

Date
1988

Location

Civil strife in southern Sudan, provinces of Equatoria, Bahr El Ghazal, and Upper Nile; drought in Northern Darfur and Northern Kordofan Provinces

No. Dead

At least 250,000 are estimated to have died of starvation in 1988.

No. Affected

2,000,000 affected by civil strife; 1,750,000 affected by drought

No. Displaced

1,481,300 listed as displaced, with over 1,000,000 of these people living around the greater Khartoum area.

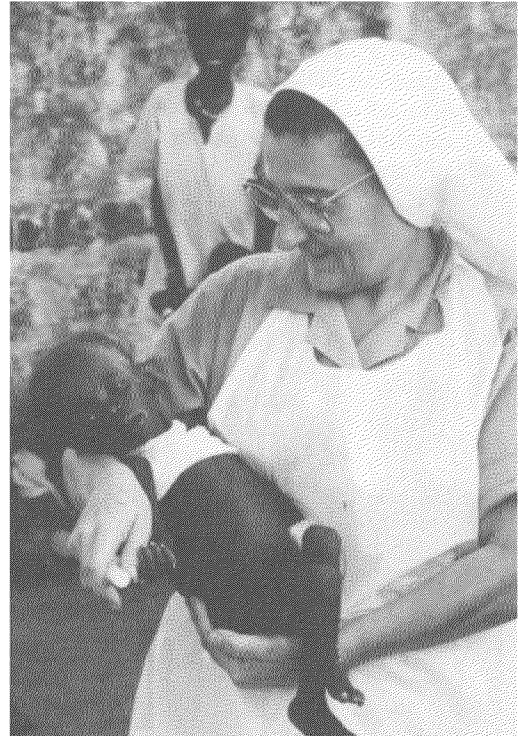
The Disaster

Historic enmity between the Islamic north and the Christian and animist south has been the cause of bloody civil warfare since Sudan's independence in 1958. The current civil strife began in 1983 and has largely been waged in the three southern provinces of Bahr El Ghazal, Upper Nile, and Equatoria. In 1988 heightened conflict between the Moslem-dominated Government of Sudan (GOS) and the black African Sudan People's Liberation Army (SPLA) created large displaced populations in the southern war zone, provinces north of the war zone, and the capital city of Khartoum. An estimated two million people were affected, most of which were displaced by war. Failure to deliver adequate relief food to these victims prior to the rainy season resulted in a famine that killed an estimated 250,000 people. Furthermore, the emergency situation in Sudan was exacerbated by a drought in the western provinces of Darfur and Kordofan.

Both sides of the civil war posed major obstacles for the transport of relief food to southern Sudan. The GOS was very slow to provide military escorts and fuel for truck, rail, and barge convoys going to the south. In Juba, frequent commandeering of relief vehicles by the military halted final distribution of commodities in and around the town. The GOS expelled two foreign private voluntary organizations in 1987. At the same time, the SPLA threatened to shoot down all aircraft that flew over its territory. The international community had virtually no access to SPLA-held territory and only limited access to government-held towns. Opportunities to assist the displaced were largely restricted to the towns of Juba and Malakal in the south, and people from Bahr El Ghazal who could reach Southern Kordofan and Southern Darfur provinces.

Equatoria: In mid-February 1988, Oxfam/UK reported that the number of displaced in Equatoria province was steadily rising at about 3,000 per month. The towns of Juba and Yei faced severe food shortages, but began receiving adequate supplies by road and air in March 1988. Over the next six months the number of displaced rose from 36,500 to 90,000 in Juba, and from

4,800 to 60,000 in Yei. The relief situation remained very tenuous throughout the year, with the availability of relief supplies varying weekly. Heavy SPLA attacks in September 1988 ended deliveries by road; much of the food bound for Juba by truck from Kenya and Uganda never made it beyond Yei.



Carboni sister administers feeding program in Wau
Photos by Joe Gettier, OFDA

Upper Nile: The situation in Malakal, in Upper Nile province, was described by Sudanaid (an indigenous PVO) as desperate in early February 1988. It had been over one year since the last delivery of commercial and relief food reached the town; sorghum prices had soared and relief stocks were virtually exhausted. One delivery of relief food arrived in March 1988, but by September food stocks were depleted and many of the displaced began dying of starvation. Relief agencies were assisting 14,000 displaced in February 1988 and the number rose to 45,000 by November 1988.

Bahr El Ghazal: The ICRC conducted a survey prior to the summer of 1988 in Wau, a town in Bahr El Ghazal. It reported that 60% of the 30,000 displaced persons were severely malnourished, with between 10 and 15 dying every day. In Aweil, another town in Bahr El Ghazal, more than 8,000 displaced persons died of starvation between June and September, 1988. Aweil was cut off from resupply of food due to the rainy season, a deteriorating security situation, and bottlenecks in the transport of food by train from Southern Kordofan. By November 1988, the number of displaced in Aweil had reached 65,000.

Southern Darfur: Beginning in the spring of 1988 a rapid influx of 15,000 displaced persons from the south flowed into Safaha and Southern Darfur. The malnourished state of displaced persons arriving in Safaha presented clear evidence of the horrible conditions in Bahr El Ghazal. A major effort to assist these recent arrivals was mounted through a joint venture of European PVOs. Within several months, these people were settled into seven manageable centers in Southern Darfur.

Southern Kordofan: Huge influxes of displaced persons moved from Bahr El Ghazal into Southern Kordofan, to locations such as Muglad, Babanusa, El Meiram, and Abyei. This was the first time that donors had access to these people and they were in desperate need of food and medical attention. Due to an unusually heavy rainy season, road and rail transport to the affected towns was even slower than in normal times and relief food was not reaching its destinations.

Babanusa is a major rail juncture in Southern Kordofan and receives food coming in by train from the north. By November 1988 there were an estimated 3,000 displaced persons in the town. Muglad, a town just south of Babanusa, accommodated over 4,000 new arrivals by November 1988. By the end of 1988 there was rampant malaria, chest infections, and diarrhea among the displaced in these towns and water supply was critical.

In El Meiram, the number of displaced rose from 4,000 in May 1988 to 26,000 in August 1988. A report of Aug. 4 indicated that an average of 280 persons were dying each week.

The situation was better by September 1988 when the last of three train loads of relief food arrived on September 19. The total population in need sank from 26,000 in August to 13,000 in September.

A staggering rate of 100 deaths a day due to starvation were reported in Abyei in August 1988. By September 1988, an estimated 25,000 displaced persons from the south occupied this small market town, in addition to about 4,000 people who were displaced by tribal fighting and isolated in Abyei by the rains. There had been no resupply of relief food since mid-June and these people were in desperate need of assistance.

Khartoum: Some of the displaced from the south made it to Khartoum. The arrival of one train from Aweil in April 1988 with 1,781 displaced persons, 30 who died along the way, and six children who died in the Khartoum railway station, gives some idea of the magnitude of the tragedy. Heavy rains and flooding in August destroyed many of the displaced persons camps in and around Khartoum (see "Sudan Floods"). By November 1988 there were more than 1,000,000 displaced persons in Khartoum.

Northern Darfur and Northern Kordofan: In 1987 serious food deficits resulting from a drought were reported in Northern Darfur and Northern Kordofan provinces in western Sudan. This emergency continued into 1988, affecting about 1.75 million people. Grain needs for the period from December 1987 through September 1988 were estimated at 71,000 MT for Kordofan and between 27,000 and 35,000 for Darfur. Food stocks were released from the Agricultural Bank of Sudan (ABS) to the Regional Governors of the affected provinces for subsidized distribution. In April the ABS was closed due to labor strikes. Lack of trucks and fuel presented major obstacles to the timely movement of food to affected towns. Donors responded with financial commitments for the purchase, transport, and distribution of in-country stocks. However, needs were not as great as originally estimated, and most of the food was diverted to Southern Kordofan and Southern Darfur to meet the needs of the displaced persons from the south.

Action Taken by the Government of Sudan (GOS) and Non-Governmental Organizations

The GOS appealed to the international community for assistance to manage relief efforts for drought in the west, and displaced persons in the south, in Kordofan and Darfur provinces, and in the greater Khartoum area.

The Relief and Rehabilitation Commission (RRC) is the national coordinating organization for emergency relief programs. The RRC held Technical Coordination Committee meetings on a weekly basis with NGOs, donors, Government officials, and UN officials to review the aid situation and problems in the west and south.



Irish Concern-run displaced persons camp in Muglad

The ABS released food from its stocks in Southern Kordofan. The RRC and regional governments oversaw relief food transportation, distribution, and monitoring in Kordofan and Darfur provinces. Local Relief Committees (LRCs) at distribution centers in the west and in the southern garrison towns were responsible for supervising the final allocation and distribution of relief supplies in accordance with general distribution

guidelines set by the RRC. Membership of these LRCs typically included: an RRC representative (Chairman), a Local Authorities representative, a representative of Security, a representative of the Ministry of Health, and representatives of locally active NGOs.

CART, a consortium of NGOs working in southern Sudan, distributed food, seeds, and tools to the needy in and around Juba. CART members included Sudanaid, the Episcopal Church of Sudan (ECS), the Islamic African Relief Agency (IARA), and the Sudan Council of Churches (SCC). Sudanaid and SCC also operated programs in

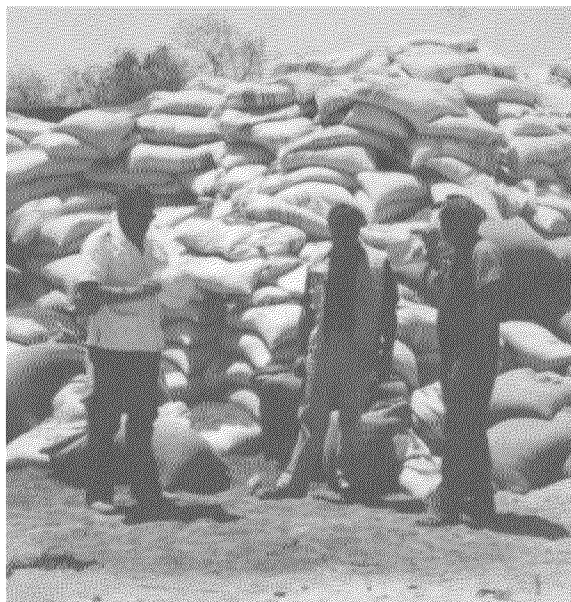
Upper Nile, Bahr El Ghazal, and Khartoum. The Sudanese Red Crescent (SRC) was the main relief agency operating in Darfur, where it developed an early warning system.

Assistance Provided by the U. S. Government

In the early part of FY88, OFDA began providing assistance in anticipation of a possible

drought emergency. In November 1987, it sent a logistics consultant to assess the country's transport infrastructure for enhancing the food delivery system. OFDA also funded a four-month continuation of services (January to April 1988) of a delegate from the League of Red Cross and Red Crescent Societies (LRCS) to ensure timely start-up of a relief program in North Darfur. Finally, it gave a \$105,000 grant to CARE for a 10-month project in North Kordofan that would assist the provincial government in food monitoring, food allocations, and crop production assessments. On Feb. 28, 1988, U.S. Ambassador Norman G. Anderson declared a disaster for drought in the west and civil strife in the south.

USAID/Khartoum, the EC, and the Netherlands assisted the GOS with the western drought relief effort by financing the purchase, transport, and monitoring costs of sorghum shipments from ABS stocks. USAID/Khartoum committed seven million Sudanese pounds for the first tranche of 30,000 MT shipped to Kordofan and Darfur, 10 million Sudanese pounds for the second tranche of 37,730 MT, and 10 million Sudanese pounds for the third tranche of 37,730 MT.



OFDA's Joe Gettier, center, and others inspect U.S.-donated food in Abyei.

By spring 1988, it became more evident that large quantities of food would be needed to meet the needs of the displaced persons streaming north from Bahr El Ghazal into Southern Kordofan. Since needs in Northern Darfur and Northern Kordofan had been overestimated, USAID began coordinating with the GOS and private voluntary organizations (including Concern/Ireland, MSF/Holland, and MSF/France) to divert western drought relief food to the displaced in Southern Kordofan. Emergency food stocks were prepositioned in Babanusa, Muglad, Abyei, and El Meiram by early summer, but were not enough for the large influx of displaced persons.

In addition to food, plastic sheeting was sent to Sudan to provide temporary shelter to the displaced persons. OFDA dispatched a DOD aircraft to deliver 750 rolls of plastic sheeting from the OFDA stockpile in Maryland to Khartoum on June 4-5. The plastic was turned over to Sudanaid for distribution to displaced persons in and around Khartoum. Another 385 rolls of plastic sheeting was airlifted the following month to Khartoum for the same purpose. The Ambassador's Authority of \$25,000 was given to Sudanaid to pay for the costs of distribution of the plastic sheeting.

Visits to Southern Kordofan in September 1988 by USAID/Khartoum personnel generated reports to AID/Washington of a deteriorating situation among the displaced persons there. Since USG personnel were denied access to the south, NGOs were relied upon to conduct assessments in the southern provinces. By summer, reports of massive starvation in the south began filtering out of Sudan. Large influxes of displaced persons into Aweil and Wau in Bahr El Ghazal, and Malakal in Upper Nile, also raised much concern in Washington. The worsening situation in Southern Kordofan and Bahr El Ghazal and the continual delay of ICRC to begin relief operations on both sides of the conflict, prompted the United States Government to conclude that immediate action must be taken.

On Sept. 30, the last day of the USG fiscal year, a five member OFDA team was dispatched from Washington to Khartoum to assess the emergency needs of displaced persons from southern Sudan.

to make recommendations for emergency food and medical assistance, and to develop the logistical framework for delivering food and appropriate medical assistance to populations in need. OFDA Deputy Assistant Director for Africa Joseph Gettier headed the mission, accompanied by a FFP officer, a CDC nutrition expert, a DOD logistics officer and an administrative/information support specialist. The team conducted several field assessments and developed a prioritized list of actions for responding to the immediate needs of the most severely affected displaced persons in and near conflict areas in Southern Kordofan and northern Bahr El Ghazal. Based on the team's recommendation, an initial airlift of 90 MT of USAID food from Khartoum to Abyei was started on October 13, with funding provided to the RRC under a recently signed \$1.5 million grant from OFDA. Remaining OFDA funds were used primarily to fund logistical activities in support of relief operations in Southern Kordofan and Bahr El Ghazal, including airlifts and train transport of relief food to Aweil and the purchase of four vehicles for the RRC. For a description of additional relief activities which started in FY89, see the FY89 *Sudan - Civil Strife* case report.

Most of the USG assistance was in the form of emergency food aid. A.I.D.'s Office of Food for Peace allocated 46,353 MT of Title II emergency food commodities directly to the GOS. Another 4,531 MT of Title II emergency food was allocated to U.S. PVOs. Of this amount, 2,361 MT went to SCF, 1,078 MT to WVRD, 727 MT to CRS, and 365 MT to CWS.

Summary of USG Assistance

OFDA Assistance

Transportation assessment consultant	\$14,045
LRCs delegate for 4 months	\$18,481
Grant to CARE for monitoring support project in west	\$105,000
Grant to Saban Orphan Project	\$159,200

Grant to CWS to monitor the distribution of Zaire food	\$42,670
Cost of 750 rolls of plastic sheeting	\$224,850
Airlift of 750 rolls of plastic sheeting to Khartoum	\$147,000
Forklift rental for off-loading of plastic sheeting	\$400
Grant to SUDANAID for relief program in Khartoum	\$25,000
Funding for two PSCs in support of Mission operations	\$142,000
Airlift of 385 rolls of plastic sheeting . . .	\$93,292
Grant to the RRC to support relief efforts	\$1,510,522
TDY of DOD logistician and CDC nutrition expert	\$10,520
Total OFDA	\$2,492,980

FFP Assistance

46,353 MT of Title II food to GOS	\$5,144,600
Transport costs of 46,353 MT	\$6,333,800
2,361 MT of Title II food to SCF	\$564,200
Transport costs of 2,361 MT	\$288,500
1,078 MT of Title II food to WVRD	\$134,800
Transport costs of 1,078 MT	\$80,900
727 MT of Title II food to CRS	\$90,900
Transport costs of 727 MT	\$480,900
365 MT of Title II food to CWS	\$45,600
Transport costs of 365 MT	\$872,400
Total FFP	\$14,036,600

TOTAL \$16,529,580

Assistance Provided by U.S. Voluntary Agencies

CRS and CWS - channeled relief food to southern Sudan through their local counterpart agencies, Sudanaid and SCC.

CARE - established programs in Kordofan and participated in the development of regional plans and allocations for drought relief.

LWR - conducted relief operations in Malakal, employing only Sudanese nationals.

SCF - operated programs in Kordofan and participated in the development of regional plans and allocations for drought relief.

WVRD - was expelled from southern Sudan in late 1987.

Assistance Provided by the International Community

International Organizations

EC - provided funds to transport ABS stocks to western Sudan and funded the airlift of 1,000 MT of wheat from Port Sudan to Juba and an airlift of 1,000 MT of sorghum from Khartoum to Juba.

ICRC - began negotiations in February 1988 to provide relief assistance on both sides of the conflict in the south. Because of the intransigence of both the GOS and SPLA, the ICRC was not able to start actual deliveries until December 1988.

UNICEF - conducted vaccination campaigns in DP camps in Juba and provided health and water assistance in Southern Kordofan.

WFP - channeled international food donations to southern Sudan and sponsored airlifts that carried 3,700 MT of food from Entebbe to Juba. A WFP operations manager coordinated the delivery of emergency food aid to Kordofan and Darfur provinces.

Governments

Iraq - donated 58 MT of food for Juba.

Italy - arranged a rice for maize swap with the Government of Kenya, which provided 10,000 MT of maize for southern Sudan.

Netherlands - funded MALT, the Management and Logistic Team of the RRC and donated \$1,533,100 to the ICRC for relief operations in the south.

Switzerland - gave \$565,500 through the ICRC.

U.K. - financed the purchase and airlift of 400 MT of grain from Khartoum to Juba and contributed 13,000 MT of food for distribution in the North.

TOTAL \$2,098,600