



**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 #4, Fiscal Year (FY) 2004

June 21, 2004

Note: This report updates the last situation report dated May 7, 2004.

BACKGROUND

For more than 20 years, Sudan has been adversely impacted by armed conflict, 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 war began in 1983, more than 2 million people have died, approximately 628,000 Sudanese have sought refuge in neighboring countries, and more than 4 million people have been displaced, creating the largest internally displaced person (IDP) population in the world. Until April 2003, when violence increased dramatically in western Sudan, conflict had mainly affected southern Sudan and the transition zone between North and South. In 1989, the United Nations (U.N.) established Operation Lifeline Sudan, a tripartite access agreement among the GOS, the SPLM/A, and the U.N. Under this framework, U.N. agencies and non-governmental organizations (NGOs) provide humanitarian and rehabilitation assistance to vulnerable southern Sudanese. Since 1983, the U.S. Government (USG) has provided more than \$1.9 billion in humanitarian assistance to Sudan.

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/A to increase humanitarian access to war-affected areas and to support the peace process. By the end of 2002, USG involvement led to a formal ceasefire agreement for the Nuba Mountains area, 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). The IGAD-sponsored peace talks in Machakos, Kenya, produced the Machakos Protocol, which was signed by the GOS and SPLM/A on July 20, 2002 and established an overall framework for peace. On June 5, First Vice President Ali Osman Taha and SPLM Leader John Garang signed the Nairobi Declaration, an agreement linking the six protocols negotiated between July 20, 2003 and May 26, 2004. The final round of talks addressing security arrangements and implementation modalities will begin on June 22.

Although the recent progress on the North-South peace process brings hope for an end to Africa's longest civil war, a new humanitarian crisis has emerged in western Sudan. The security situation in the three states of Darfur has steadily deteriorated since the Darfur-based Sudanese Liberation Movement/Army (SLM/A) attacked GOS security forces at Al Fasher in April 2003. Fighting between two main opposition groups—the SLM/A and the Justice and Equality Movement (JEM)—and the GOS military and militia groups supported by the GOS has intensified, while inadequate humanitarian access and systematic violence against civilian populations in Darfur by the government-backed militias, predominantly the *Jingaweit*, have caused one of the world's most desperate humanitarian situations. Out of an estimated population of 6.5 million in Darfur, approximately 2.2 million people are affected by the crisis, including more than 1 million IDPs and approximately 158,000 refugees who have fled into neighboring Chad.

NUMBERS AT A GLANCE		SOURCE
IDPs Total: 4,112,000	Greater Khartoum: 2,000,000 Northern Sudan (not Khartoum or Darfur): 362,000 Darfur: 1,000,000 Southern Sudan: 750,000	Norwegian Refugee Council – 2004 U.N. Office for the Coordination of Humanitarian Affairs (UN OCHA) – 2004
Sudanese Refugees Total: 627,660	Uganda: 223,000 Chad: 160,000 Ethiopia: 90,000 Democratic Republic of the Congo: 70,000 Kenya: 68,000 Central African Republic: 36,000 Egypt: 30,000 Eritrea: 660	U.N. High Commissioner for Refugees (UNHCR) – 2004
Refugees in Sudan	Total: 270,000 from Uganda, Ethiopia, Eritrea, and others	UNHCR – 2004

Total FY 2004 USAID/OFDA Assistance to Sudan\$50,574,724
Total FY 2004 USG Humanitarian Assistance to Sudan.....\$225,269,733

CURRENT SITUATION

Peace negotiations enter final phase. After two years of negotiations, the GOS and SPLM/A took major strides toward ending Sudan's 21-year conflict by signing three key protocols on May 26 in Navaisha, Kenya. Provisions of the protocols included power-sharing arrangements during the six-year interim period and resolution of the status of Abyei, Southern Blue Nile, and the Nuba Mountains, the three transition zones between northern and southern Sudan. On June 5, representatives from the GOS and SPLM/A signed a declaration covering all six of the protocols negotiated to date. The parties also agreed to begin the last round of talks on June 22, which will focus on ceasefire arrangements and implementation details in advance of a final comprehensive peace agreement. The effects of the peace framework signing have already been evident in some parts of southern Sudan. On June 2, a potential attack by pro-government forces on the SPLM/A-controlled town of Akobo in Eastern Upper Nile was prevented when community leaders persuaded the combatants to adhere to the new peace agreement. Similarly, SPLM/A authorities peacefully assumed control of the village of Mading in Eastern Upper Nile from GOS soldiers and militia. Although these developments marked significant progress in the peace process, the deepening humanitarian crisis in Darfur and the high number of armed militia groups in southern Sudan still pose a serious threat to peace and stability in the country.

Return of IDPs to southern Sudan. IDPs are expected to begin returning in larger numbers now that the framework agreement has been signed. According to the Sudan Relief and Rehabilitation Commission (SRRC), the relief arm of the SPLM/A, more than 180,000 southerners returned to Bahr el Ghazal between January and March 2004. However, these estimates only include those traveling in carts and lorries as those traveling on foot remain unrecorded. Investing in essential services in rural areas of return, as well as activities for IDP planning, coordination, and information flow, will be essential.

Ongoing humanitarian crisis in Darfur. The humanitarian emergency in Darfur has emerged as a result of violence and harassment targeted toward the Fur, Zaghawa, and Masaalit civilian groups by GOS forces and GOS-supported militia groups collectively known as *Jingaweit*. GOS military forces and *Jingaweit* militia campaigns against civilian populations include the widespread burning of buildings and crops, destruction of water sources and irrigation systems, murders, gang rape, and looting. Despite an April 8 ceasefire agreement, *Jingaweit* violence against civilians continues in all three states of Darfur. An estimated 2.2 million people in the region are affected by the crisis, including more than one million IDPs and approximately 160,000 refugees who have fled into neighboring Chad.

Humanitarian operations in conflict-affected areas outside of the state capitals of Geneina, El Fasher, and Nyala were extremely limited until late May due to GOS impediments that blocked access to Darfur. As a result of intense international pressure, the GOS lifted some of the restrictive travel permit regulations and announced a series of measures, effective May 24, to facilitate humanitarian access to Darfur. USAID's Disaster Assistance Response Team (USAID/DART) and other relief agencies have deployed additional staff to Darfur to increase emergency response capacity; however, several obstacles remain, including continued delays in obtaining visas for relief personnel, travel restrictions within Darfur, difficulties in clearing equipment through customs and other GOS agencies, and GOS interference in relief activities that address protection of civilians and human rights abuses. The onset of the rains in June and July in the region will heighten the risk of disease and make delivery of relief supplies nearly impossible in some areas. Efforts are currently underway to provide emergency relief supplies to IDP populations in the Darfur states.¹

Continued violence, displacement, and food insecurity in Shilluk Kingdom. Since October 2003, the Shilluk Kingdom in Upper Nile has been the scene of conflict and instability caused by the GOS and its allied militia, which has resulted in tens of thousands of IDPs. Forces allied with the GOS attacked villages south and southwest of Malakal in March and April. The number of affected persons remains uncertain due to limited information available and the lack of a U.N. presence in the area except in Malakal. The U.N. Office for the Coordination of Humanitarian Affairs (UN OCHA) and relief agencies estimate that the fighting has displaced between 50,000 and 120,000 people, and 26,000 have registered as IDPs in Malakal town. The displaced population has reported looting, burning of villages, killings, and rape by militias, especially around the town of Tonga, located 75 km west of Malakal. The attacks have destroyed civilian infrastructure including schools and clinics. Compounds of international NGOs in Nyilwak were also burned in the attacks, according to the U.N. Resident and Humanitarian Coordinator for Sudan. USAID/OFDA-supported Norwegian People's Aid (NPA) has operated the main relief program in Shilluk, conducting assessments and distributing emergency food assistance and relief supplies to assist the conflict-affected populations. As of June 11, NPA plans to organize five relief flights, delivering 15 metric tons (MT) of food commodities, 15,000 blankets, 1,500 mosquito nets, and 1,000 rolls of plastic sheeting.

Assistance to Eastern Equatoria. Humanitarian assistance to the Eastern Equatoria Region has been limited due to the civil war and incursions by the Ugandan opposition group, the Lord's Resistance Army.

¹ Further information on the situation in Darfur, and USG response, can be found in a weekly USAID/OFDA Darfur Fact Sheet, located at www.usaid.gov/our_work/humanitarian_assistance/disaster_assistance

The civilian population is reportedly in need of food assistance and health care. The area is under the control of the Equatoria Defence Force, previously aligned with the GOS, but recently merged with the SPLM/A. In Magwi County, in the southern-most part of Eastern Equatoria, NPA plans to organize a vehicle convoy to deliver 30 MT of food commodities and emergency relief supplies to vulnerable families.

Humanitarian situation in West Kordofan, Eastern Front, and Southern Blue Nile. From May 16 to 18, USAID's Senior Humanitarian Advisor in Khartoum and staff traveled with the U.N. Development Program's (UNDP) Country Director to parts of West Kordofan State, including the capital El Fula, Abyei, and SPLM/A-controlled territory in Bahr el Ghazal. The team met with GOS officials, reviewed UNDP activities, and visited humanitarian partners working in the area. In meetings with the USAID/UNDP team, local authorities raised concerns regarding current relief activities and noted the need for improved coordination among NGOs as well as with GOS ministries in El Fula. Officials also cited security concerns in the region, especially as a high number of IDPs are beginning to return to the area in anticipation of lasting peace in southern Sudan. This is a high-priority zone for USAID because it is a major gateway between North and South Sudan.

Humanitarian relief organizations continue to implement programs in Abyei, one of the most adversely impacted areas in northern Sudan. USAID/OFDA supports the Abyei Peace Protocol Agreement, signed on May 26, through activities such as installation of hand pumps, food assistance distributions, and vaccination campaigns by USAID/OFDA implementing partner Save the Children/US (SCF/US).

Humanitarian access to Southern Blue Nile and the Eastern Front remains difficult.

Ebola hemorrhagic fever in south Sudan. As of June 17, health authorities in Yambio County have reported a total of 30 cases, including 7 deaths, of Ebola hemorrhagic fever (EHF) in Yambio, Western Equatoria. Laboratory tests at the Centers for Disease Control and Prevention (CDC) in Atlanta and the Kenya Medical Research Institute (KEMRI) confirmed the Ebola virus. A team from the U.N. World Health Organization (WHO) South Sudan Early Warning and Response Network is collaborating with local health officials, CDC staff, and NGOs to support local health facilities, provide case management services, and enhance surveillance to contain the outbreak. CDC is also providing additional infectious disease control experts to assist with social mobilization activities in the surrounding area.

USG HUMANITARIAN ASSISTANCE

On October 2, 2003, U.S. Chargé d'Affaires Gerard M. Gallucci renewed the disaster declaration for FY 2004 for

Sudan. The U.S. Mission in Sudan has declared disasters due to the complex emergency annually since 1987.

In FY 2004, USAID/OFDA aims to address humanitarian needs in Sudan while simultaneously providing an effective bridge to development activities in the South. Within the framework of USAID's Interim Strategic Plan for Sudan, 2004-2006, USAID/OFDA has identified the following programmatic priorities for FY 2004: provision of basic humanitarian services in war-affected areas of Sudan, focus on areas of likely IDP returns, and response to the Darfur crisis. USAID/OFDA is also planning expanded activities as part of a broad USAID peace dividend program to underpin the anticipated GOS-SPLM peace agreement. To date in FY 2004, USAID/OFDA has provided more than \$50 million in humanitarian assistance countrywide in Sudan.

Over the past year, USAID has deployed field staff to Sudan to assess the extent of the Darfur crisis. On April 11, the day the ceasefire took effect, USAID mobilized a USAID/DART to respond to the increasing scale of humanitarian needs. As of June 20, a total of 13 USG officials on the USAID/DART have deployed to field offices in El Fasher, Nyala, and Geneina, as well as in Khartoum. USAID/DART field officers are participating in the overall coordination of relief activities in the three states of Darfur, including attendance at humanitarian meetings, monitoring of the delivery and distribution of relief commodities, and participation in assessments with implementing partners throughout accessible areas of Darfur and recommending relief response. Since February 2003, USAID has provided nearly \$16.5 million to U.N. agencies and NGOs, including CARE, the International Rescue Committee (IRC), Medair, SCF/UK and SCF/US for emergency health, water and sanitation, agriculture, food security, shelter, logistics, and coordination activities. U.N. agency support has been provided to the U.N. World Food Program (WFP), the Food and Agriculture Organization (FAO), the U.N. Children's Fund (UNICEF), the U.N. Security Coordinator (UNSECOORD), UN OCHA, WHO, and the Joint Logistics Center. Proposals from additional relief organizations are under review. As of June 18, USAID has delivered plastic sheeting and blankets for approximately 362,880 beneficiaries via 14 airlifts to Nyala. Additional airlifts of emergency relief supplies are planned in coordination with the U.N. and other donors.

To date in FY 2004, USAID's Office of Food for Peace (USAID/FFP) has contributed 172,090 MT of emergency food assistance for Sudan and Sudanese refugees in Chad valued at approximately \$165.6 million through the Adventist Development and Relief Agency (ADRA), Catholic Relief Services (CRS), CARE, NPA, Samaritan's Purse, and WFP. Of this total, WFP has provided 93,740 MT to food insecure populations in Darfur and Eastern Chad. Although the crisis in Darfur has resulted in significant international attention, food needs in the rest of Sudan remain alarmingly high. With the advent of peace, it is expected that large populations

of those displaced by the civil war will return home but will lack the necessary coping mechanisms to regain sustainable livelihoods in the first year. USAID/FFP has provided contingency rations to implementing partners in those areas where large population movements are expected to occur, and will continue to closely monitor food needs in both southern and northern Sudan as the final peace agreement takes hold.

On March 31, the GOS extended a waiver that authorizes the importation of genetically modified humanitarian food assistance for an additional six months, thereby allowing importation of USG food aid until January 7, 2005.

USAID's Office of Transition Initiatives (USAID/OTI) began activities in southern Sudan in FY 2003. USAID/OTI's program focuses on key transition issues in southern Sudan such as increasing access to balanced information, promoting good governance, and supporting people-to-people peace processes. To date in FY 2004, USAID/OTI has provided more than \$4.4 million to support programs in both northern and southern Sudan. To support the establishment of independent media in southern Sudan, USAID/OTI awarded the Education Development Center (EDC), a cooperative leadership award to establish a local language short wave radio service for southern Sudan. In addition, USAID/OTI provided an in-kind grant to the Sudan Mirror, the first independent southern Sudan newspaper. This grant is part of a larger contract to Pact, Inc., which manages a small-grants program that provides technical assistance and capacity building to civil society groups and governance entities and supports peace and civic education initiatives. Additionally, USAID/OTI supported IDP assistance programs in Darfur through a grant to IRC.

In FY 2004, the Department of State's Bureau of Population, Refugees, and Migration (State/PRM) has provided \$2.7 million to UNHCR to begin preparatory activities for Sudanese refugee returns to southern Sudan in the event of a peace agreement between the GOS and SPLM/A, as well as \$2 million to UNHCR for refugee assistance. State/PRM has also provided \$6.2 million to UNHCR for humanitarian assistance for new Sudanese refugees in eastern Chad, including \$2 million to WFP for refugee feeding, \$400,000 to the International Federation of the Red Cross/Red Crescent Societies (IFRC) for emergency activities, and \$2.9 million to NGOs. In addition, State/PRM has committed \$48 million to UNHCR and \$34.3 million to the International Committee of the Red Cross (ICRC) for un-earmarked Africa-wide refugee assistance.

U.S. GOVERNMENT HUMANITARIAN ASSISTANCE TO SUDAN

<i>Implementing Partner</i>	<i>Activity</i>	<i>Location</i>	<i>Amount</i>
USAID/OFDA ASSISTANCE (GENERAL SUDAN FUNDING)¹			
Action Against Hunger/USA	Nutrition	Upper Nile, Bahr el Ghazal, Juba	\$300,000
Action Contre la Faim (ACF)	Nutrition, Health, Water/Sanitation, Food Security/Agriculture	Juba and Wau towns	\$1,304,410
ADRA	Health, Water/Sanitation, Food Security/Agriculture	Upper Nile, Eastern Equatoria	\$802,397
American Refugee Committee (ARC)	Health, Water/Sanitation, Capacity Building	Eastern and Western Equatoria	\$1,983,442
CARE	Health, Water/Sanitation, Capacity Building, Food Security/Agriculture	Northern Sudan, Bor County	\$2,749,434
Christian Mission Aid (CMA)	Health	Central Upper Nile	\$600,000
CRS	Water/Sanitation, Food Security/Agriculture	Eastern Equatoria, Nuba Mountains	\$1,840,883
Concern	Water/Sanitation, Food Security/Agriculture	Bahr el Ghazal, Nuba Mountains	\$1,600,000
GOAL	Nutrition, Health	Kassala, Upper Nile, Southern Blue Nile	\$1,500,000
International Aid Sweden (IAS)	Water/Sanitation, Emergency Infrastructure Rehabilitation	Upper Nile	\$551,475
International Organization for Migration (IOM)	IDP Coordination and Assistance	Northern Sudan	\$400,000
IRC	Health, Water/Sanitation, Food Security/Agriculture	Bahr el Ghazal, Upper Nile, Nuba Mountains, Red Sea	\$2,884,114
MEDAIR	Emergency Relief Supplies, Water/Sanitation	Upper Nile	\$800,000
NPA	Emergency Relief Supplies, Water/Sanitation, Food Security/Agriculture, Risk Reduction	Bahr el Ghazal, Upper Nile, Western Equatoria	\$3,235,118
SCF/UK	Health, Water/Sanitation, Food Security/Agriculture	Bahr el Ghazal, Upper Nile	\$800,000
SCF/US	Nutrition, Health, Water/Sanitation, Food Security/Agriculture	Nuba Mountains, Eastern Upper Nile, Eastern Equatoria, Abyei	\$2,873,902
Samaritan's Purse	Health, Food Security/Agriculture	Southern Blue Nile, Kassala	\$1,999,862
Tearfund	Nutrition, Health, Food Security/Agriculture	Bahr el Ghazal	\$549,622
UN FAO	Food Security/Agriculture	Northern Sudan	\$185,000
UNICEF	Disaster Support, Health, Water/Sanitation, Capacity Building, Coordination	Southern Sudan	\$3,000,000
Vétérinaires sans Frontières/Belgium	Food Security/Agriculture	Bahr el Ghazal, Upper Nile	\$300,000
Vétérinaires sans Frontières /Germany	Food Security/Agriculture	Bahr el Ghazal, Upper Nile, Jonglei, Eastern Equatoria	\$400,000
WFP	Rehabilitation	Southern Sudan	\$300,000
World Relief Corporation (WRC)	Health, Food Security/Agriculture	Western Upper Nile, Eastern Upper Nile, Bahr el Ghazal	\$600,000
World Vision	Emergency Relief Kits	Southern Sudan	\$500,000
USAID	Administrative Support	Countrywide	\$1,771,737
U.S. Department of Agriculture (USDA)	Coordination	Countrywide	\$297,414

TOTAL USAID/OFDA (SUDAN GENERAL)\$34,128,810			
USAID/OFDA ASSISTANCE TO DARFUR²			
CARE	Health, Water and Sanitation, Logistics, Coordination	Darfur	\$1,513,957
CHD	Mediation	Darfur	\$267,709
IRC	Health, Water and Sanitation	North Darfur	\$473,736
Medair ²	Health, Water and Sanitation, Non-Food Commodities, IDP Assistance	West Darfur	\$1,103,000
SCF/UK ²	Water and Sanitation	North Darfur	\$605,602
SCF/US	Health, Nutrition, Shelter	West Darfur	\$2,644,830
UN FAO ²	Food Security, Agriculture	Darfur	\$465,000
UNICEF	Health, Water and Sanitation	Darfur	\$1,724,830
UNJLC	Coordination	Darfur	\$150,000
UN OCHA	Coordination	Darfur	\$500,000
UNSECOORD	Security Officers	Darfur	\$400,000
WFP	Flight Operations	Darfur	\$900,000
WHO	Health, Coordination	Darfur	\$250,000
Various	Relief Commodities	Darfur	\$3,190,800
Various	Airlift Operations	Darfur	\$651,552
	Administrative Expenses	Darfur	\$1,600,898
TOTAL USAID/OFDA (DARFUR).....\$16,445,914			
TOTAL USAID/OFDA COUNTRYWIDE\$50,574,724			
USAID/FFP ASSISTANCE³			
ADRA ³	0 MT of P.L. 480 Title II Emergency Food Assistance	White Nile	\$112,500
CARE	3,050 MT of P.L. 480 Title II Emergency Food Assistance	Greater Khartoum	\$1,876,200
CRS	2,600 MT of P.L. 480 Title II Emergency Food Assistance	Southern Sudan	\$4,845,700
NPA	7,710 MT of P.L. 480 Title II Emergency Food Assistance	Southern Sudan	\$9,421,000
Samaritan's Purse	6,290 MT of P.L. 480 Title II Emergency Food Assistance	Eastern Sudan	\$3,933,000
WFP	86,700 MT of P.L. 480 Title II Emergency Food Assistance	Darfur	\$82,871,000
WFP	7,040 MT of P.L. 480 Title II Emergency Food Assistance	Eastern Chad	\$4,953,400
WFP	58,700 MT of P.L. 480 Title II Emergency Food Assistance	Countrywide	\$57,579,600
TOTAL USAID/FFP\$165,592,400			
USAID/OTI ASSISTANCE⁴			
EDC	Independent Media/Radio Service	Southern Sudan	\$1,750,000
IRC	IDP Assistance	North Darfur	\$96,205
Pact, Inc.	Governance and Peace-Building	Southern Sudan	\$2,000,000
USAID	Administrative Support/Travel	Southern Sudan	\$556,404
TOTAL USAID/OTI \$4,402,609			
STATE/PRM ASSISTANCE⁵			
UNHCR	Refugee Return Assistance	Countrywide	\$2,700,000
UNHCR	Refugee Assistance	Countrywide	\$2,000,000
TOTAL STATE/PRM..... \$4,700,000			
TOTAL USAID HUMANITARIAN ASSISTANCE TO SUDAN IN FY 2004⁶\$220,569,733			
TOTAL USG HUMANITARIAN ASSISTANCE TO SUDAN IN FY 2004\$225,269,733			

¹USAID/OFDA funding represents committed and/or obligated amount as of June 21, 2004.

²Total funding for Darfur dates from February 2003 and represents committed and/or obligated amount as of June 21, 2004.

³USAID/FFP figures represent estimated values of food assistance provided. ADRA funding is from FY 2003 carryover

⁴USAID/OTI funding represents committed and/or obligated amount as of June 2004.

⁵State/PRM figures for FY 2004 only include earmarked funding to UNHCR/Sudan for refugee assistance.

⁶In FY 2004, USAID's Africa Bureau (USAID/AFR) plans to provide approximately \$62 million to NGOs for activities in conflict reduction, building government institutions, food security improvement, water and sanitation services, health care, infrastructure development, small enterprise development, employment generation for IDPs, and education rehabilitation and improved access to quality educational opportunities, particularly for girls.



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USAID/OFDA bulletins appear on the USAID web site at http://www.usaid.gov/our_work/humanitarian_assistance/disaster_assistance/