to a total of 443,880 people at-risk, due to rural council level production deficits. Rural councils with surpluses could feed 242,240 of these people (if cash is available for purchase). (See Map 2.) A combination of high levels of childhood malnutrition in the province (see NUTRITION AND HEALTH!), especially in rural areas, its historic low levels of nutrition, and last year's relatively low (compared to North Kordufan) per capita distributions of food aid, points to North Darfur as an area of special risk in 1987.

Food stocks in Sudan are at very high levels, even without counting peasant stocks and the surplus from the 1986 harvest. The Agricultural Bank of Sudan has some 685,422 MT of sorghum held over from the 1985-86 crop season (1985 harvest). The Mechanized Farming Corporation, in Kassala Province, has indicated that it, and merchants, may have as much as an additional 450,000 MT of grain stored underground from that same record harvest. The 1986 harvest should add a minimum of 1,000,000 MT to these stocks (ignoring potential 1987 exports). None of these stocks are readily available to people at-risk, either in other provinces or in the provinces where they are stored.

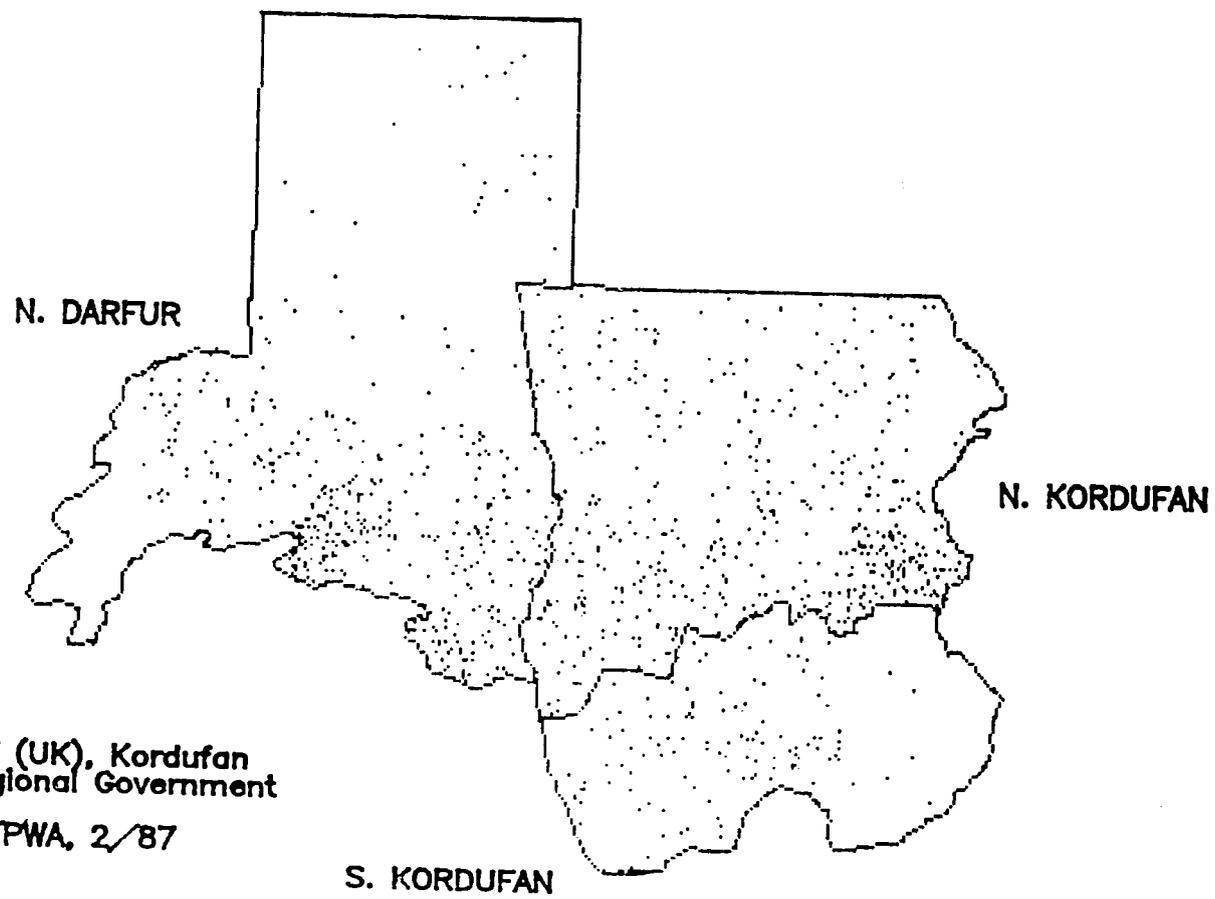
Table 4: Sorghum Stocks Held by the Agricultural Bank of Sudan.

	Tons
Blue Nile	185,989
White Nile	114,231
Kassala	225,332
North Kordufan	46,461
South Kordufan	38,120
Upper Nile (South)	75,289

	685,422

Western Sudan: Populations At-Risk

North Kordufan, South Kordufan and North Darfur Provinces, Each Dot = 1000 People



Source: SCF (UK), Kordufan Regional Government

Map: FEWS/PWA, 2/87

NUTRITION and HEALTH

The preliminary results of the second survey of the SERISS health project, which was carried out from mid-September to mid-November, are now available. The length of the survey, which partially overlapped the harvest period, could confound the interpretation of results, the comparisons drawn between provinces and comparisons made with the May-June SERISS survey. The nutritional status of 23,088 children (less than 5 years of age) throughout northern Sudan, was found to be about 10% better than that found in the May-June survey. Overall, however, levels of malnutrition are still at very high levels. The health experience of the children varied, but was generally slightly better than in May and June. In addition, data were collected on social and demographic variables, grain consumption and feeding patterns for the approximately 15,000 households represented in the survey.

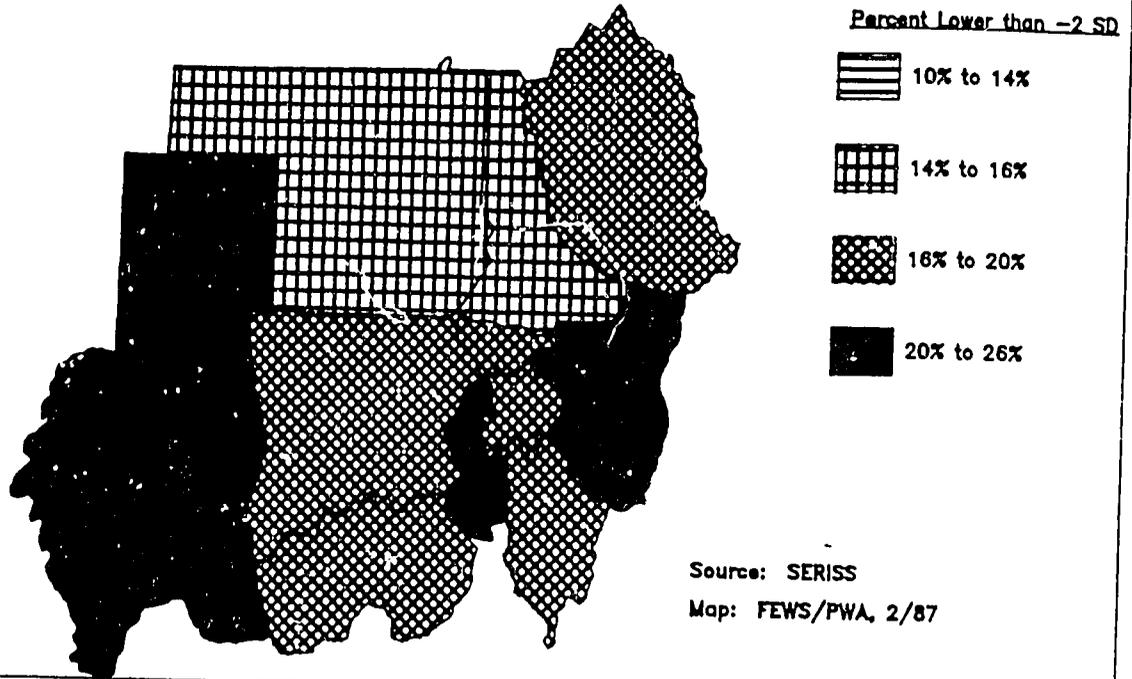
Nutritional status is summarized as the average Z-score. The Z-score compares a child's weight/height ratio to the median of a standard reference population published by the U.S. National Center for Health Statistics (NCHS). In Sudan, the second round of the SERISS survey found an average Z-score of -1.02, which lies 1.02 standard deviations below the median of the NCHS population. In northern Sudan, 50% of the population, therefore, has a Z-score of -1.02 or less, compared with only 15.4% of the reference population.

Overall levels of malnutrition were found to be 15.6% (Z-score ≤ -2) in northern Sudan. Severe malnutrition (wasting) was found in 1.9% of the children surveyed. These are very high levels of malnutrition and can be compared to 2.3% and 0.1% respectively, found in the NCHS reference population. In Sudan, during the May-June survey an estimated 19% of the children surveyed were malnourished and 2.9% were severely malnourished. (See Maps 3 and 4).

MAP 3: SUDAN

SUDAN: May-June Undernutrition Levels from the SERISS Survey

Percent of Children Less Than 2 Standard Deviations Below the International Standard (Expected = 2.3%)



MAP 4: SUDAN

SUDAN: Sept-Nov Undernutrition Levels from the SERISS Survey

Percent of Children Less Than 2 Standard Deviations Below the International Standard (Expected = 2.3%)

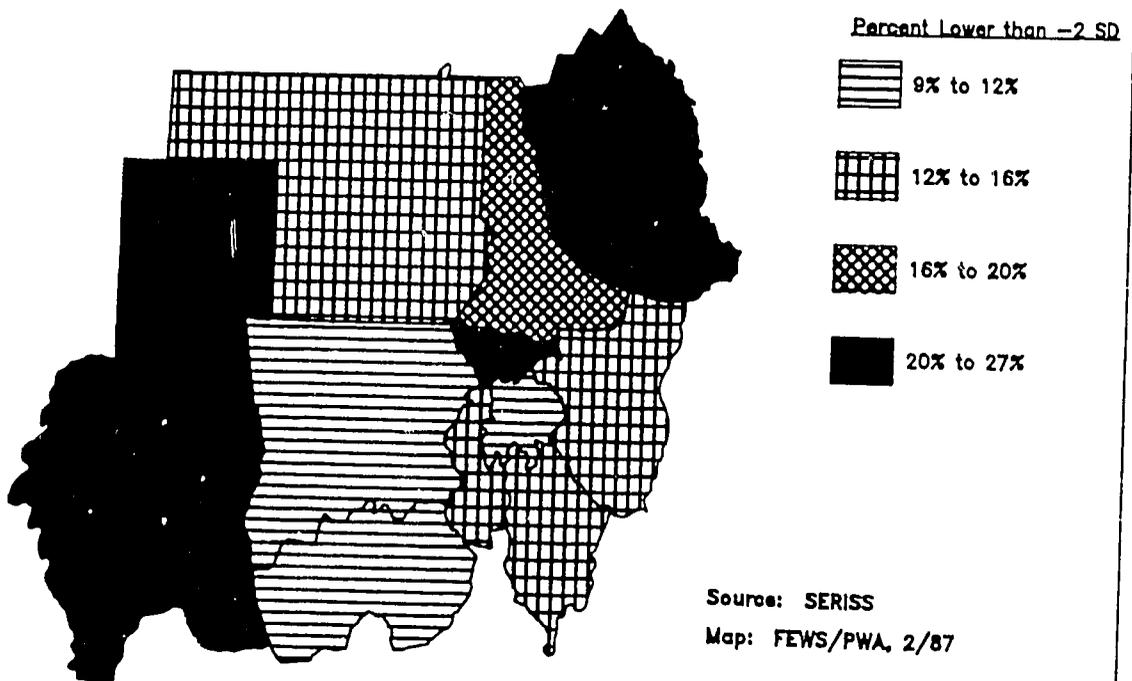


Table 5: The Percent of Children, in Each Province, With a Z-Score of Less Than -2 and Less Than -3 in Rounds 1 and 2 of the SERISS Survey.

	Round 1(Est.) May-June		Round 2 Sept-Oct	
	-2SD	-3SD	-2SD	-3SD
Khartoum	18.0%	3.2%	20.3%	3.4%
Northern	14.3	1.5	15.0	1.6
Nile	15.6	2.2	18.1	2.5
Red Sea	16.1	2.3	26.5	5.0
Kassala	22.9	4.5	13.7	1.4
Blue Nile	17.1	2.6	14.1	1.6
Gezira	18.2	2.7	8.8	0.6
White Nile	22.1	3.8	12.7	2.0
North Kordufan	16.4	2.1	11.3	0.9
South Kordufan	11.3	2.2	9.2	0.8
North Darfur	23.9	3.4	20.2	2.5
South Darfur	21.1	3.3	20.2	2.1
North Sudan	19.0%	2.9%	15.6%	1.9%

Source: Preliminary results of Round 2 of the SERISS survey and estimates made from retrospective reports of average Z-scores in Round 1.

The results of the second round show significant differences between provinces, as well as significant differences between sample sites within provinces (Table 6). The provinces fell into three distinct groups: Gezira, North Kordufan and South Kordufan, with the best nutritional status; Khartoum, Northern, Nile, Kassala, Blue Nile, White Nile, North Darfur, and South Darfur of middling status; and Red Sea with, clearly, the worst level of malnutrition. The latter case shows the impact of institutions, specifically relief organizations, on the nutritional status of children. The population of Red Sea Province is heavily dependent on food aid and serious delays in distributions have been reported there. North Kordufan, on the contrary, with the vast majority of its population requiring food aid last year and high levels of malnutrition at the end of 1985 and beginning of 1986, is among the best in current level of childhood nutrition. Relief activities by CARE and Save the Children (US) during 1986 might be partially responsible for the relatively good nutrition levels in North Kordufan.

Table 6: Mean and Standard Deviation Z Scores By Province Mid-September to Mid-November 1986 and the Significance of Intra-Provincial Variability.

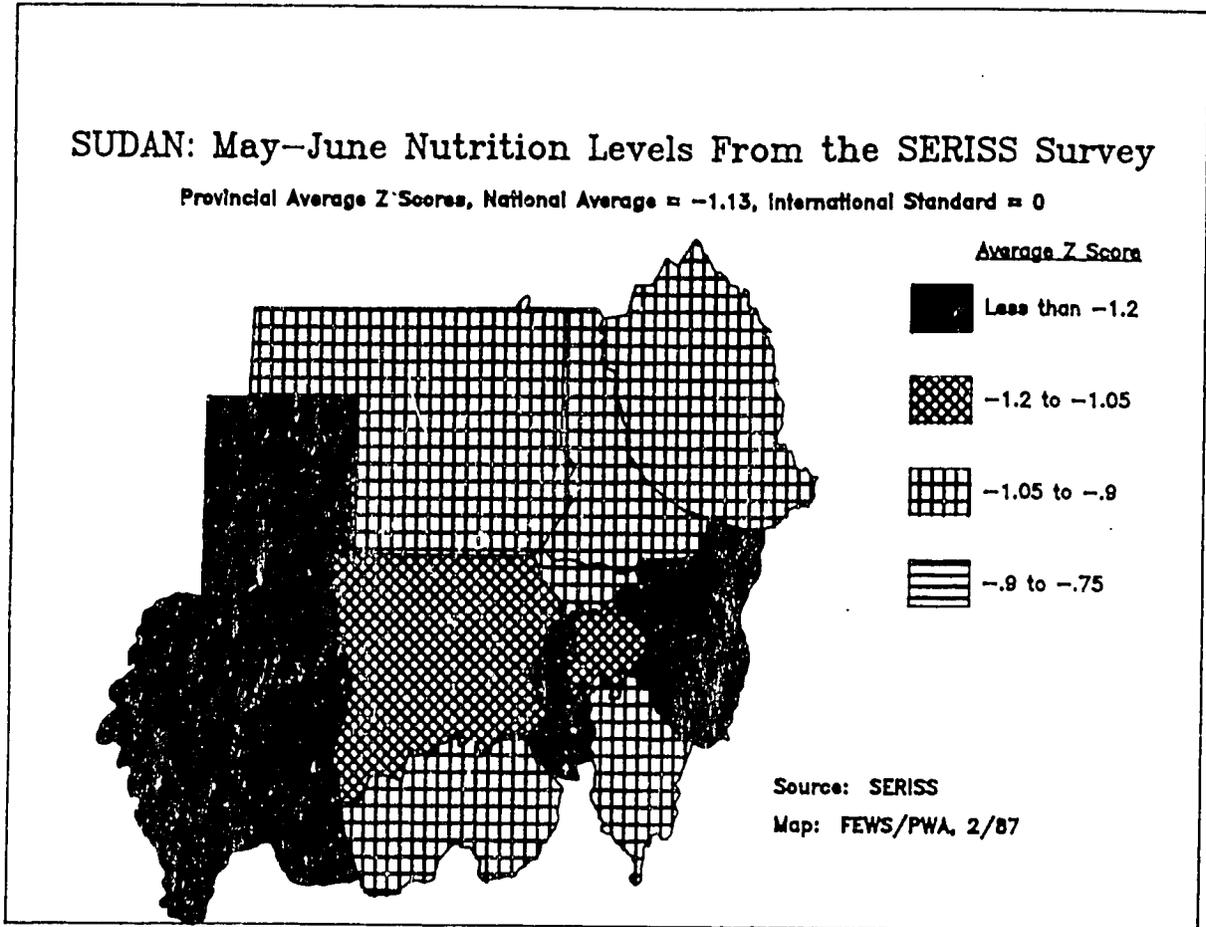
Region	Z Score	Standard Deviation	Number	Significance
Khartoum	-1.2	1.05	2765	p<.001
Northern Nile	-0.95	1.0	681	p<.001
Nile	-1.13	1.01	1029	p<.001
Red Sea	-1.36	1.00	875	p<.001
Kassala	-0.95	0.99	2298	p<.001
Blue Nile	-0.99	1.01	1458	p<.002
Gezira	-0.76	0.99	2560	p<.001
White Nile	-0.95	0.96	1378	p<.01
North Kordufan	-0.83	1.0	2352	p<.001
South Kordufan	-0.78	1.01	1899	p<.01
North Darfur	-1.17	1.0	2340	p<.001
South Darfur	-1.18	0.99	3453	p<.001
North Sudan	-1.02	1.0	23088	

Source: Preliminary results of Round 2 of the SERISS survey.

The differences in average Z-scores between sample sites within provinces were highly significant. Average Z-scores ranged from -.27 to -1.8. Analysis of other data, collected during the second round, might partially explain these differences. There may, for example, be significant rural/urban/nomadic differences.

Comparison of the results of the second round with the first round (Table 7, Maps 5 and 6) of the SERISS survey shows there has been an overall improvement in nutritional status. Statistically significant improvement was noted in Kassala, Blue Nile, Gezira, White Nile, North Kordufan, South Kordufan and Northern Provinces. There was no significant change in status in North Darfur and South Darfur Provinces, while in Khartoum, Nile and Red Sea Provinces there was a significant deterioration. Explanations for these differences are needed to understand seasonal variability in nutritional status. Certainly, continued relief activities in North and South Darfur Provinces, between the two rounds, did little to improve levels of childhood malnutrition.

MAP 5: SUDAN



MAP 6: SUDAN

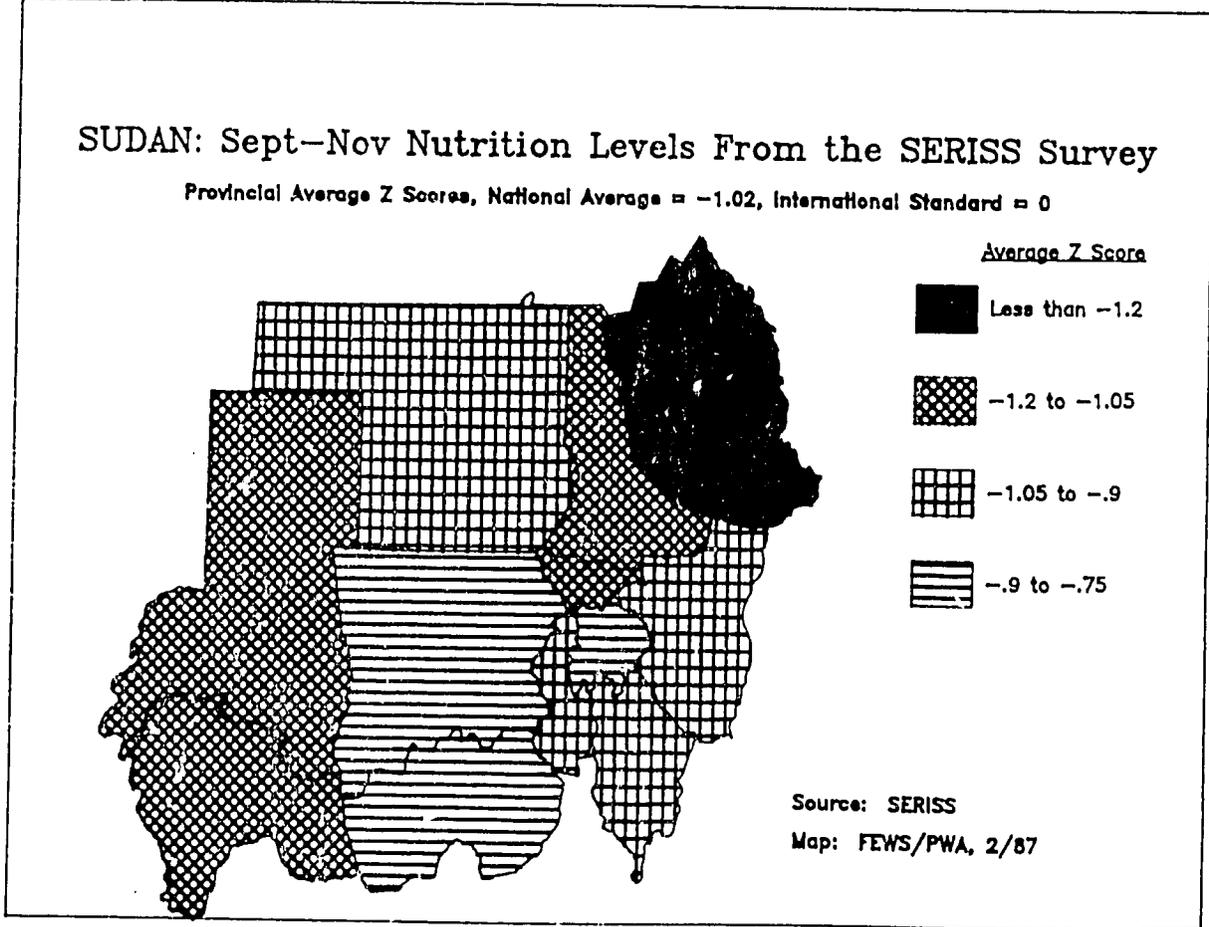


Table 7: Comparison Of Z-Scores Between May/June and October/November 1986.

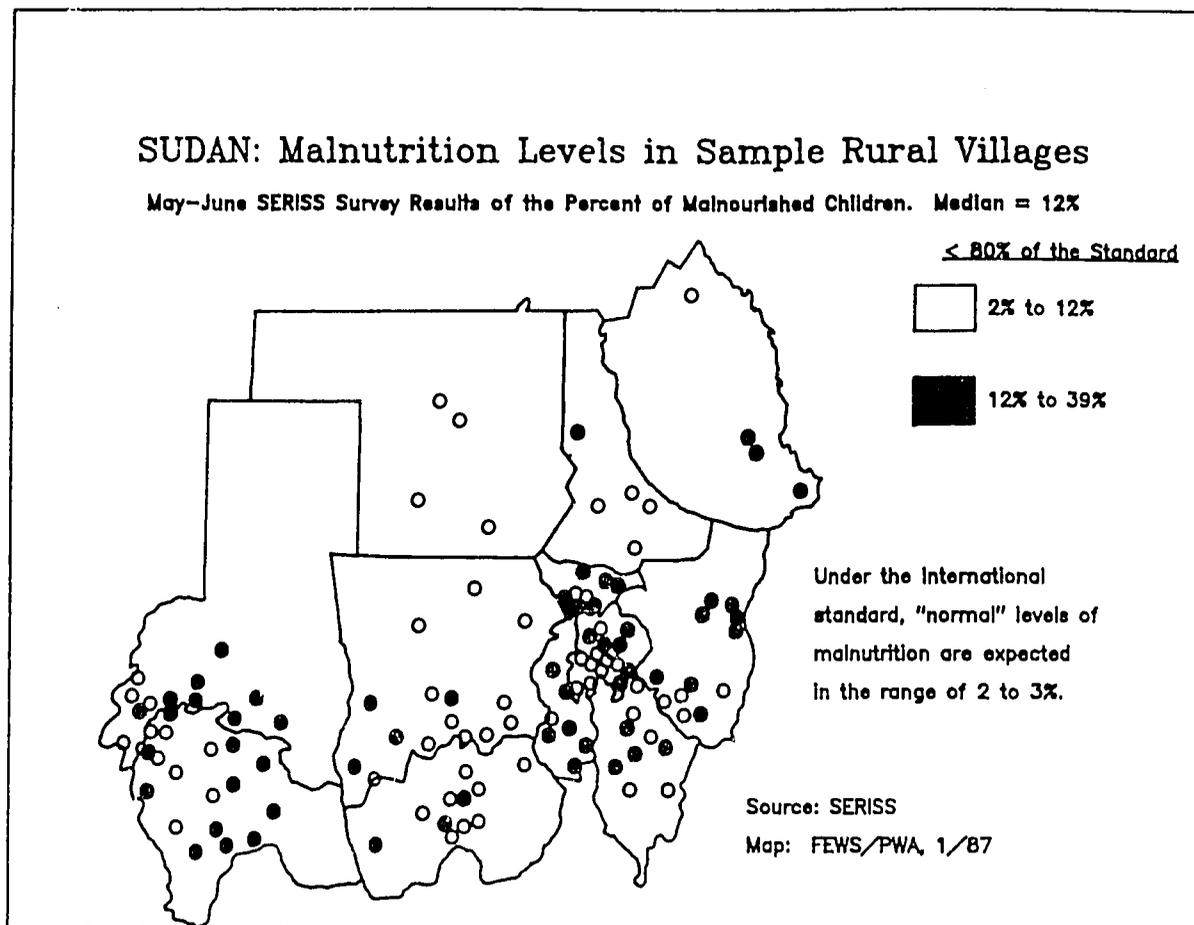
	May/June			Oct/Nov			Signif- icance
	Mean	SD	n	Mean	SD	n	
Khartoum	-1.03	± 1.06	2982	-1.20	± 1.03	2765	p<.001
Northern Nile	-1.03	± 0.91	726	-0.95	± 0.95	681	ns
Red Sea	-1.00	± 0.99	988	-1.13	± 0.99	1029	p<.01
Kassala	-1.01	± 1.00	875	-1.36	± 0.97	875	p<.001
Blue Nile	-1.22	± 1.05	2482	-0.95	± 0.97	2298	p<.001
Gezira	-1.05	± 1.00	1677	-0.99	± 1.00	1458	p<.05
White Nile	-1.10	± 0.99	2765	-0.76	± 0.98	2560	p<.001
North Kordufan	-1.24	± 0.99	1210	-0.95	± 0.96	1378	p<.001
South Kordufan	-1.07	± 0.95	2768	-0.83	± 0.99	2352	p<.001
North Darfur	-1.05	± 0.97	2047	-0.78	± 1.01	1899	p<.001
South Darfur	-1.36	± 0.90	2375	-1.17	± 0.98	2340	p<.001
South Darfur	-1.22	± 0.97	3146	-1.18	± 0.95	3453	ns
North Sudan	-1.13	± 0.99	24041	-1.02	± 1.00	23088	p<.001

Source: Preliminary results of Round 2 of the SERISS survey.

At the village level, results are generally parallel to those found in round 1 of the survey (See Maps 7 and 8). The distribution of sample rural villages where average Z-scores fall below the national average, reinforces the identification of Darfur Region and Red Sea Provinces as areas of high malnutrition and current risk. This can be contrasted to North Kordufan Province. Prior to the SERISS rounds, North Kordufan was targeted for food aid in 1986 along with Darfur Region and Red Sea Province, because of similar dismal childhood nutrition surveys, and poor prospects for sufficient food. Currently it, along with Gezira and South Kordufan, shows excellent (for Sudan) childhood nutritional levels.

The SERISS survey shows that throughout northern Sudan, morbidity levels are very high, especially when compared to many Sub-Saharan populations. There was, again, significant variation between provinces and between sample sites within provinces. Questions on childhood illnesses within two weeks of the interview were asked of each mother in the survey. (See Table 8.) Gastrointestinal disorders, respiratory tract infections, and fevers were each experienced by over 20% of the children in every northern province. High levels of night blindness (>1%), indicative of major vitamin deficiencies, were found in most of the provinces. North Darfur was found to have had extraordinarily high levels of illness, which further flags that province as an area of high risk for its population.

MAP 7: SUDAN



MAP 8: SUDAN

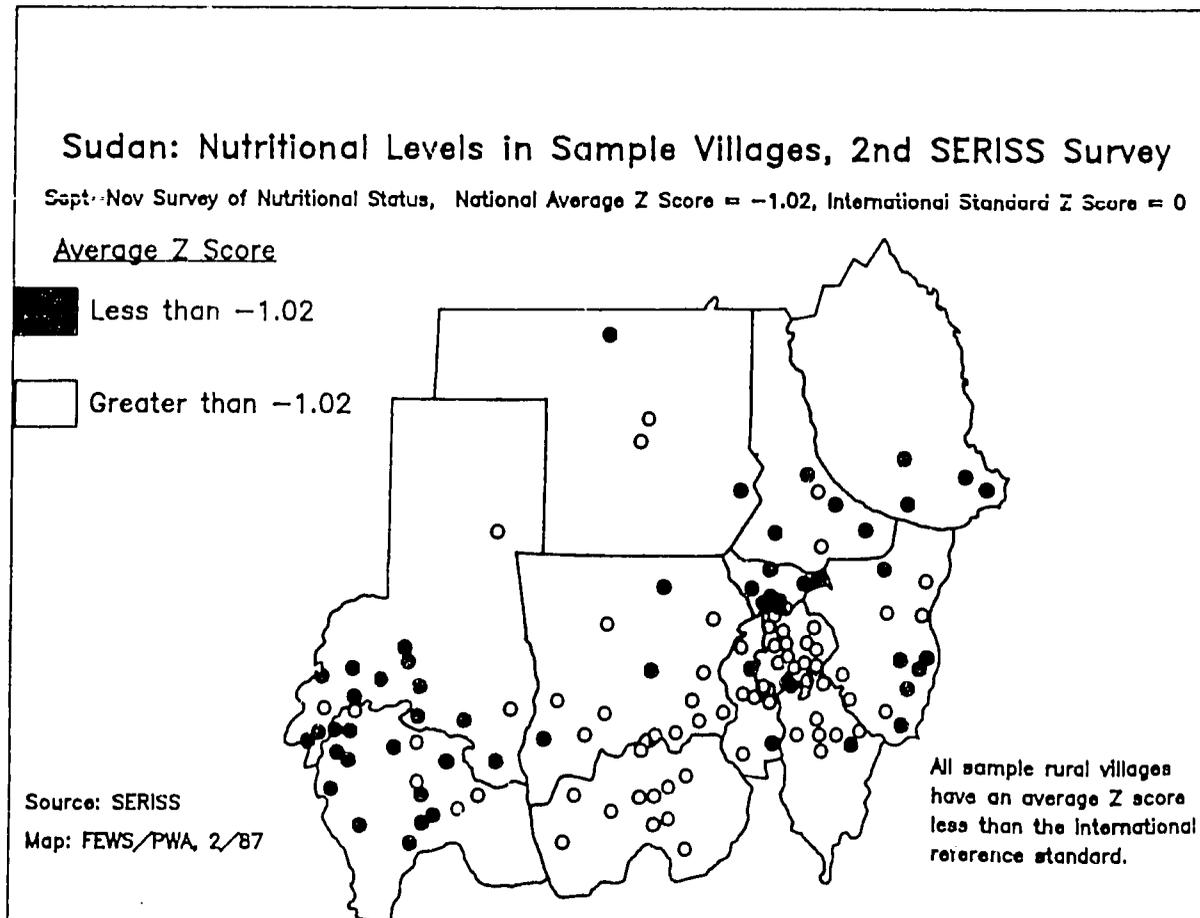


Table 8: Percentage of Reported Illnesses in Children Under Five Years of Age by Province, Within Two Weeks of the Interview.

	Diarrhea	Vomiting	Measles	Resp Tract Infections	Fever	Night Blindness
Khartoum	32.9%	7.7%	0.2%	25.5%	23.6%	1.8%
Northern Nile	34.8	11.6	0.9	23.4	21.9	0.6
Red Sea	47.7	11.5	0.7	41.4	32.1	3.2
Kassala	39.2	15.3	0.8	45.7	48.8	0.7
Blue Nile	30.7	9.7	0.5	47.2	46.0	4.5
Gezira	42.3	20.3	0.4	62.7	43.3	0.5
White Nile	34.9	17.2	0.8	56.0	54.3	0.5
North Kordufan	64.9	13.0	0.6	21.3	43.9	3.0
South Kordufan	35.2	13.1	1.4	31.9	52.5	1.1
North Darfur	59.4	36.1	1.7	72.8	81.2	3.5
South Darfur	45.7	32.0	0.4	67.6	74.0	1.2

Source: Preliminary results of the second round of the SERISS survey.

Differences in morbidity measures between round 1 and round 2 of the SERISS survey reveal an expected seasonal decline in the incidence of measles. Significantly higher rates of diarrheal disease were found only in North Darfur, North Kordufan and Red Sea Provinces. North Darfur and Red Sea Province are again singled out as areas of particular risk for their populations. The increase in the rates of occurrence of fevers in North Darfur Province (from 64% in round 1 to over 80% in round 2) only reinforces the finding of exceptional risk in that province.

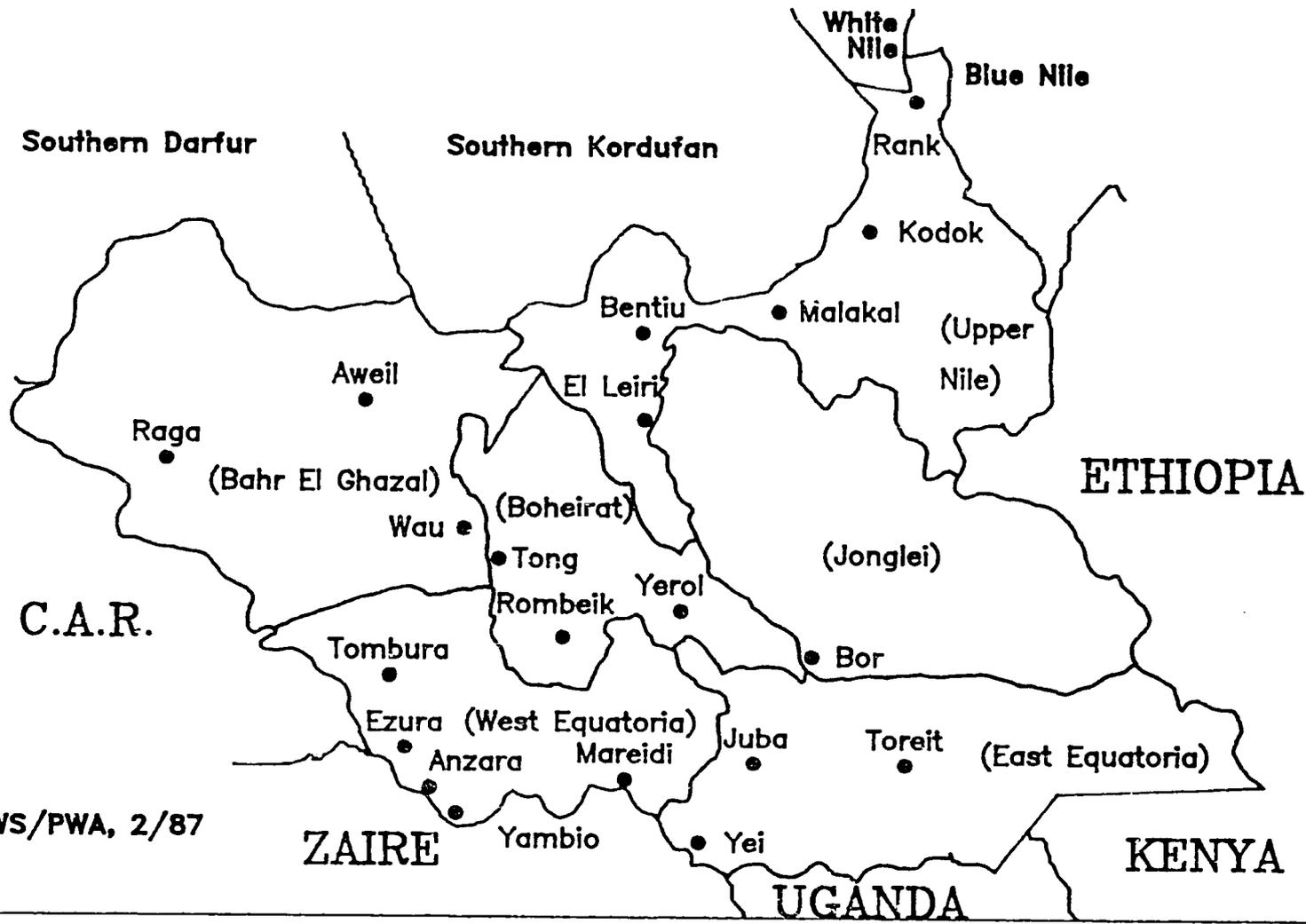
SOUTHERN SUDAN

Current efforts to make food available to people at-risk in the urban areas of Southern Sudan are bearing fruit, but not without considerable controversy, delay and false starts. (See Map 9.) Little information is available, however, in rural areas that might be at-risk. According to a recent news story from Kenya, the SPLA reports approximately 350,000 people require immediate food assistance in the areas it controls. This assertion cannot be verified, or denied.

The three major cities subject to seige, Wau, Malakal and Juba, still harbor considerable numbers of displaced people. Nonetheless, food stocks appear adequate at present, if less than the nutritional optimal and lacking in variety.

In Malakal, sorghum stocks are said to be adequate for 2 or 3 months of consumption. Beef supplies are running low as cattle that had been herded into the security of the Malakal zone are being slaughtered for meat. Barge traffic on the White Nile is, however, possible. Six barge loads of relief

Southern Sudan: Major Cities and Towns



Map: FEWS/PWA, 2/87

food supplies, out of a total convoy of 18 barges, were completing loading in Kosti (White Nile Province) as of February 6, and should have departed for Malakal on February 14. Supplies confirmed on board are said to include: 700 MT of rice, 200 MT of peas, 681 MT of sorghum, and other commodities including diesel fuel, blankets, medicine, and other supplementary foods. Total capacity of the six barges is said to be 2400 MT, leaving a capacity for an additional 420 MT of additional sorghum, diesel fuel or other commodities (USAID has up to 2128 MT of sorghum available for loading). USAID has agreed to supply diesel fuel for plowing in the relatively secure area around Malakal, enabling up to 50,000 displaced people to farm this year. This will reduce the demand for emergency food aid.

In Wau, there are increasing numbers of displaced people (due to inter-tribal fighting in the countryside) and there is a growing fear of a severe food shortage developing there. Two hundred metric tons of rice arrived in the city at the end of January. There is, however, no word on the disposition of that food aid. This is part of a controversy tied up with the large military force that escorted the convoy into Wau. The European Economic Community (EEC) is negotiating for block trains to move 2000 MT of sorghum to Aweil and then on to Wau using trucks. In the meantime, World Vision (WVRO) is finalizing plans to move up to 2000 MT of grain per month from Kitale, Kenya, to Wau. Observers are optimistic that this formidable logistical and financial endeavour will be successful. An additional 800 MT of maize has been delivered into control of the provincial governor in the city of Bentiu.

More displaced people continue to arrive in Aweil, on the rail line to northern Sudan. USAID sorghum is being distributed at the rate of 1.5 kg per person per week, a level that in the absence of additional food is not sufficient for survival. SudanAid is making appeals for tents and blankets to protect these people during the rainy season. Rail wagons sent with 10,000 blankets, last August, disappeared.

In Juba, the food situation is improving with some stocks on hand, others enroute and more stocks awaiting shipment. Malnourished displaced people arriving recently (rumored to be military personnel and dependents), are putting an increasing load on relief organizations (CART, the consortium of relief organizations working in Equatoria Region). The EEC has dispatched 1,250 MT of maize from Kenya (500 MT have already arrived) and awaits instructions for shipping an additional 1,750 MT. Of 1000 MT of USAID maize in Kitale, Kenya, only 400 MT remain to be loaded on trucks. Additional food aid for Juba is in the pipeline, although an Italian pledge of 3,000 MT of rice has apparently evaporated.