



**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 #3, Fiscal Year (FY) 2003

May 8, 2003

Note: This Situation Report updates USAID/OFDA Situation Report #2, dated February 19, 2003.

BACKGROUND

For more than 19 years, the Sudanese population has been adversely impacted by war, famine, and disease, largely associated with the civil war between the Government of Sudan (GOS) and the Sudan 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, the largest Internally Displaced Person (IDP) population in the world. 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.

In response to the 1988-1989 Bahr el Ghazal famine, the United Nations (U.N.) established Operation Lifeline Sudan (U.N./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 U.N./OLS consortium. Since the civil war began in 1983, the United States Government (USG) has provided more than \$1.7 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 for Sudan and former U.S. Senator John Danforth as Special Envoy for Peace to Sudan, the USG has been at the forefront of serious and sustained international engagement with the GOS and SPLM to increase humanitarian access to war-affected areas, and to support the peace process. By the end of 2002, this involvement 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 for special humanitarian programs, and an international inquiry on slavery in Sudan. In addition, U.S. involvement helped to establish a favorable environment for peace talks under the auspices of the regional Intergovernmental Authority on Development (IGAD). These peace talks produced the Machakos Protocol, signed by both the GOS and SPLM on July 20, 2002, that establishes an overall framework for peace, and a Memorandum of Understanding (MOU), signed in Machakos on October 15, 2002, that calls for the cessation of hostilities between the two sides and unimpeded humanitarian access throughout Sudan.

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 1,800,000 Transitional Zone and Eastern Sudan: More than 500,000 Garrison Towns: More than 300,000 SPLM/A Controlled Areas: More than 1,400,000	2003 United Nations Consolidated Inter-Agency Appeal for Sudan
Sudanese Refugees	460,000 - Total 172,000 – Uganda 90,000 – Ethiopia 80,000 – Kenya 70,000 – Democratic Republic of the Congo 36,000 – Central African Republic 12,000 – Chad 700 – Eritrea	United Nations High Commissioner for Refugees (UNHCR)
Refugees in Sudan	327,000 – Total	UNHCR

FY 2003 USAID/OFDA Assistance to Sudan to date	\$19,456,075
FY 2003 USAID/FFP Assistance to Sudan to date	\$53,312,789
FY 2003 USAID/OTI Assistance to Sudan to date	\$2,556,955
FY 2003 State/PRM Assistance to Sudan to date.....	\$600,000
FY 2003 USDA Assistance to Sudan to date	\$61,820
Total FY 2003 USG Humanitarian Assistance to Sudan to date.....	\$75,987,639

CURRENT SITUATION

Humanitarian Access

Under an agreement reached at the fifth meeting of the Technical Committee for Humanitarian Assistance (TCHA) January 18 through January 19 in Nairobi, Kenya, the World Food Program (WFP) and the United Nations Children's Fund (UNICEF) have accessed areas of Southern Blue Nile controlled by SPLM/A which were previously unreachable to the U.N.

However, humanitarian access has been hindered by the GOS denial of flight authorizations for U.N. "Buffalo" cargo aircraft, denial of permits to U.N. staff of certain nationalities, and insistence that NGO staff obtain work permits; and by SPLM's refusal to issue passes to NGO staff with GOS visas. From September 2002 through January 2003, two out of three U.N. Buffalo aircraft were denied flight authorizations to enter GOS airspace. From February 9 through February 25, all Buffalo aircraft were denied flight authorization. These aircraft have been flying since February 25 with few restrictions.

On April 30, UN OCHA reported that the GOS, SPLM/A, and the U.N. agreed to re-open the Nile River Corridor, allowing the U.N. to transport humanitarian assistance aboard barges on the Nile River.

Darfur

Three years of drought and two months of heightened conflict have created a looming humanitarian crisis in North and West Darfur. USAID/Khartoum reports that millet prices are rising sharply and livestock prices are low in North Darfur, creating a need for an estimated 10,389 MT of food to meet the needs of approximately 300,000 people from April to September of 2003.

However, the security environment in Darfur is impeding humanitarian operations and increasing needs. In February, long-standing ethnic tensions broke into armed conflict between tribes and also rebellion against the government. Events heated up during April, when opposition forces attacked El Fasher, the capital of North Darfur, and government forces reportedly attacked villages. Currently, insecurity is preventing the U.N. and NGOs from operating normally, and food aid that has reached the region is not being distributed to needy populations.

Southern Blue Nile

Following the TCHA agreement in mid-January, security and needs assessments were done by the U.N. and NGOs in both GOS and SPLM zones. The situation was found to be most severe in opposition areas of Southern Blue Nile, where more than 90 percent of the population are in need of food assistance due to drought and conflict. On March 19, 2003, WFP

and UNICEF announced the establishment of the first U.N. relief operation in this region. Previously, needs here were being met by several NGOs, but these programs were unable to meet all needs due to insecurity and operational constraints. According to UN OCHA, WFP plans to distribute food aid to 79,000 people in areas controlled by both the GOS and the SPLM/A. The assistance will target moderately malnourished children over a six-month period. WFP will continue to monitor the situation on the ground and provide food as needed until the next harvest in October 2003. UNICEF will increase the supply of potable water and provide pharmaceuticals, maternal and child health kits, therapeutic feeding, water containers, soap, and school supplies.

Western Upper Nile

According to U.N./OLS field reports, the humanitarian situation in western Upper Nile has deteriorated in recent months due to a military offensive by GOS-supported militia that began on December 31, 2002, in violation of the MOU for a cessation of hostilities. To date, the fighting has displaced thousands of people from their homes and exacerbated already severe water and food shortages caused by conflict over the past several years. U.N./OLS estimates that more than 95,000 people are highly vulnerable to food insecurity in the region, with more than 20,000 people affected by the recent fighting.

A report by the independent Civilian Protection Monitoring Team (CPMT), issued on February 6, 2003, confirmed that militia forces supported by the GOS had attacked villages around Mayom, Mankien, Tam, and Leal, western Upper Nile. The CPMT's mandate is to verify reports of attacks on civilians in accordance with a March 31, 2002 agreement between the GOS and SPLM/A, proposed by U.S. Special Envoy Danforth, that calls for the protection of non-combatant civilians and civil facilities from military attack. On April 7, UN OCHA reported that the CPMT did not actively investigate incidents for a month, beginning March 7. CPMT has since resumed activities.

Both WFP and UNICEF, as well as several international and local NGOs, have continued to deliver humanitarian assistance to the western Upper Nile population despite insecurity on the ground. However, humanitarian relief interventions have been severely constrained.

According to a joint Medair, WFP, U.N. Food and Agriculture Organization (FAO) assessment in April 2003, an estimated 16,500 IDPs from western Upper Nile are in Wulier in Bahr el Ghazal and require emergency food and non-food assistance.

Nuba Mountains

WFP has done a crossline humanitarian road convoy from GOS towns to the SPLM area of the Nuba Mountains for the first time in 19 years. On March 31, 2003, a WFP convoy carrying 43 MT of emergency food assistance departed from the GOS-controlled town of Kadougli, arriving in SPLM-controlled Karkar on April 1, 2003. WFP plans to continue the convoys, assisting a total of 140,000 people in areas controlled by the SPLM/A and 133,000 people in areas controlled by the GOS.

Donor Coordination

From March 31 to April 2, 2003, representatives from the GOS, SPLM/A, eighteen donor countries, the U.N., the International Monetary Fund (IMF), the World Bank, the African Development Bank, the Arab League, IGAD, and NGOs met in Noordwijk, the Netherlands to discuss preparations for reconstruction activities in the first six months following the signature of the anticipated peace agreement. Conference participants agreed on a document of conclusions and next steps, available on USAID's website: http://www.usaid.gov/about/sudan/hague_final_conclusion.doc. Most importantly, the Sudanese Parties agreed to a follow-up technical meeting in Nairobi assisted by a number of international partners to discuss implementation modalities related to capacity building and priority programs during the first six months after a peace agreement is signed. The Noordwijk meeting continued a series of Sudan coordination meetings started by USAID in June, 2002.

Peace Talks

From March 4 to March 19, 2003, the GOS and SPLM held the fourth round of IGAD-supported peace talks in Karen, Kenya. This round of talks focused on the so-called three areas of Abyei, Nuba Mountains and Southern Blue Nile which are within Northern Sudan but where there is considerable opposition to the Government.

On April 2, 2003, GOS President El Bashir and SPLM Chairman Dr. John Garang met in Nairobi. They expressed confidence in the peace agreement mediators, and reiterated their commitment to achieving a final peace agreement by the end of June 2003.

From April 6 to April 16, 2003, the GOS and SPLM/A held the fifth round of peace talks in Nairobi. The parties discussed security arrangements, including the size and positioning of military forces and the reintegration of demobilized troops. The next round of peace talks, scheduled to begin May 7, 2003, will cover the topics of power- and wealth-sharing.

USG HUMANITARIAN ASSISTANCE

USAID/OFDA's priorities in FY 2003 include continuing programs in the sectors of health, nutrition, livestock, and food security; as well as new initiatives linked to the peace process including expanding humanitarian assistance as a result of improved access to populations in need, planning a quick impact program for the first six months after peace, and expanding programs that cross GOS-SPLM front lines to reinforce local peace initiatives.

USAID is preparing a new program strategy for Sudan, the Interim Strategic Plan (ISP) for FY 2003 through FY 2005. The Sudan ISP defines the objectives to be achieved with a combination of humanitarian, transitional and development assistance. Numerous sectoral analyses were done to design the new directions, particularly the planned expansion of USAID's development assistance program for opposition areas of Sudan. The ISP will have five program focus areas—peace and reconciliation, governance, education, health and water, and economic recovery. The Sudan ISP should be approved in June 2003 and will subsequently be available to the public.

USAID's Africa Bureau manages the development assistance, which goes only to opposition-held areas of the country. USAID Africa Bureau development assistance funding planned in FY 2003 is \$18.4 million, including \$17.7 million in development assistance and \$700,000 in child survival and health funds.

In FY 2003, USAID's Office of Food for Peace (FFP) has provided 60,180 MT of Title II emergency food assistance for Sudan valued at nearly \$53.5 million to WFP and several NGOs for Sudan.

In FY 2003, USAID's Office for Transition Initiatives (OTI) began activities in Sudan. USAID/OTI is focusing on supporting an independent southern Sudan media, fostering demand for good governance, and providing rapid, flexible conflict resolution mechanisms and tangible peace dividends.

The Department of State's Bureau of Population, Refugees, and Migration (State/PRM) has provided \$600,000 to the World Food Program in Sudan for feeding programs for refugees from neighboring countries who are in Sudan. In addition, State/PRM has committed \$30.0 million to UNHCR and \$29.2 million to the International Committee of the Red Cross (ICRC) for unarmarked Africa-wide refugee assistance.

The United States Department of Agriculture (USDA) provides additional USG humanitarian assistance to

Sudan. To date in FY 2003, USDA has provided 30 MT of dried milk valued at \$61,820 to WFP for Sudan. On November 18, 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 2003 (to date)				
USAID/OFDA¹				\$19,456,075
<i>Southern Sector Programs</i>				
	AAH/USA	Nutrition Surveillance	Southern Sudan	\$349,997
	ADRA	Water/Sanitation, Animal Health	Eastern Upper Nile	\$350,000
	ARC	Primary Health, Water/Sanitation	Eastern Equatoria	\$1,399,992
	CARE	Agriculture, Primary Health	Jonglei	\$1,364,993
	CONCERN	Food Security	Southern Sudan	\$1,400,000
	CRS	Primary Health, Food Security	Southern Sudan	\$1,688,608
	IRC	Primary Health, Livestock, Agriculture	Bahr el Ghazal, Upper Nile	\$1,000,000
	MEDAIR	Food Security, Relief	Upper Nile	\$509,230
	NPA	Food Security	Southern Sudan	\$1,906,040
	Samaritan's Purse	Food Security, Water	Sudan	\$1,588,241
	SCF/UK	Food Security, Relief	Bahr El Ghazal, Upper Nile	\$600,000
	SCF/US	Primary Health	South Kordofan	\$500,000
	UNFAO	Livestock, Coordination	Southern Sudan	\$600,000
	UNICEF	Multi-Sectoral	Southern Sudan	\$1,200,000
	VSF/G	Animal Health	Bahr el Ghazal, Eastern Equatoria	\$400,000
<i>Northern Sector Programs</i>				
	ACF	Primary Health	Juba, Wau	\$804,125
	ADRA	Primary Health, Water/Sanitation	White Nile	\$400,000
	GOAL	Primary Health	Upper Nile, Kassala	\$579,999
	MEDAIR	Primary Health	Western Darfur	\$200,000
	SCF/US	Primary Health	South Kordofan	\$993,103
	IRC	Primary Health, Wat/San	Upper Nile	\$399,680
	UNDP	IDP return	Western Kordofan	\$450,000
	UNFAO	Livestock, Coordination	Northern Sudan	\$300,000
<i>Administrative Support</i>				
	USAID/Khartoum	Technical Assistance	Sudan	\$223,698
	USAID/ARO	Technical Assistance	Sudan	\$248,369
USAID/FFP				\$53,312,789
	ADRA	2,600 MT of Title II emergency food assistance	Sudan	\$2,112,489
	CARE	1,470 MT of Title II emergency food assistance	Sudan	\$549,900
	Norwegian Peoples Aid	9,090 MT of Title II emergency food assistance	Sudan	\$11,080,500

¹ USAID/OFDA funding indicates committed and/or obligated amounts as of April 18, 2003.

	WFP	44,760 MT of Title II emergency food assistance	Sudan	\$39,569,900
USAID/OTI				\$2,556,955
	Christian Aid	Governance Activities	Southern Sudan	\$500,000
	EDC	Independent Media	Southern Sudan	\$500,000
	PACT, Inc.	Governance and Peace-Building Activities	Southern Sudan	\$1,500,000
	USAID	Administrative/Travel	Southern Sudan	\$56,955
State/PRM²				\$600,000
	WFP/Sudan	Refugee feeding programs	Sudan	\$600,000
USDA				\$61,820
	WFP	30 MT of dried milk under 416b	Sudan	\$61,820
Total USG Humanitarian Assistance in FY 2003 (to date)				\$75,987,639



Bernd McConnell
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**USAID/OFDA bulletins can be obtained from the USAID web site at*
http://www.usaid.gov/hum_response/ofda/publications/situation_reports/index.html

² State/PRM figures for FY 2003 do not include unarmarked funding for UNHCR and ICRC Africa-wide programs.