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Major Findings

Nutritional crises continue to threaten large numbers of the population

These crises are worst in the largely agricultural areas of Aweil West and Ruweng counties; the floodplains and swamps of Leech State; and the semi-arid rangelands of Kapoeta County

Despite marked short-term improvements in Aweil East and Gogrial counties, emergency food aid is still needed for a majority of the population

The Lakes region is generally food secure but food aid is still needed, especially to support the resettlement process for thousands of previously displaced persons from the border areas and to help improve the infrastructure needed to make lasting differences

The dividends of locally-brokered peace agreements are very apparent in the improved opportunities for food security in all places where they have taken place

The generally positive trends in Phou, Bieh and Latjor states over the last five years are now being threatened by the potential resumption of civilian-targeted conflict and recent changes in political alliances and allegiances

Significant surpluses of grains and groundnuts are available for purchase throughout Western Equatoria

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WFP

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Counterparts

Finally, a special thanks to our counterparts in the SRRA, RASS and FRRA both in the field and in Lokichoggio for their extremely valuable input.

Executive Summary

This year's 1999 Annual Needs Assessment was more extensive in its geographical coverage and more intensive in its line of enquiry than in previous years. It sought not only to understand where and to what degree localised food shortages would need to be covered by food aid but also how best to target food to needy populations. Moreover, the process was extended to traditional surplus areas also in order to gauge the potential for purchasing food and seed for distribution elsewhere. An understanding of how gender and age differences affect access to food and income was also explored in more detail than in the past as well as the relative purchasing power of different households living in different areas. A central theme of all assessments has been to ascertain what people need to have to lead the lives they want. Collectively, WFP/OLS teams walked thousands of kilometres to visit farms and villages and over 50,000 southern Sudanese men, women and children have been consulted in a participatory methodology known as the food economy approach. Where available the information was analysed in light of nutritional reports.

O

As in all years, 1999 has been a year of mixed fortunes for the southern Sudanese. In certain places where rainfall patterns have been ideal for cultivation, insecurity has driven people from their homes and fields. Whenever local peace initiatives bring together previously warring peoples in reconciliation, so new enmities flare up elsewhere. And where the food and health needs are at their greatest, a combination of factors such as insecurity and denial of air access often leaves OLS unable to provide the necessary assistance. Despite this, the relief food needs of the southern Sudanese will be less than in the previous two years.

The reduction in acute food insecurity is most apparent in the northern and Lakes areas of Bahr el Ghazal with the exception of Aweil West County and other areas affected by heavy flooding. In general, previously displaced persons have returned to their homesteads, tapped into social and relief support networks and become productive again, although they still mostly constitute the poorer spectrum of their communities. However, the situation in Aweil West County is looking desperate through a combination of a poor agricultural year, internal displacements, a heavy caseload of relatives returning from the north, civilian-targeted raids and exceptional flooding in low-lying areas.

Other areas of major concern for the coming year include much of Leech State and all of Ruweng County as a result of scorched earth tactics, aerial bombardment and ground force movements. This has displaced a significant proportion of the population to swamps and relief centres within the region, and to areas outside. All sides to the conflict have been responsible for civilian displacements at some point in time. It is estimated that over 30% of households have had to abandon their crops at various critical times in the cultivation period. Where households have been able to fully tend to their fields, production has typically been better than the last two years.

The contrast with Western Equatoria could not be more startling. Thousands of tonnes of surplus crops will be produced this year and stability in this region will continue to allow income-earning and service provision to expand. A major challenge will be how to shift food and cash flows from here to the far poorer families living in the floodplains of southern Sudan.

Emergency food aid needs identified through the ANA can be divided into life-saving relief food, and food aid to address other emergency needs. Life-saving food aid is aimed at ensuring a daily, calorific intake of 2,100 Kcal per person, whereas relief food addressing other emergency needs is life-saving whilst at the same time addressing community needs of a more long-term nature. A commonly envisaged way of addressing such other emergency needs would be through, for instance, provision of food aid during the agricultural season to give extra energy for cultivation and thereby boost harvest yields, food-for-seed exchange, food-for-work (FFW) and food-for-training schemes.

Overview of the Situation

Severity of Situation	County or State	% Population identified as Beneficiaries	Total Food Needs per Beneficiary	% Needs Covered	Trends	Factors influencing Situation (see below)
Significant Crises with Potential for Escalating Conflict and High Global Malnutrition Rates	Aweil West	71%	65 kgs	30%	↓	All
	Ruweng	65%	55 kgs	25%	↓	All
	Leech	48%	54 kgs	25%	↓	All
	Kapoeta	36%	54 kgs	25%	↓	1) 2) 4) 5) 7) 9) 10)
Highly Food Insecure	Gogrial	45%	46 kgs	21%	↑	2) 3) 4) 6) 8) 9) 10)
	Torit	40%	39 kgs	18%	↓	1) 4) 5) 7) 9) 10)
	Aweil East	42%	35 kgs	16%	↑	1) 2) 3) 4) 6) 7) 8)
Moderately Food Insecure	Yirol	40%	33 kgs	15%	↑	3) 8) 10) 11)
	Latjor	40%	30 kgs	14%	↔	1) 2) 3) 5) 8) 9) 10) 11)
	Rumbek	40%	29 kgs	14%	↑	8) 10) 11)
	Tonj	30%	29 kgs	14%	↑	2) 5) 8) 11)
	Phou	30%	26 kgs	12%	↓	1) 2) 3) 4) 5) 8) 9) 11)
	Bor	40%	25 kgs	12%	↑	3) 4) 5) 6) 8)
	Bieh	60%	22 kgs	10%	↔	1) 2) 3) 4) 5) 8) 9) 11)
Marginally at Risk	Wau	23%	20 kgs	9%	↑	1) 4) 6) 9)
	Pibor	42%	16 kgs	7%	↑	1) 2) 5) 10)
	Twic	18%	16 kgs	7%	↑	1) 2) 3) 4) 8) 11)

The most food insecure areas have experienced or exhibit a variety of the following events and characteristics (in no particular order):

- 1). Those close to borders with the North and other southern peoples where no peace exists
- 2). Those furthest from the food surplus area of Western Equatoria
- 3). Those in lowland flooded agricultural areas
- 4). Those with sustained conflict, displacement and cattle raiding
- 5). Those with least access to health services
- 6). Those with the least tangible and exploitable asset base
- 7). Those where insecurity and lack of access have significantly limited relief supplies in 1999
- 8). Those with a high prevalence of guinea worm and malarial infection
- 9). Those with the least access to markets and cash flows
- 10). Those with a poor harvest or previous series of crop failures
- 11). Those with large numbers of unproductive households i.e. returnees and displaced

Within these geographical areas some clans, households and individuals are more in need than others. Put another way, some groups are inherently less able to be food secure than others. However, this does not necessarily mean that they will actually be the least food secure, particularly when analysed at an individual level. Those groups who would appear to be the most vulnerable include those with the least purchasing power; the lowest social status; the least political leverage; the least connections to kinship support, markets and information networks; as well as the chronically malnourished, weak, sick or handicapped. Typically on-farm production for these groups is considerably lower than for those in a more advantageous socio-economic position. Most of their needs are met through strategies that bear a much greater resemblance to a "hunter-gatherer", rather than "agro-pastoralist" existence. Such groups have always existed, but not in the proportions that now occur in many rural areas in southern Sudan. Three decades of war have wreaked havoc on the skilled and elaborate livelihoods based around herding, farming and fishing that have been developed in the previous millennia.

The Continuing Costs of Conflict on Food Security

The costs of conflict on food security in southern Sudan can be understood by looking at its effects on a variety of areas ranging from agricultural cycles and production to the collection of “free resources.”

On agricultural cycles and production

The on-going conflict works in a number of ways to limit both a household’s ability and, in some cases, motivation to devote limited labour, time, energy and inputs into agricultural production.

- Labour availability has been reduced through direct losses due to the war and/or indirectly if labour is diverted to meet short-term food needs elsewhere. Regular reductions in nutritional intake during heavy cultivation periods also inhibits resistance to wet season diseases and strength when these are most needed.
- The opportunity to cultivate is generally limited to a single rain cycle in which war or hunger-related displacements often occur. A short-term movement away from fields usually leads to a long-term shortfall in production.
- Inputs necessary for cultivation are often lost, already used or sold. A decrease in the number of animals or a movement away also limits the availability of manure.
- All the above can lead to a lack of motivation for some to invest limited resources given the returns to labour for an increasingly unpredictable food source.

On livestock movements and production

The cycles of movement and activity occasioned by animal husbandry are just as important to many southern Sudanese as those dictated by crop production. They are also disrupted by conflict - often to a greater extent than in the case of the latter.

1. Loss of preferential dry season grazing areas where these, as is often the case, border other cattle owning people. This has led to less than optimal milk yields affecting amounts given to under-fives and thereby weakening their resistance to diseases prevalent with the coming of the rains. A further consequence has been the bunching of animals with heightened risk of disease epidemics sweeping herds.
2. Increased dilemma for family heads as to who within a household should follow the cattle when armed raiding increases. To send young children as traditionally done puts them in danger whereas leaving them behind puts pressure on household stocks.
3. Loss of access to livestock markets where re-stocking could take place and a variety of essential goods be purchased. Any transactions are at artificially low prices for the animal seller.
4. Large-scale losses of animals taking away sources of identity as well as food and assets.
5. Disruption of other means of re-stocking through marriage, kinship, labour opportunities for cash, and food/ tobacco sales both within and outside the region.
6. Semi-permanent movement away of animals in search of safer havens, internal markets and crop surpluses. This seriously affects livestock-poor families left behind who rely on the loaning of animals from relatives to get through difficult periods.

On markets and market-pricing

The disruption of town and rural markets located within reach of populations and offering a reliable source of goods for consumption, asset-building, income-generation and day-to-day needs has severely harmed households from whatever end of the wealth spectrum. This is particularly so for households that need to employ market strategies to make ends meet following a poor harvest year either through the direct purchase of food within one market or through trading from market to market to make money to buy food where the price is lowest.

Even in cases where GOS-controlled markets are not closed, it can be dangerous for men (who at times may be branded as rebels) to enter and, as mentioned above, prices can be fixed artificially for the benefit of Northern traders. Where the supply of grain is sufficient to cause a lowering of the price and therefore less of a need to offload large numbers of animals, then the grain can be withheld until the price is high and there is sufficient grazing to allow the northern movements of cattle.

Such exploitation of the southern cattle herders is nothing new but only during the conflict has the profit maximisation of the traders worked hand-in-hand with the architects of the violence. In rural markets the availability of goods depends to a large extent on relations between local authorities on both sides of the north - south divide. On both sides also large profits can accrue for a few powerful individuals. Traders sometimes come down when conditions permit bringing small quantities of essentials with the goal of purchasing bulls for slaughter in the North. Not surprisingly there is a reluctance on the part of many to further "lose" cattle and therefore most livestock trading occurs at a community-level between relatives where possible and where terms are likely to be relatively beneficial to both parties.

On traditional support networks

In times of need it is traditionally possible to call upon support from kin and clan leaders. A leader is often characterised as someone willing and able to support others. This support can take the form of outright gifts, loans, sharing food from the pot, credit in the form of cash to be exchanged for food etc. Increasingly these networks break down during prolonged conflict and insecurity - a product of social collapse:

- i) Marriages can be partly to the exclusion of the poor thereby limiting the number of kin that could be called upon.
- ii) Displacements can take people away from their representation at the chief level.
- iii) Uncertainty over the future can limit the willingness of people to provide loans and low production levels their ability to do so.
- iv) Movements of richer members out of the community make it more difficult for the poor to access gifts of milking cows during lean times for children and loans provided by the rich are often called in.
- v) Traditional authority is supportive whereas military authority is primarily protective and has a price.
- vi) Transactions for the community well-being can become increasingly geared towards profit for a few gained through the distress of many.

On the collection of “free resources”

The collection of wild foods and fish as sources of food and income are important for a majority of the population. For the less livestock-wealthy, together, they typically contribute between 50-60% of annual food needs and 20-30% of income necessary to purchase grain, milk or in rare cases smallstock. The attempted collection of these so-called “free resources” however can indeed exert a price in times of conflict where rivers are contested and men away protecting livestock. Fishing equipment is often looted in raids and the traditional collectors of wild foods - women and children - can face considerable dangers when supplies are distant. Moreover further difficulties can occur when need pushes people to collect in areas the rights of which are held by other clans.

Objectives of the Annual Needs Assessment

The objectives of the ANA may seem so obvious that they do not need to be formulated. However, the FEAU believes it is important to state them clearly at the outset so that everyone contributing to the process is aware of the scope of enquiry needed to reach those objectives; the potential constraints to their being able to; and also the complexity of understanding needed to effectively target food security inputs (with particular reference to food aid).

The major objectives of the 1999 ANA were as follows:

- To identify those areas and populations most likely to face hunger in the coming year and the extent and intensity of food shortage in the coming year
- To identify those populations that will be forced to harm their longer-term, productive capacity through the need to search for food and income

More specific objectives within the food economy analysis were to:

- Assess the role of relief food interventions in 1999
- Assess the level of recovery (physiological/ nutritional/ economic and social) in those areas worst affected in 1998
- Assess the level of resilience in those areas worst affected by insecurity and climatic events this year
- Assess how social and market networks will affect food security next year
- Assess the roles age and gender differences play in determining food and income production and consumption
- Assess the degree to which food security and nutritional status are linked

With the goals in mind that the ANA would be able to:

- Identify effective targeting strategies in different situations i.e. general distributions, food-for-work, food-for-seed exchanges etc.
- Identify possible projects that could be supported that would enhance food security, especially for the most vulnerable and poor
- Identify how WFP interventions could enhance the lives of children at risk and their mothers
- Identify areas and populations that may produce surplus to own requirements which could be purchased by OLS agencies (including WFP)

Due to the new focus by WFP on exploring local purchase possibilities, area selection criteria were different than in previous years, as was the focus of the various assessments in different areas. To this end, two separate assessment process strategies were drawn up. These are presented in the flowcharts on pages 11 and 12. The first strategy (page 11) was used by teams in areas most likely to be food secure and in which there is typically the potential for surplus production. The second strategy (page 12) was for the teams assessing areas that were likely to face food insecurity in the next twelve months.

The Rationale for Area Selection

The general principles were that:

- As large a proportion of the population be covered as possible
- The diversity of livelihoods be represented
- Populations under different administrations be proportionally covered

Specifically, areas were selected based on the following two criteria:

1. Areas where households were expected to be food insecure next year
2. Areas which were likely to produce crops surplus to area requirements

Areas chosen in Group One were:

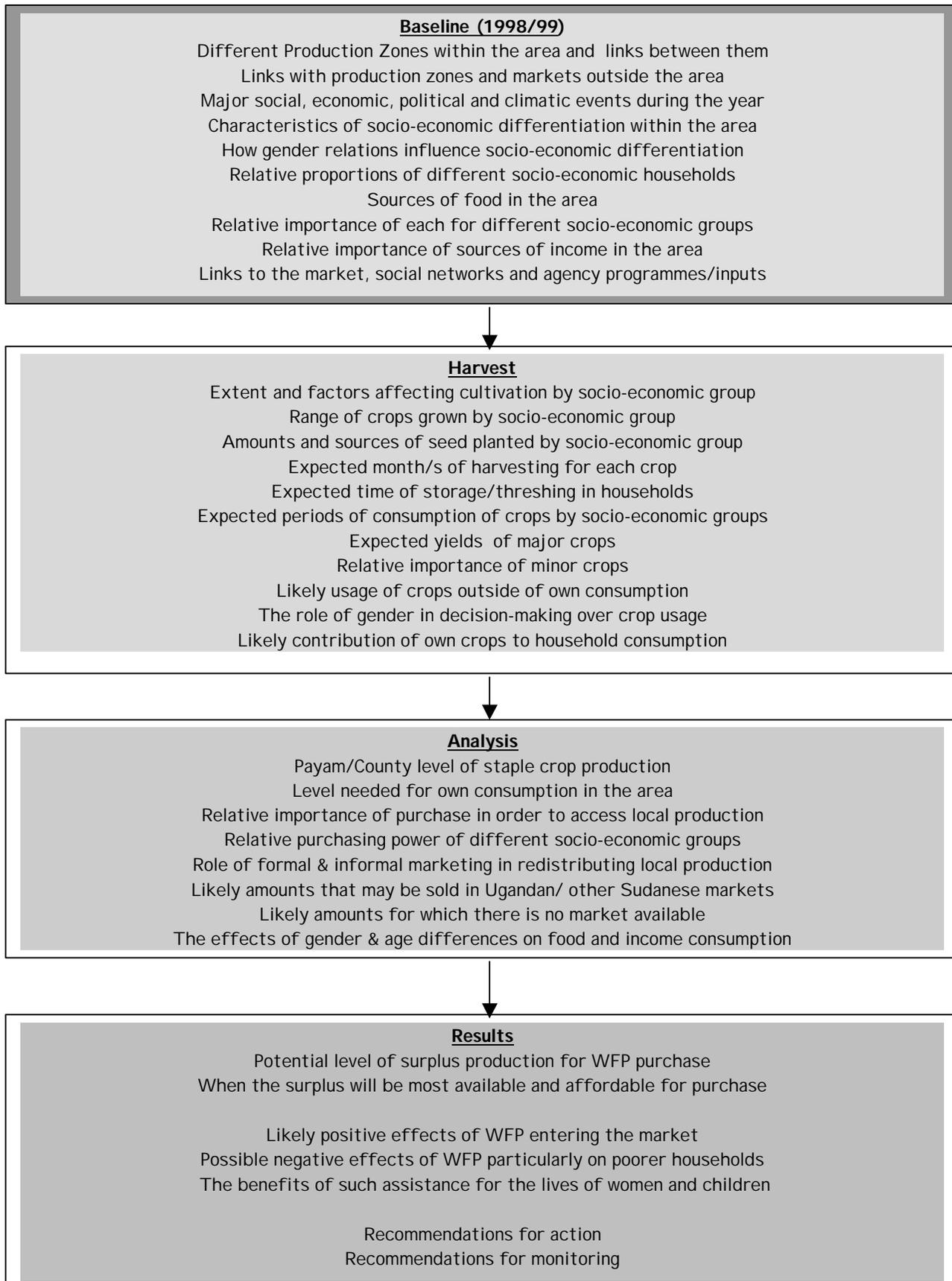
- Leech State–drought, flooding, insecurity, raiding, displacement, lack of inputs
- Gogrial County–severe famine in 1998, large scale losses of cattle & other assets
- Bor County–potentially massive resettlement programme, flooding
- Ruweng County–insecurity, displacement
- Aweil East County–displacement, returnees
- Aweil West County–displacement, returnees, lack of labour, lack of inputs
- Wau County – displacement, returnees, insecurity, raiding
- Latjor State–insecurity
- Bieh State–insecurity, dry spell during cultivation
- Phou State–insecurity
- Twic County–insecurity, returnees
- Torit County–insecurity, dry spell
- Kapoeta County–dry spell
- Tonj County–influxes, dry spell in some areas (assessed in November)
- Yirol County–erratic rainfall (assessed in November)
- Rumbek County–erratic rainfall (assessed in November)

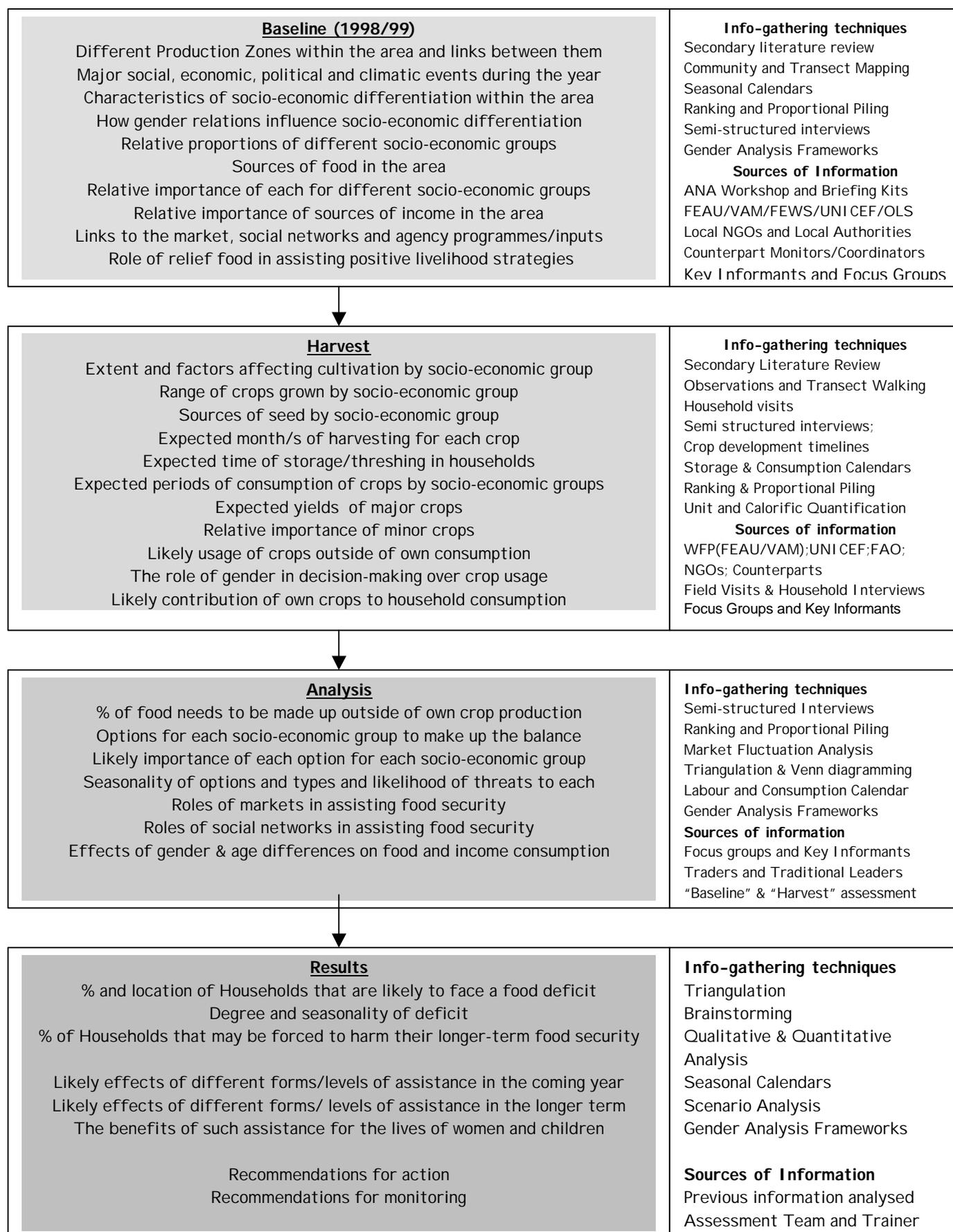
Areas chosen in Group Two were:

- Yambio County
- Maridi County
- Mundri County
- Yei County
- Tambura County

In addition to the full assessments there were also rapid assessments that sought to:

- Cross-check information to allow extrapolation from the full assessments
- Confirm, or otherwise, information from recent assessments
- Focus on specific aspects of food security, gender issues and market linkages





Strategy

A key aspect of this year's 1999 ANA, was to consolidate as much information as possible on historical trends, social and political analysis and more recent information on the food security situation in all of the areas visited. These were assembled into a comprehensive briefing kit for every region for each of the teams, and were able to provide much of the baseline information necessary for the first section of the ANA process (shown on the previous page).

A second aspect was that the majority of UN, NGO and counterpart field staff who took part in the assessment had already been trained by the Food Economy Analysis Unit (WFP/Save the Children (UK)) in food security analysis or had at least had previous exposure to it. This base of knowledge was consolidated in a four-day strategy workshop held in Lokichoggio from the 2nd to the 5th of September 1999 immediately prior to the start of the ANA exercise in southern Sudan. This workshop explored the key elements of the objectives of the ANA; the framework for analysis; and the application and usage of methods of information collection. It also allowed teams to be thoroughly briefed about the areas they were designated to assess.

Seven core teams were identified for the full assessment process with others assigned the task of carrying out rapid assessments to fill in geographical gaps in our understanding. Over 80 people were involved in information collection and analysis in the field. The three FEAU trainers were placed in southern Sudan to assist teams in the analytical framework of the process. This typically took three days after a ten-day round of information collection. From this review, a rapid report was filled out which gave the most salient information in an easy-to-read format. These were sent to the FEAU in Lokichoggio for geographical analysis and reviewing. On their return, teams completed more comprehensive reports. Only the most salient points of the full assessment reports are captured in the following pages.

The FEAU based their analysis of the situation exclusively on the information provided by the teams and on previous information analysed through the use of the food economy approach since 1994 in southern Sudan. Although other forms of assessment were also being carried out at around the same time (WFP/FAO Crop and Food Supply Mission; UNICEF's Household Food Security Assessment), the findings of those assessments have not been assimilated into this Annual Needs Assessment. This is not a reflection on those assessments, but rather a belief by the FEAU that all information derived from very different methodologies should be fully analysed within their own framework before being cross-checked with other assessments. Moreover, the methodology proposed for this ANA was first of all circulated to members of the OLS Food Security Analysis Group for comments and revisions before being tried out in the field.

Both the FEAU and the WFP Assessment Co-ordinator were responsible for turning the degree of need into food aid figures. Clearly no figure can ever be 100% "correct" even if the situation does not change. However, this year there has been a very close consensus from all sides of the operation on both the situational analysis and the needs analysis of all geographical areas.

It is hoped that this report will be sufficient to allow for cross-checking with other information derived in the same time period and also to guide the initial planning of WFP food in a year that is looking to be highly complex and volatile.

Bahr el Ghazal

Situational Analysis

The outlook in most counties of Bahr el Ghazal is more favourable than for the previous two years. Hunger and conflict-driven displaced persons have mostly returned home, tapped into support networks and become agriculturally productive again. Grain, when available on the market has generally been affordable for the majority of households and income-earning opportunities have increased in terms of number and returns to labour. Trade routes have opened up to the east as well as south.

However there have been some constraints in all areas to effectively enhancing food and livelihood security. Seeds were still lacking for the full utilisation of areas cleared and pest attacks have reduced yields in some areas. More importantly though has been flooding in lowland areas of northern Bahr el Ghazal which began earlier than expected and has washed away crops in some areas and certainly reduced yields throughout.

Insecurity has also been a decisive factor in 1999. Although most parts of the region have remained quiet, there have nevertheless been displacements away from the railway line and direct attacks on civilians and their livelihoods in parts of northern Bahr el Ghazal. These have taken people away from their fields and have led to losses of livestock and other assets.

By far the most affected by all of the negative factors during the year has been Aweil West County where the food security situation is rapidly worsening. The majority of farming households only managed to plant between two and five kg of sorghum seed and yields from this small amount were effectively reduced to only 20% of that which would be expected. Amounts harvested for most households are only a half to a third of that harvested in other areas of the region. This was due to heavy flooding in the lowlands and heavy rains during the flowering stage elsewhere. This is the third disastrous climatic year in a row for the people of Aweil West County, and one with significant raiding of a people who began the year with very little asset wealth. Compounding this problem has been the steady stream of returnees from northern areas into the county and currently estimated at making up 15% of the total population.

The situation in the Lakes region is remarkably different and one of increasing stability, expanding livelihood options and market access, and in most cases very promising first season harvests. The only mitigating factors are crop losses through flooding in some areas and unseasonal dry spells in others, animal disease outbreaks, and the resettlement of previously displaced Dinka from the tit for tat raiding that occurred in the area since the Dinka-Nuer split in 1991. These people are going to have to clear land that has not been farmed for many years and may well need a variety of assistance.

Needs Analysis

Approximately 40% of the population will still need life-saving emergency food aid in 2000 as a result of localised poor harvests, extensive and damaging flooding, drought and insecurity. A total of 21,271 MT of food aid is needed to ensure a minimum daily intake of 2,100 kcal, and Aweil West and Gogrial counties are priority areas for aid of this nature.

In addition, a further 9,210 MT is needed to cover the remaining emergency food needs of the region, to ensure that the largely positive trends are reinforced so that longer-term food security can be attainable. This food should help promote agricultural activities as well as FFW schemes, support to education and health services, training programmes and so forth.

Aweil East County

Situational Analysis

A general shortage of seed; late delivery of relief seeds; militia raids in May/June 1999; a dry spell accompanied by aphids in August 1999; the lack of manure and a prevalence of *striga*, have all impacted areas cultivated and seed yields. However, by far the most important factor has been severe flooding which began in the middle of July and has washed out crops, destroyed homesteads, and led to internal displacements to relatives living in higher villages. An estimated 35-45% of households have been adversely affected and 50% of land is currently underwater. Many of those affected were returnees, who could only manage to plant in the lowlands, and are typically amongst the poorest in the county, especially previously displaced and returnees. The first harvesting of sorghum began in the third week of September 1999. Estimates of typical household production range from 75 kg in the lowlands to 300 kg in the highlands.

Generally, the outlook is more favourable at the current time than for the previous two years. Current market prices in Aweil East County would indicate that most items are fairly reasonably priced and that income-earning opportunities are on the rise. A *malual* of grain can be bought for 500 Sudanese pounds, whereas in 1998 when the situation was at its worst, the same amount of grain was priced at 15,000 Sudanese pounds (the annual income of the poor is generally around 60,000 Sudanese pounds). Poor households, comprised mainly of returnees who have lost much of their harvest in the lowlands, are going to be very hard pressed to make ends meet in the coming year despite the current, affordable market prices. This is partly because their income-earning opportunities occur later in the dry season when they are able to sell tobacco, grass and poles for construction, and firewood. Even when fully expanding on all available food sources; relying on better-off households for labour opportunities; hiring nets for fishing; and using kinship support, they will still need to purchase at least 15 tins¹ of grain to meet all their food needs. If the better-off are willing to engage the poor in various activities, and if the tobacco harvest is reasonable, then they could just manage to do so at current prices. However, as they will only have this money by the end of April 2000 it is likely that grain prices will have risen beyond their reach and that they will only be able to purchase around 6-10 tins. Moreover, this would leave absolutely nothing left for other essential purchases of clothing, health, education etc.

Needs Analysis

For the very poorest 10% of the population, even the purchase of 6 tins will be beyond their means, and yet they will need to find at least an extra 20 tins to cover their needs. These households are almost exclusively widowed returnees and households with disabled heads. With the continued threat of further raiding and influxes of returnees and displaced into the county, emergency food aid is still desperately needed for these sections of the population. Food is also needed for just over an additional 30% of the population who have previously lost assets, been displaced, rely heavily on petty trade, and seen their crops washed away. The total life-saving food needs stand at 2,531 MT for around 40% of the population of the county, and an additional 1,224 MT is necessary to address other emergency needs through livelihood provisioning and protection. For instance, food-for-seed exchanges would be an appropriate intervention to protect assets such as local seed varieties and promote agricultural yields.

¹ A "tin" is a rough unit of measurement that corresponds to 15-18 kg or 5-6 *malual* of whole grain

Aweil West County

Situational Analysis

This county is the most unpromising of any in northern Bahr el Ghazal in terms of food security in the year ahead. The majority of farming households planted between one and a half to five kg of sorghum seed. Yields from these seeds were heavily reduced (by 80% in many cases) by flooding in the lowlands; torrential rains elsewhere at the flowering stages; pest attacks throughout the cultivation period; and a general lack of field tending as families moved to search for food (often to distant food distribution centres) or else through the direct or indirect influence of militia attacks. Throughout the year there has also been a steady stream of returnees – perhaps as many as 15% of the total population fall into this category. Most have not been productive this year and have added to numbers of those to feed rather than extra fields of grain.

The amount of total seed planted in 1999 in Aweil West County was composed approximately of half local and half relief seed varieties. Total amounts harvested for both green and threshed consumption and other usage, ranged from a low of just 45 kg to rare cases of 250 kg. To put these figures into perspective, normal consumption patterns of grain in the area were around 325 kg/ household before the three year 'flood-drought-flood' cycle and the extensive raiding had taken place. Traditionally the Malual Dinka and Luo peoples of Aweil West County relied far less on livestock production and far more on crop production than elsewhere in the region. The most typical household in 1999 reaped around 100 kg of which only 50 kg will be stored for seed and consumption in the dry season of 2000.

The outlook is worse than at almost any point since food security assessments began in northern Bahr el Ghazal in 1994. Productive cattle are being sold off in large numbers from a stock currently estimated to be just 40,000 strong or just 1.3 cows per household on average. There is a very real danger of a serious decline in the productive and nutritional status of an already highly weakened and impoverished population. Targeting mechanisms need to be improved in 2000 with more food going to more people through more distribution sites.

With the ever-present threat of renewed and intensified victimisation of the population during the dry season, it is envisaged that large-scale population movements – whether within, out of, or into – the county would have devastating consequences. In such cases, increased morbidity and mortality would be evident early on in the year. The crises of 1998 and 1999 are deepening in Aweil West County and, without a significant and early response, the situation is expected to rapidly get out of hand.

Needs Analysis

An estimated 133,051 people will require emergency food aid: 6,206 MT of life-saving, emergency food aid is needed for people for the prevention of hunger, and an extra 1,676 MT is also necessary to provide additional energy during cultivation which in turn boosts crop production. Agriculture is typically the mainstay of the economy in Aweil West County. Furthermore, distribution sites need to be increased to reach the large percentage of people in need, and distributions should continue right up to the next harvest.

Gogrial County

Situational Analysis

A general shortage of seeds; a dry spell from May to June 1999; the large numbers of returning displaced; *striga* infestation; and flooding in northern *payams* have all reduced the yields from what is considered "normal". Nevertheless, the crop outlook is generally much more favourable than that of the previous two years. Most farming households planted between 5-10 kg of grain seed, most of which came from distributions, purchase and kinship networks. The harvest will yield up to 3 sacks of threshed sorghum for some households but the majority will store between a half and two thirds of this amount. For all households it is expected that they will be able to store more seeds for the next cultivation season than they were able to access and plant for the present harvest. This is a very promising sign of improved livelihood security.

The cattle-wealth differentiation within the county is still quite marked. Approximately one third of households have no direct access to cattle or small ruminants. Many of these households have had to sell their labour to the better-off in order to make ends meet in the last three years or more and are likely to continue to do so. This has limited their involvement in own agricultural production. Petty trade is another activity that the poorest in the society have and will continue to explore as a means of purchasing or bartering for food. Most of the poorest have been recently displaced and have suffered loss of assets over the years that they so far have not been able to recover.

Needs Analysis

An estimated 45% of households will still need emergency food aid in the coming year, particularly those without animals and flood-affected populations. Total needs for emergency interventions to combat hunger stand at 4,735 MT with a further 1,819 MT to protect and promote food and livelihood security.

Twic County

Situational Analysis

Around 95% of the households currently living in Twic County have cultivated this year though there are sharp differences in the amounts being, and expected to be, harvested. This ranges from as little as 50-75 kg after seed storage and green consumption for 15-20% of the population up to as much as 280-330 kg threshed for the 15-20% best-off households. The majority of households fall between these extremes with the most typical harvest being between 220-245 kg in total with the likely amount threshed being between 115-140 kg for use in the later dry season and cultivation period. The 5% of households that have not cultivated are characterised by returnees and displaced who arrived with no seeds and after the planting period was over.

Other constraints to agriculture have been a dry spell in June 1999 followed by flooding and also aphid infestation in July and August. Nevertheless, the current situation is better than previously anticipated and experienced and with the likelihood of local grain on the markets for those that need to purchase, particularly from the January 2000 Ajakuac harvest.

If reasonable security persists, markets remain open, the waters recede and there is no further raiding then it appears that there will be less of a reliance on food aid in the next twelve months for the people of Twic County. As in any year, security will be the major factor but at least the threat of Nuer attacks should have decreased with locally-brokered peace talks and joint co-operation in a number of forms between the Twic Dinka and Bul Nuer.

Needs Analysis

Despite the very positive signs in Twic County, approximately 20% of the population will still need a total of 332 MT of emergency food aid. This is a great reduction from previous years and should to the extent possible be channelled through means other than free food distributions.

Wau County

Situational Analysis

1999 was a year of mixed blessings for the Luo and Dinka peoples of Wau County. Army worm, excessive rains in August and raids have limited the agricultural potential of what is typically a surplus area for crops and paid labour opportunities. The more food insecure are expected to be in Marial Wau and Udici *payams* as they have suffered the most from various limiting factors.

The most important aspect of the coming year is that Wau County will not provide a market for labour-grain exchange as it usually does for poor Dinka from other parts of northern Bahr el Ghazal – these opportunities are far more likely to come from Tonj and upland areas of Rumbek County.

A serious concern remains the distinct possibility of renewed conflict in the area that could easily worsen the food security situation.

Needs Analysis

With no major changes to the economy expected in 2000, only a quarter of the population will be in need of food assistance totalling 675 MT. As with Twic County, most of this food should be targeted through food-for-work schemes and support to health, education and infrastructure.

There should be attempts made to try to estimate the potential of buying lulu oil in the area for distribution or sale elsewhere.

Tonj County

Situational Analysis

With some of the highest cattle and shoat (sheep and goat) numbers of anywhere in southern Sudan; fertile uplands and lowlands for cultivation; market links in all directions; and the recent peace agreements following the Wunlit and Yirol Conferences between the Dinka and Nuer, the situation in Tonj County is looking very promising.

As in any year there are pockets of the county that have received poor rainfall, flooding of fields and intensive pest damage, but accessible surpluses are never far away and the vast majority of households have sufficient reserves and resources with which to trade.

First season sorghum estimates range from 150 to 400 kg with the most typical being at 300 kg of threshed grain. Most households will be able to meet more than half of their annual needs through a combination of on-farm crop and animal production.

Increased trade internally and with other counties, has significantly improved the food security situation in Tonj County. All five *payams* have at least one market with major market centres in Thiet,

Marial Lou and Ngapagak. No-one is further than one day's walk from a market and even the very poorest in society can afford to buy two or three sacks of grain in a year.

Thiet is the main centre for long-distance trading with Warawar for cattle; Uganda for clothing, salt and tea leaves etc.; and Mapel for lulu, honey and cash.

Needs Analysis

Approximately 30% of the population will require a total of 3,439 MT of emergency food aid. However, in most instances free food distributions are not necessary and support should instead be channelled through food-for-work schemes. These schemes should aim to help the resettlement of Dinka previously displaced from their home areas following the conflict with the Dinka that began in 1991, as well as building necessary infrastructure to enhance food security and marketing opportunities.

Rumbek County

Situational Analysis

The food security situation in Rumbek County is generally similar to that of Tonj County, but with more areas affected by drought and also by army worm. Harvest yields are therefore slightly lower with an average of 200 to 250 kg of threshed sorghum. Nevertheless, it is envisaged that the majority of farming families will be able to cover their needs through a combination of market and non-market strategies including barter, purchase, labour sales, and increased fish and wild food production.

There are considerable links between Rumbek and the livestock trade in Equatoria and Uganda (particularly with Maridi, Mvolo and Koboko) that provide a livelihood for a number of people and a cash and asset boost for extended family members. Many currencies exist in the county and the material wealth of the people is far greater than that of the Dinka of more northern areas. If food is in the market then people can generally afford to buy it. Rumbek town houses one of the most active and well-stocked markets west of the Nile, and supplies and is fed by many of the lesser markets throughout the region.

Needs Assessment

Approximately 40% of the population especially the people who were previously displaced or recently returned will require emergency assistance totalling 4,240 MT of food aid. As with Tonj County, free food distributions are not necessary in most instances, and support should instead be channelled through food-for-work schemes. These schemes should aim to help the resettlement of Dinka previously displaced from their home areas following the conflict with the Dinka that began in 1991, as well as building necessary infrastructure to enhance food security and marketing opportunities.

Yirol County

Situational Analysis

At the heart of southern Sudan and with recent peace agreements signed with themselves and the Nuer, Yirol County is generally looking to have a secure year. The exception would be the people living in the lowland areas in parts of the eastern *payams* who experienced higher than normal flooding. Besides reducing crop production, the flooding has displaced some households.

For the majority of the population, with unrestricted access to areas of collected resources, to markets in all directions and to the richness of the Nile on the eastern border, Yirol County has advantages that few other counties possess. Each of the *payams* have market centres with Yirol town as the focus for activity. Agany market forms an important link with surplus production from Western Equatoria and Guthom connects the Lakes region to Bor County, Jonglei. The most important external link is with Yei market, especially since the initiatives of CONCERN of providing trucks to transport goods from Yei. The already large herds of cattle are being increased with Nuer cattle from Western Upper Nile as markets open in that direction. Cattle are also being traded from northern Bahr el Ghazal. Livestock epidemics are, however, countering these gains to some extent.

Needs Analysis

Around 40% of households mainly in the flooded lowland areas will require 2,189 MT of life-saving food aid and an additional 1,349 MT to cover their remaining emergency needs. In addition to the people affected by flooding, food aid should be channelled to the poorest households through food-for-work schemes as mentioned above.

Upper Nile/Jonglei

Situational Analysis

The situation in Western Upper Nile is most worrying and more complex currently than at any other time since the beginnings of OLS. Conflict has been at its most intensive in the wealthier areas of Western Upper Nile and displacements have been to far poorer areas – the swamps, Nyong district, the deserted border areas, Ruweng County and into northern Bahr el Ghazal, still recovering from the 1998 famine. Cattle have been looted, fields abandoned or else burned, possessions left behind, and families separated from each other and their chiefs. An estimated 30-40% of the whole population will have no harvest this year as they have been forced to move away from their land at different times during the cultivation period. Ironically, where people have been able to plant i.e in Nyong and Bul Nuer areas such as Nyal, Ganyiel, Mankien and Toy, the crops have yielded better than most years. These though will soon be exhausted as these areas are host to thousands of displaced from the fighting.

Elsewhere in Upper Nile, though the situation may not be as critical, it is nonetheless highly complex and fluid. Displacements have occurred away from areas bordering different ethnic groups, and raiding has taken place. However, the majority of people have managed to cultivate. Harvest yields, although not ideal, are nonetheless sufficient for around three quarters of households to make ends meet in the coming year if no further disruptions occur and market access remains open.

Unfortunately, this peaceful scenario is unlikely to happen, and as in Western Upper Nile the critical factor will be further large-scale movements of people either as part of the planned resettlement scheme for thousands of people back to Bor County or sudden displacements within the region. This could very rapidly change current food secure populations into stressed, food deficit communities.

Needs Analysis

Over 700,000 people living in Upper Nile/Jonglei will need food aid in 2000, some of whom are already in desperate need. Emergency food aid distributions are most needed in Leech State and Ruweng County for displaced and returning civilian populations caught up in intensive ground and aerial warfare. Elsewhere food will also be needed to prevent hunger, asset erosion and a reversal of the generally positive livelihood trends seen in the last five years, particularly for the displaced in Bieh, Phou and Latjor states. Food will also be needed to help the resettlement of Dinka in Bor County and Nuer in border areas of Western Upper Nile, if these moves go ahead as planned.

A total of 14,871 MT of relief food is needed to save lives and provide a minimum daily calorific intake of 2,100 kcal. In addition, a further 7,639 MT of food aid is needed to address other emergency needs in the community such as longer-term food and livelihood security projects including seed swaps, infrastructure rehabilitation, agricultural activities and other community-identified projects.

Leech State

Situational Analysis

The recent peace agreements have brought a lifeline in terms of escape routes and alternatives to trade opportunities as northern markets become closed off. However, food can be available in Dinka markets and yet still be inaccessible for dispossessed Nuer. Current exchange rates are very much to the advantage of the Dinka and the average household in Nyoung can only access sufficient money in a year to buy four or five tins – enough for two months of food at most.

Two distinct types of population movement are apparent – one of displacement and one of return. Displaced persons are coming out of the towns into rural areas with little or no possessions. At the same time, some of the displaced from previous fighting are returning to home areas, as local peace accords appear to be holding up between ex-combatants. Another planned movement of people concerns the significant numbers of displaced from the Nuer – Dinka conflict to areas of previous settlement. These areas have not been farmed for years and will require significant activity levels that will need to be assisted by outside agencies.

In the Nyoung areas of Nyal and Ganyiel, the situation for the residents is in fact better than for the previous two years. Crop estimates average at 2-3 sacks of sorghum and maize has also done well. Pasture conditions have improved and the level of animal health care has reportedly strengthened. The new market links with the Dinka of Yirol County has shortened the distance of access to non-food items from a fourteen- to a four-day walk. Significantly also, for the first time in many years the Nuer of southern areas of Western Upper Nile will have access to the crop surpluses of Western Equatoria.

The Bul Nuer areas of Mankien and Toy have also been less affected than most by the direct consequences of conflict on the ground and as a result are also reaping harvests of between two to three sacks of sorghum and good harvests of maize. In addition, other food sources are expected to be more accessible than would be typical. Movements between here and Twic County are apparent.

In contrast, the Jagei, Jikany and Adok areas of Western Upper Nile have been thrown into turmoil brought by inter-factional fighting as well as conflict and stand-offs with GOS forces. People have fled in all directions, possessions have been left behind and in some cases families separated. It is estimated that fully half of this population has not been present in home areas for the full agricultural cycle whether at the planting, weeding or harvesting stages. These are typically some of the most productive parts of the area and indeed much of the seed planted in Nyoung was sourced from Leer and Koch earlier in the year. The differences in the fortunes of the people now is marked and a previously, relatively wealthy population is now getting much of its food from the swamps and rivers that abound in the area. The restricted diet and lack of health care is worrisome in the extreme as cases of water-borne and respiratory illnesses increase. Coupled with this, is one of the highest levels of guinea worm prevalence leading to at least one member of a typical household being temporarily disabled.

These areas, together with Ruweng County and Aweil West County, are currently the most food insecure in southern Sudan.

Needs Analysis

Approximately 50% the population will need life-saving food aid totalling 8,534 MT. A further 2,949 MT is needed to enhance productivity and support resettlement activities that are being proposed

locally. Food-for-work schemes to help clear land and build settlements were seen as possible projects using food aid.

Other locally-identified projects and assistance in the more stable areas of the state were:

- The introduction of vegetable gardens and short term cassava and sorghum
- Enhanced health services to be supported through food
- Food support to teachers
- Training in safe sanitation practices
- Improved road networks to stimulate marketing

Ruweng County

Situational Analysis

For the past two years or more, large displacements of people have been apparent in Ruweng County in a climate of considerable hostility and insecurity brought about through a combination of scorched earth tactics and aerial bombardment.

Hunger has been prevalent throughout this period and as households' food stocks have been left behind or destroyed in the conflict, so too have areas of fishing and wild food collection been cut off. Health services have largely collapsed and there is the real threat of people having to flee to highly insecure places to find food.

Needs Analysis

An estimated 65% of households, approximately 23,433 people, are in need of a total of 1,179 MT of food aid to address both life-saving and other emergency food needs. The food is needed right up to the next harvest.

Phou State

Situational Analysis

Typical production estimates range from 200 to 400 kg of threshed sorghum expected with lower yields apparent in flood-affected areas of lowland Zeraf I land and conflict zones close to the border with the Lou Nuer. In these areas, yields are more likely to produce a sack or less of grain.

It is clear that those families who have accumulated large herds are not as agriculturally active as those who are trying to restock through the sale of food crops and tobacco. Income from these activities is principally going into the purchase of calves that will one day become productive. As northern markets are largely inaccessible in the current political climate, most barter and cash transactions are being carried out within the State.

The displaced are thought to number between 5-15% of the population in any given locale. Some have managed to cultivate but for those that did not it is difficult to see how they will make ends meet notwithstanding the high degree of kinship support and social cohesion in the area.

As insecurity within the area and with neighbouring Bieh State continues, the importance of the planned peace talks becomes ever more apparent. Without an improvement in the stability of Phou and Bieh states there is a likelihood that the situation will worsen and that populations currently coping with the situation will find themselves back in need of outside assistance. Certainly all the inhabitants

have identified internal and external support for the peace process as a priority, far exceeding that of outside relief food for the population as a whole.

Needs Analysis

Flood- and conflict-affected persons will require food assistance beginning before the cultivation period. In total, it is estimated that 91,606 people will require 1,760 MT of life-saving food aid, and a further 385 MT will also be needed to address the remaining emergency food needs including the protection and promotion of livelihood security.

Other community priorities include:

- Support for the Lou – Gawaar Peace Process
- Provision of more water points
- Improving market links and the establishment of local markets
- Boosting of women's associations
- Cooking materials
- Support with canoes and to local canoe makers
- Improvements in fish and other food storage methods

Bieh State

Situational Analysis

Insecurity in Akobo and border areas with Phou State have caused localised disruptions to what was otherwise a good agricultural year. Crop production has been particularly strong in more northern and eastern parts of the state with estimates ranging from four to six sacks of threshed grain expected. Elsewhere two to three sacks have been the norm with a third of the population expecting less than this.

Whether those low in own stocks of grain will make ends meet depends to a large extent on the same factors as those affecting Phou State. Ethnic tensions leading to raiding, displacements, restricted movements and limited market and grazing access will affect everyone and therefore the ability and willingness of the better-off to support the poor.

Needs Analysis

Food aid will be needed for 60% of the population that have been displaced and/or have little harvest in southern and western parts of the state. A total of 1,359 MT of life-saving food will be needed to ensure a minimum daily intake of 2,100 kcal for this group, and a further 2,288 MT to address the remaining emergency needs of the area.

Other community-identified priorities include:

- Increased production of oil crops in suitable areas
- Encouragement of local market networks to effectively move surplus food to deficit areas
- Intensified guinea worm eradication programmes
- Strengthened veterinary services
- Education to be boosted

Latjor State

Situational Analysis

There has been no marked improvement in the food security situation of the Jikany Nuer of Latjor State. Low seed stocks from last year's 1998 harvest and minimal outside supplies led to many people having to search for seed elsewhere, often in Ethiopia. A general lack of simsim and groundnut seeds has meant that very few oil crops are expected, which is a concern as there is unlikely to be a balanced diet available for children and their mothers.

Other than lack of seeds there have also been further constraints with insecurity along the Sobat basin and the Maban area to the north; a dry spell early on necessitating replanting; particularly heavy rains in May 1999 followed by flooding from the Sobat river. The best harvests in the area will total no more than 150 kg with most farming households threshing less than this amount. Although there will be some opportunities to make up shortfalls through the purchase of grain in Ethiopia, the purchasing power of the Jikany is very low at present. Grain prices are likely to be high given the nature of the poor harvest in 1999 in Ethiopia. Moreover, as the cattle poor will only be able to earn cash piecemeal season by season, this is likely to mean that only small quantities of grain will be bought. This will further increase the price per kg and at the same time increases the workload (in terms of number of trips that have to be made to markets).

Within Latjor State there is a significant Burun population that has been augmented by recent displacements from areas around Maban due to conflict. Their major mainstay is pig-breeding and many of their animals have been rounded up and burned or shot during attacks. Making up around 10-15% of the population the displaced are already threatened with hunger and will need support as trading options will not be able to cover all of their needs. It is unlikely that they will be able to return to home areas for some time to come.

Needs Analysis

Floods and displacements have severely harmed an estimated 59,558 of the population, particularly those with few, if any, cattle to fall back on in times of need. A total of 1,217 MT of food aid is needed to save lives, and a further 500 MT is needed to support agricultural activities to halt the current food security trends which have shown no improvement in the last two years.

Other community-identified, potential interventions include:

- Human and animal health care to be intensified
- Fishing equipment
- Raw materials for local manufacture of tools
- Oil crop seeds
- Water points to be decentralised

Bor County

Situational Analysis

The food security situation has greatly improved with plenty of evidence of increased agricultural production and of restocking of animals, particularly shoats from improved trading with the Lou Nuer of neighbouring Bieh State. It is not envisaged that many households will have to sell off productive animals to access grain as kinship support is very strong and plenty of households have produced surplus to own requirements.

While it still remains largely a barter economy, there are nonetheless some income-earning opportunities as more cash enters the county with strengthened market links with the Lakes region, Uganda and Kenya. Within Bor County, other than crop sales, tobacco and dried fish are important elements of the economy while long distance trade is very profitable for those families with sufficient cash and labour to get started.

The question as to how food secure the coming year will be is highly dependent on the rate of the planned return of Bor displaced from camps in Equatoria as well as the timing of such a return and resettlement. Certainly there has never been a better time given the general situation in the county and the continuing peace agreement with the Lou Nuer. Even so, kinship support will not be able to cover the needs of a few thousand extra households even with the best intentions of the Bor Dinka.

Needs Analysis

A total of 806 MT of life-saving food aid will be needed for 40% of the population should the current stability in the county last. A total of 994 Mt of food will also be necessary to cover the remaining emergency needs of the area such as support to resettlement if it goes ahead as planned and also to support agricultural activities which are helping people to restock.

Other potential interventions include:

- Support to education and teachers
- Dyke building to limit uncontrollable flooding in the future

Pibor County

Situational Analysis

First season crops have not produced well in most areas of Pibor County but second season grain is expected to be sufficient. Localised shortfalls in grain are likely to be covered through internal exchange and cross-border trade with nearby Ethiopia. Many households have relatives in Ethiopia, either as refugees or through marriage ties and can access much of their food and non-food needs through these links. A common income-generating activity for women is through the brewing of beer using grain. Two kg of grain can be used to brew five litres of beer, which in turn can be sold for five kg of grain.

Relations with the Toposa of Kapoeta County are currently poor limiting access to certain grazing areas and markets, but this will not have a severe affect on food security in 2000.

Needs Analysis

An estimated 438 MT of food aid is expected to be needed in Pibor County in 2000 to cover both life-saving and remaining emergency needs. The preferred mode of distribution is expected to be through more targeted interventions such as food-for-work, for instance, to support education, dam and dyke building, the training of health personnel as well as to support agricultural activities.

Shilluk Kingdom

Situational Analysis

An adverse rainy season has hampered production of short-term crops with harvests ranging from one to three sacks. Lowland areas have been adversely affected by flooding from the Nile but eastern bank cultivation is expected to be good and will help cover those in need of extra grain.

The current political climate will hinder rather than cut off market access and it is believed that people will be able to buy fishing equipment in Malakal to take advantage of what will certainly be a productive fishing year.

Needs Analysis

The flood-affected population will need some support to help them make ends meet and become productive again. A total of 100 MT is needed to tide these people over as well as to support food-for-work schemes that would enhance the longer term food security, health and education of the Shilluk.

Equatoria

Situational Analysis

The situation in the Equatoria region this year can be characterised by surpluses in production and food needs met in the west, minor food deficits in central areas and major deficits in the east.

Tambura, Maridi and Yambio counties have produced major surpluses from the first season crop and Mundri and Yei counties to a lesser extent. Juba and Kajo Keji counties are largely self-sufficient with some areas of food insecurity but there will be food deficits in Torit County and more severe ones in Kapoeta County.

In Kapoeta County, this is the third dry year in a row for the Toposa. The droughts have led to a relative and absolute decline in livestock holdings of the poorest half of the Toposa. The three consecutive bad years have resulted in poorer families decreasing their herd sizes while the middle and better-off families have managed to maintain fairly constant numbers. The reduction in livestock compounded by a two-month drought during the first rains in 1999 may result in the worst year of the last seven for all wealth groups. Due to the drought, local grain will not be available either for the populations' own consumption or exchange up until the next harvest in July 2000 for all areas including the traditional surplus areas of Mogos and Riwoto. Milk yields are expected to be low from the lack of pastures and the reduced calving that occurs in a drought year. Though the availability of wild fruits, nuts and kernels will likely decrease, the poorer families will turn more to this food source.

The populations in Torit County are also facing a difficult year with drought and insecurity affecting yields from agricultural and livestock production, and access to internal and external markets. Tensions appear to be on the rise in the area.

Needs Analysis

Over 200,000 people living in this region will need food aid in 2000. Particularly affected are populations living in Kapoeta and Torit counties, where up to 40% of the total population has been affected by food insecurity.

A total of 6,600 MT of emergency food aid will be needed to save lives, and a further 2,513 MT will also be needed to cover the remaining emergency food aid needs, such as providing additional energy during the cultivation period to promote agricultural production.

Kapoeta County

Situational Analysis

Conflict between the Didinga, Dinka and Toposa has led to displacements, cross-border movements and less time spent on agricultural activities. By far the most important factor has been the continued drought in central and eastern parts of Kapoeta County affecting the Toposa more than any other ethnic group.

This is the third dry year in a row for the Toposa. Exceptional dry conditions during the typical cultivation period affected not only crop production but will also affect the availability of other foods. Milk and blood yields vary according to the quality of the grass and many wild foods are dependent on normal rainfall patterns. These two factors mean that less milk will be stored in the form of ghee for the dry season when milk yields are much lower and will also lead to higher than normal consumption

rates of grain from already poorer than subsistence level harvests. Harvested amounts range from a low of 90 kg up to a high of just 150 kg. Grain typically constitutes at least 20% of the diet, or around 250 kg/household. Due to the drought, local grain will not be available for own consumption or exchange up until the next harvest for all areas including the traditional surplus areas of Mogos and Riwoto. Milk yields are expected to be low from the lack of pastures and the reduced calving that occurs in a drought year. Though the availability of wild fruits, nuts and kernels will likely decrease, the poorer families will turn more to this food source.

With minimal stocks of grain carried through into the dry season, the Toposa will have to rely heavily on their livestock and exchange of assets for grain during the first quarter of 2000. Poor relations with neighbouring tribes and unlikely local surplus opportunities (Riwoto, Mogos) mean that this reliance will fall almost exclusively on their livestock. However, following a dry period grazing areas and water sources are much farther. Moreover fertility rates fall leaving less cows lactating and a high percentage of the reduced yield of milk being given to calves rather than humans. What this means is that there will be less for human consumption and yet their reliance on livestock will be at its highest. Some animals will die anyway and these will be shared out and consumed – but it will not be enough. So they will have to start slaughtering male (unproductive) smallstock and increase human consumption of goat milk at the expense of the young – the reason being that post-drought recovery rates for goats are much higher than for cattle. Finally, they will have little choice but to move to the furthest pastures (Naita) in the areas bordering Ethiopia and other tribes – the choice of who goes being determined by security concerns as much as nutritional needs. The slaughtering of male cattle then will begin around the homestead and this will continue until sufficient rain has fallen to allow the “wet” herds to return and provide milk. This is all part of a very natural cycle of maintenance, loss, restocking and recovery and the more cattle you have the lesser the risk of increased vulnerability to food insecurity.

The dilemma for those poor in livestock is quite clear in that the less cattle you have, the less production you have, leaving a greater shortfall necessitating the slaughter of large numbers of livestock compared to the richer households. In other words, the less you have the more you have to slaughter at a cost that is simply not manageable and with the likelihood of post-drought recovery extremely remote.

The severity of the coming year's food security for the Toposa will almost entirely depend on their ability to access external grain. Just prior to 1998, the main markets for cattle/grain exchange were:

- Poorer households who typically produce surplus grain to their own requirement
- Mogos and Riwoto surplus areas
- Narus and Napotpot – cattle taken to Kenya
- Ethiopia – sought by families in Eastern Toposaland

Up to the next harvest in July 2000, poorer households and the surplus areas of Mogos and Napotpot will not have grain for exchange. In the formal markets of Narus and Napotpot grain availability has decreased for several reasons. In 1998, Kenyans and Dinka were the main traders buying cattle and selling grain in Narus and Napotpot. After reported cases of rinderpest in Torit County, the cross-border trading by truck reduced drastically. This was followed by a Turkana/Toposa peace agreement in 1999, which allowed for increased direct access to the Kenyan market in Lokichoggio for the Toposa. Currently, the Kenyan traders are buying cattle and shoats in Lokichoggio with mainly Toposa traders purchasing cattle in Narus and Napotpot. This has meant an increase in cattle sales but a shifting of the grain market to Lokichoggio. The Lokichoggio market is mainly Kitale maize. Kitale maize prices are currently high and with a poor crop year in Kenya, competition is expected to be more intense than usual. The Toposa may further lose purchasing power as Kenyan pastoralists and agro-pastoralists sell more cattle as a result of the drought in Kenya.

The Narus and Napotpot markets also sell relief grain. The planned repatriation of the Bor Dinka in these locations may further reduce grain for sale in Toposaland. Another factor, but mainly affecting the eastern Toposa, is the possible restriction and control of grain sales by the Government of Ethiopia.

Needs Analysis

Around 35% of the population of Kapoeta County are facing a food insecure year. This will become most evident in the January to March period. A total of 4,576 MT is needed for 123,949 people to save lives and ensure a daily, calorific intake of 2,100 Kcal per person, and a further 1,562 MT is necessary to promote agricultural initiatives. Access to water and health remain primary concerns for the transhumant peoples of Kapoeta County.

Torit County

Situational Analysis

In general, 1999 was a poor crop year throughout Torit County. Low and erratic rains experienced in May and June heavily reduced yields to less than half of what would be considered normal with households producing between two to four sacks. In many other areas of southern Sudan this amount would be more or less sufficient due to other available options, but in Torit County this is less the case and there is a heavy reliance on own crop production.

Hostilities between different ethnic groups have restricted the internal bartering of food, though a few can access the markets of Uganda. Normally people would take livestock, sell them in the market at Agoro, and buy easy-to-carry items to bring back to local villages to be bartered for grain. This year there is little grain available. The people of Hiyala who would normally purchase grain from the Didinga and Imatong hill people can no longer do so due to continuing hostilities.

Situations of food insecurity can often increase hostilities between different groups and this remains a grave concern in Torit County. Moreover, family disintegration is already becoming evident and it is highly likely that school attendance of pupils and teachers will be low unless there is food assistance early enough to allow sufficient stocks to tide people over during the coming months.

Needs Analysis

Approximately 40% of the population of Torit County are currently food insecure and will need 1,896 MT of food to ensure a daily, calorific intake of 2,100 Kcal per person and a further 899 MT to address other emergency needs such as providing extra energy during the cultivation season as a means of boosting agricultural production and therefore longer-term food security.

Yei, Mundri, Yambio, Maridi and Tambura Counties

Further analysis is needed on the degree of surplus in all of these counties. However, there is no doubt that there are significant surpluses above local requirements of sorghum, maize, groundnuts and simsim totalling over 30,000 MT with most concentrated in the western counties. There is undoubtedly a bigger surplus this year as compared to previous years as resettled families from 1997 have become agriculturally productive and therefore constitute less of a market for local surpluses. Other important reasons why this harvest is so good have been: a climatic year conducive to agriculture; relative stability; generally good trade options and access; previous NGO initiatives and incentives; and increasing land use for crop production.

One of the more startling contrasts between these counties and the rest of the southern Sudan is the level of purchasing power. Few areas of the world can have such a differentiation in the standard of living of rural farming families. The average household in Upper Nile is able to earn sufficient cash or cash equivalent through barter to buy two sacks of grain in a given year, if all money is spent on food. In Western Equatoria it is common to find households earning enough to buy over two hundred sacks. The level of service provision is also much higher in this region.

Current estimates of the amount of food available for purchase by county and food type are as follows:

County	Sorghum (MT)	Maize (MT)	Gnuts (MT)*	Simsim (MT)
Tambura	8,229	1,699	1,577	
Yambio	6,211	9,278	1,550	241
Maridi	5,899	550	743	78
Mundri	2,365	-	-	-
Yei	450	300	20	26
Total	23,154	11,827	3,890	345

*refers to unshelled groundnuts

While recognising that there are certain negative implications of WFP purchasing surplus food stocks in Western Equatoria, the FEAU strongly believes that these are far outweighed by the benefits.

Beyond the very obvious advantages of using local food and seeds to assist those more disadvantaged in southern Sudan, other benefits would also accrue. These could be summarised as follows:

- Encouragement to low producers
- Greater incentive to produce minor crops for own consumption
- Incentive for more co-operative activity for bulk purchase
- Reduction in post-harvest losses
- Stimulus to local micro-economies
- More cash for health and education services
- Incentive to improve infrastructure without payment

ABBREVIATIONS & ACRONYMS

ANA	Annual Needs Assessment
CRS	Catholic Relief Services
DOT	Diocese of Torit
FEAU	Food Economy Analysis Unit
FFW	Food-for-work
GOS	Government of Sudan
IAS	International Aid Sweden
Kcal	Kilocalorie
KG	Kilogram
MDM	Medecins du Monde
NGO	Non-governmental Organisation
FRRA	Fashoda Relief and Rehabilitation Association
FEWS	Famine Early Warning System
OLS	Operation Lifeline Sudan
RASS	Relief Association of southern Sudan
SRRA	Sudan Relief and Rehabilitation Association
UN	United Nations
UNICEF	United Nations Children's Fund
WVI	World Vision International
WFP	World Food Programme

GLOSSARY OF VERNACULAR TERMS

Malual	a unit of measurement typically around 3 kg of whole grain
Payam	Administrative area within a county (SPLM/A areas)