



**U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT
BUREAU FOR DEMOCRACY, CONFLICT, AND HUMANITARIAN ASSISTANCE (DCHA)
OFFICE OF U.S. FOREIGN DISASTER ASSISTANCE (OFDA)**

Sudan – Complex Emergency

Situation Report #1, Fiscal Year (FY) 2003

October 11, 2002

Note: This Situation Report updates USAID/OFDA Situation Report #5, dated August 15, 2002.

BACKGROUND

For more than 19 years, the Sudanese population has been negatively impacted by war, famine, and disease, largely associated with the civil war between the Government of Sudan (GOS) and Southern Peoples Liberation Movement/Army (SPLM/A). Since 1983, more than two million people have died from war-related events, and more than four million people have been displaced due to the continued fighting, raiding, and GOS aerial bombings. Sudan has experienced three periods of famine over the last 13 years; Bahr el Ghazal in 1988-1989 and 1998, and Upper Nile in 1992-1993. Since 1999, GOS military operations aimed at securing oil drilling, exploration, and exploitation have further increased displacement in western Upper Nile.

In response to the 1988-1989 Bahr el Ghazal famine, the United Nations (U.N.) established Operation Lifeline Sudan (UN/OLS), a tripartite agreement of negotiated access among the GOS, the SPLM, and the U.N. Under this framework, a consortium of U.N. agencies and more than 40 international and indigenous non-governmental organizations (NGOs) provide emergency relief and rehabilitation assistance in Sudan. In addition, due to frequent and repeated denial of access by the GOS, more than ten international NGOs provide humanitarian assistance outside of the UN/OLS consortium. Since the civil war began in 1983, the United States Government (USG) has provided more than \$1.6 billion in humanitarian assistance to the Sudanese population.

Since 2001, through President George W. Bush’s appointment of USAID Administrator Andrew Natsios as Special Humanitarian Coordinator and former U.S. Senator John Danforth as Special Envoy for Peace, the United States Government (USG) has been at the forefront of serious and sustained negotiations between the GOS and SPLA to increase humanitarian access to war-affected areas, and to support the peace process. This involvement has led to a formal cease-fire agreement for the Nuba Mountains, a framework for the cessation of attacks against civilians, the establishment of periods of tranquility, and an international inquiry on slavery in Sudan. In addition, U.S. involvement helped to create a favorable environment for peace talks under the auspices of the regional Intergovernmental Authority on Development (IGAD) that produced the Machakos Protocol signed by both the GOS and SPLA on July 20, 2002.

NUMBERS AT A GLANCE	SOURCE
Complex Emergency-related Deaths (since 1983)	Total: More than 2,000,000 U.S. Committee for Refugees
Internally Displaced Persons (IDPs)	Total: More than 4,000,000 Greater Khartoum: More than 2,000,000 Transitional zone and southern areas: More than 1,500,000 Garrison Towns: More than 300,000 2002 United Nations Consolidated Inter-Agency Appeal for Sudan
Sudanese Refugees	442,500 - Total 155,400 – Uganda 84,200 – Ethiopia 70,000 – Democratic Republic of the Congo 68,200 – Kenya 34,000 – Central African Republic 30,000 – Chad 700 – Eritrea United Nations High Commissioner for Refugees (UNHCR)

Total FY 2002 USAID/OFDA Humanitarian Assistance to Sudan	\$38,386,321
Total FY 2002 USAID/FFP Humanitarian Assistance to Sudan	\$59,784,378
Total FY 2002 USDA Humanitarian Assistance to Sudan	\$38,900,000
Total FY 2002 State/PRM Humanitarian Assistance to Sudan	\$2,600,000
Total FY 2002 USG Humanitarian Assistance to Sudan	\$139,670,699

CURRENT SITUATION

Eastern Equatoria

The humanitarian situation in Eastern Equatoria has deteriorated significantly since the SPLA captured the town of Torit on September 1. As a result of intensified fighting around the GOS attempts to retake Torit, the GOS imposed a flight and operational ban on all OLS and ICRC humanitarian operations from September 26 through October 6. This ban shut down all humanitarian operations out of Lokichoggio, Kenya, effectively suspending both OLS and non-OLS programs in opposition-held areas of Sudan for nine days. WFP indicated that the GOS ban on OLS humanitarian operations deprived more than 500,000 people in southern Sudan of emergency food assistance. According to international media sources, the GOS retook the town of Torit on October 8.

International aid organizations are concerned that intense fighting in Eastern Equatoria, GOS denial of access to locations in need, and the continued use of aerial bombardment by the government against civilians will prevent organizations from delivering humanitarian assistance to affected populations. The October GOS flight clearance list denies flights south of the Narus, Mogos, Lafon, Juba, and Yei. This is an expansion of previous restrictions and completely blocks air access to Eastern Equatoria. For years, the government has denied OLS air access to the line south of Kapoeta, Torit, Juba, and Yei.

Western Upper Nile

According to a September 17 USAID Famine Early Warning System Network (FEWSNET) report, the food security situation in western Upper Nile is precarious due to heavy fighting in August between GOS and SPLA forces. As a result of the fighting, more than 77,000 civilians fled into Twic and Gogrial counties, Bahr el Ghazal, in late July and early August. In addition, more than 50,000 civilians fled to Tonj County, Lakes Region, causing further strain on the food security situation in the Lakes Region.

Lack of humanitarian access to western Upper Nile has been a significant constraint to the delivery of assistance. In the September and October clearance list, the GOS denied flight access to nine locations in western Upper Nile and indicated that an additional 18 locations were unidentifiable, and therefore, restricted from receiving humanitarian assistance.

In May, the government banned all flights to western Upper Nile from Kenya, effectively stopping all assistance to opposition areas. In late June, the GOS approved a five-day UN/OLS operation for emergency assistance to five locations in SPLM/A areas of Western Upper Nile. However, this was not sufficient to meet the humanitarian needs of the affected population.

Eastern Sudan

According to international media sources, in early October heavy fighting between GOS and National Democratic Alliance (NDA) forces in Kassala State forced thousands of civilians to flee. NDA forces are believed to have captured the towns of Hamashkhoreib and Shallob. The GOS has accused the Government of Eritrea (GOE) of backing the rebel movement, which the GOE denied. USAID/OFDA is monitoring the humanitarian situation closely.

Nuba Mountains

In its October flight clearance, the GOS has insisted that humanitarian inputs to the Nuba Mountains arrive via El Obeid in northern Sudan. In effect, this restriction denies humanitarian access from the southern sector. These restrictions placed on the delivery of aid to opposition-controlled areas of the Nuba Mountains are in violation of the cease-fire agreement signed by the Government of Sudan and the Sudan People's Liberation Movement (SPLM) in January 2002. Following significant international pressure, the GOS is expected to reverse this decision.

Peace Negotiations

On July 20, following five weeks of negotiations under the auspices of the Sudan Peace Committee of the regional Inter-Governmental Authority on Development (IGAD) in Machakos, Kenya, the GOS and SPLM signed a significant framework for a peace agreement. The "Machakos Protocol" addresses two of the most contentious issues; recognizing the right to self-determination for southern Sudanese and agreeing to the relationship between state and religion.

GOS negotiators withdrew from peace talks in Machakos, Kenya one day after the SPLA capture of Torit on September 1. GOS and SPLM officials had been in Machakos since the middle of August to work out details for a comprehensive political settlement to the nearly two-decade old war, under the terms of the Machakos Protocol. However, cessation of hostilities was not on the agenda to be discussed until political and resource-sharing arrangements were agreed upon, and both the GOS and SPLA used August and September to advance their military goals.

Following intense political pressure from members of IGAD, both sides have verbally committed to the resumption of talks on October 14 and to a stand down of military activities. International actors were very active in persuading the two sides to resume peace talks, in spite of the ongoing battles in western Upper Nile, Eastern Equatoria, and eastern Sudan. Without a formal written agreement, the international community remains cautiously optimistic that the peace talks will resume.

CONSTRAINTS TO HUMANITARIAN ASSISTANCE

Humanitarian Access

The October flight clearance list for OLS humanitarian operations into southern Sudan expanded the three year-old ban on all flights to Eastern Equatoria, placed new restrictions on flights to the Nuba Mountains, and denied access to 61 specific locations in opposition-controlled areas, making this the most restrictive monthly flight clearance placed on OLS in many years.

The GOS flight ban on humanitarian operations to Eastern Equatoria from September 26 to October 6 shut down both OLS and non-OLS humanitarian aid deliveries to southern Sudan. On October 5, the GOS modified the ban to allow for humanitarian flights over Equatorial airspace. However, the GOS completely blocked the delivery of assistance to Eastern Equatoria by expanding the number of areas denied access to include all serviceable airstrips in the region. The U.N. reported that the nine-day suspension of humanitarian flights by the GOS denied more than 3 million people access to humanitarian assistance, stranded more than 500 humanitarian aid workers, and prevented the delivery of over 150 tons of emergency food and non-food supplies per day.

In response to the nine-day shut down of OLS operations and the restrictive October flight clearance list, USAID Administrator and Special Humanitarian Coordinator for Sudan Andrew Natsios issued statements on September 27 and October 3, stressing that the U.S. seeks full humanitarian access to southern Sudan. The U.S. also urged the GOS to cease all obstructive tactics to relief operations in the areas held by the opposition and condemned the significant increase in attacks on civilians by the GOS.

Since February 2002, access by international agencies to civilians in need has eroded due to increased flight denials by the GOS. Prior to the nine-day total flight ban, the government denied humanitarian access to 19 locations in September, primarily in western Upper Nile and Bahr el Ghazal, as well as the denial of any location south of the Kapoeta—Torit—Juba line. In addition, 39 locations were not known to the GOS, which effectively denied humanitarian assistance to an addition 18 locations in Bahr el Ghazal, 18 locations in western Upper Nile, and three locations in Equatoria.

Attacks Against Civilians

According to international human rights organizations, GOS aerial attacks against civilians have increased substantially since the GOS withdraw from peace negotiations in Machakos. From September 9 to 24, 21 separate attacks have been reported, primarily in western Upper Nile and Eastern Equatoria. Full implementation of the agreement to protect civilians and civilian facilities from military attack, signed by both the GOS and SPLA

on March 29, 2002, has been delayed due to GOS points of clarification on the establishment of a monitoring system.

Insecurity

Numerous international humanitarian aid organizations have evacuated staff from their respective areas of operation due to the increase in GOS aerial bombings over the last month. In addition, the flight denials in Eastern and Western Equatoria placed humanitarian relief workers in danger because international organizations were unable to evacuate staff if needed.

U.N. reports indicate that due to insecurity along the Maridi—Yambio corridor caused by a group of SPLA deserters, international aid organizations have withdrawn staff from Yambio, Western Equatoria. The evacuation of staff from this traditionally stable location underscores the fluid situation in southern Sudan.

USG HUMANITARIAN ASSISTANCE

In May 2001, President Bush named USAID Administrator Andrew S. Natsios as Special Humanitarian Coordinator for Sudan (SHCS). The role of the Special Humanitarian Coordinator includes increasing stability in war and drought-affected areas, improving the delivery mechanisms of humanitarian assistance, coordinating USG assistance, coordinating external relations with other donors, and increasing attention on human rights abuses. Administrator Natsios visited Sudan in late May 2002 to press the government for increased humanitarian access, as well as monitor development programs in southern Sudan.

On September 6, 2001, President Bush appointed former Senator John Danforth to be the Special Envoy for Peace to Sudan. Senator Danforth has put forth a series of initiatives to test the seriousness of the main combatants about peace, including sustained peace in the Nuba Mountains, periods of tranquility for special humanitarian programs, the cessation of GOS attacks on civilian and humanitarian targets, and the establishment of a Sudan slavery and forced abduction commission.

USAID has identified programmatic priorities until January 2003. These priorities will include continuing programs in the sectors of health, food security, education, and economic revitalization; as well as new initiatives linked directly to the peace process including improving humanitarian access to populations in need, preparing the South for peace, and expanding programs that cross GOS-SPLM front lines to reinforce local reconciliation.

USAID/OFDA, as well as USAID's Office of Food for Peace (FFP), provide humanitarian assistance under the guidelines of the Integrated Strategic Plan and outlined programmatic priorities. The United States Department of Agriculture (USDA) and the Department of State's Bureau of Population, Refugees, and Migration

(State/PRM) provide additional USG humanitarian assistance to Sudan. USAID's Africa Bureau manages the development portion of the Sudan Integrated Strategic Plan in opposition-held areas of the country. Funding provided in FY 2002 totaled more than \$14.2 million, including nearly \$11.3 million in development assistance,

\$2.5 million in Economic Support Funds, and \$500,000 in Child Survival and Health Funds.

On October 1, 2002, U.S. Chargé d'Affaires Jeff Millington renewed the disaster declaration for FY 2003 for Sudan. The US Mission in Sudan has declared disasters due to the complex emergency since 1987.

U.S. GOVERNMENT HUMANITARIAN ASSISTANCE TO SUDAN

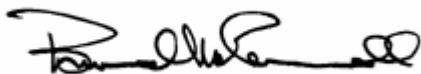
<i>Agency</i>	<i>Implementing Partner</i>	<i>Sector</i>	<i>Regions</i>	<i>Amount</i>
FY 2002				
USAID¹				\$98,170,699
USAID/OFDA²				\$38,386,321
<i>Southern Sector Programs</i>				
	ACROSS	Primary Health	Jonglei	\$300,000
	ACF	Nutrition Surveillance	Southern Sudan	\$353,388
	ADRA	Primary Health, Animal Health	Upper Nile	\$997,129
	ARC	Primary Health, Wat/San	Eastern Equatoria	\$1,386,044
	CARE	Food Security, Primary Health	Jonglei	\$1,716,915
	Carter Center	Primary Health	Southern Sudan	\$1,000,000
	Christian Aid	Non-Food Items	Upper Nile	\$235,050
	CMA	Primary Health	Upper Nile	\$540,355
	CONCERN	Food Security	Southern Sudan	\$1,400,000
	CONCERN	Livelihoods	Southern Sudan	\$605,286
	CRS	Primary Health, Food Security	Southern Sudan	\$2,139,838
	FAO	Food Security, Coordination	Southern Sudan	\$750,000
	GOAL	Primary Health	Bahr el Ghazal, Southern Blue Nile	\$1,410,427
	IAS/MEDIC	Wat/San	Southern Sudan	\$845,900
	IRC	Primary Health, Livestock, Agriculture	Bahr el Ghazal, Upper Nile	\$2,350,000
	IRC/Tearfund	Food Security, Nutritional Surveillance, Health Education	Bahr el Ghazal	\$321,939
	MEDAIR	Food Security, Relief	Upper Nile	\$535,000
	NPA	Food Security, Peace Committee	Southern Sudan	\$2,448,621
	Samaritan's Purse	Food Aid, Agriculture	Southern Sudan	\$1,401,066
	SCF/UK	Food Security, Relief	Bahr El Ghazal, Upper Nile	\$603,303
	SCF/US	Primary Health	South Kordofan	\$858,740
	UNHABITAT	Infrastructure Improvement	Southern Sudan	\$1,000,000
	UNICEF	Multi-Sectoral	Southern Sudan	\$2,500,000
	World Vision	Non-Food Items	Upper Nile	\$476,908
	VSF/B	Animal Health	Bahr el Ghazal, Upper Nile	\$350,000
	VSF/G	Animal Health	Bahr el Ghazal, Eastern Equatoria	\$735,000
<i>Northern Sector Programs</i>				
	ACF	Primary Health	Bahr el Jebel, Bahr el Ghazal	\$857,275
	ADRA	Primary Health, Wat/San	White Nile	\$709,591
	CARE	Primary Health, Food Security	Khartoum, Darfur	\$2,404,199

	FAO	Livestock, Coordination	Jonglei	\$400,000
	GOAL	Primary Health	Upper Nile	\$163,920
	GOAL	Primary Health	Kassala	\$345,116
	IRC	Food Security	Southern Sudan	\$209,937
	IRC	Primary Health, Wat/San	Upper Nile	\$462,792
	MEDAIR	Primary Health	Western Darfur	\$222,015
	SCF/US	Multi-Sectoral	South Kordofan	\$600,000
	SCF/US	Primary Health, Wat/San, Agriculture	Southern Kordofan	\$710,949
	SCF/UK	Primary Health	Southern Darfur	\$254,952
	UNDP	Coordination	Southern Darfur	\$250,000
	UNICEF	Primary Health, Nutrition	Bahr el Ghazal	\$300,000
	UNOCHA	Security	Sudan	\$302,524
	UNOCHA	Coordination	Sudan	\$250,000
	WFP	Logistics	Sudan	\$540,000
<i>Administrative Support</i>				
	USDA	Technical Assistance	Washington, D.C.	\$400,000
	USAID/ARO	Technical Assistance	Southern Sudan	\$364,337
	USAID/Khartoum	Technical Assistance	Khartoum	\$666,583
	USAID/Washington	Technical Assistance	Washington, D.C.	\$711,222
USAID/FFP				\$59,784,378
	ADRA	1,810 MT of Title II emergency food assistance	White Nile	\$867,700
	CRS	12,010 MT of Title II emergency food assistance	Eastern Equatoria	\$10,215,500
	NPA	6,140 MT of Title II emergency food assistance	Southern Sudan	\$6,881,078
	WFP	49,500 MT of Title II emergency food assistance	Sudan	\$41,820,100
USDA/FAS				\$38,900,000
	WFP	43,000 MT of Section 416 (b) food assistance	Sudan	\$38,900,000
State/ PRM³				\$2,600,000
	UNHCR	Refugee Operations	Sudan	\$2,200,000
	WFP	Refugee Operations	Sudan	\$400,000
Total USG Humanitarian Assistance in FY 2002 (to date)				\$139,670,699

¹ USAID funding figure includes international disaster assistance funding provided by USAID/OFDA and USAID/FFP and does not reflect \$11.3 million in development assistance funding, \$2.5 million in Economic Support Funds, and \$500,000 in Child Survival assistance provided through USAID's Africa Bureau.

² USAID/OFDA funding indicates committed and/or obligated amounts as of September 30, 2002. Additional USG humanitarian assistance is not expected in FY 2002. USG humanitarian assistance will be reported in FY 2003 as it becomes available.

³ State/PRM figures include only Sudan-specific funding, and do not include unearmarked funding for UNHCR and IFRC Africa programs.



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