



**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) 2003

August 13, 2003

*Note: This Situation Report updates USAID/OFDA Situation Report #3, dated May 8, 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, creating 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, 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 had 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
<b>Complex Emergency-related Deaths (since 1983)</b>	<b>Total:</b> More than 2,000,000 U.S. Committee for Refugees
<b>Internally Displaced Persons (IDPs)</b>	<b>Total:</b> More than 4,000,000 <b>Greater Khartoum:</b> More than 1,800,000 <b>Transitional Zone and Eastern Sudan:</b> More than 500,000 <b>Garrison Towns:</b> More than 300,000 <b>SPLM/A Controlled Areas:</b> More than 1,400,000 2003 United Nations Consolidated Inter-Agency Appeal for Sudan
<b>Sudanese Refugees</b>	<b>478,000 - Total</b> 172,000 – Uganda 90,000 – Ethiopia 80,000 – Kenya 70,000 – Democratic Republic of the Congo 36,000 – Central African Republic 18,000 – Egypt 12,000 – Chad 700 – Eritrea United Nations High Commissioner for Refugees (UNHCR)
<b>Refugees in Sudan</b>	<b>327,000 – Total</b> UNHCR

FY 2003 USAID/OFDA Assistance to Sudan to date .....	\$40,165,318
FY 2003 USAID/FFP Assistance to Sudan to date .....	\$113,826,758
FY 2003 USAID/OTI Assistance to Sudan to date .....	\$3,331,639
FY 2003 State/PRM Assistance to Sudan to date .....	\$2,450,000
FY 2003 USDA Assistance to Sudan to date .....	\$61,820
<b>Total FY 2003 USG Humanitarian Assistance to Sudan to date .....</b>	<b>\$159,835,535</b>

## CURRENT COMPLEX EMERGENCY SITUATION

### *Humanitarian Access*

Following the April 26 re-opening of the Nile River Corridor for the transport of humanitarian assistance, the U.N. World Food Program (WFP) launched a cross-line barge operation on May 12. The operation transports food down the Nile between Malakal and Juba, providing cost-effective assistance to 485,000 war-affected people in southern Sudan. Barges have not been used for transportation of humanitarian assistance commodities since 1998, when three relief workers were killed and several injured during an attack. The current operation will continue until August.

From June 24 to 26 U.N./OLS scaled back operations at its main air base at Lokichokio in northwestern Kenya due to hostilities between Southern Sudanese refugees in Kakuma refugee camp and local Kenyan residents which spilled over to Lokichoggio. UNHCR reported that at least nine Sudanese refugees died in the violence. After almost eight weeks of disruption due to heavy flooding, WFP resumed food deliveries to Southern Sudan from Lokichokio on July 16. Following the destruction of a key supply bridge, the agency had relocated some of its air operations to Eldoret, western Kenya.

### *Genetically Modified Food Assistance*

On May 20, 2003, the GOS issued a policy memorandum to WFP requiring food assistance to be certified as free of genetically engineered products. This policy, issued unilaterally and without prior consultation with WFP or donors, resulted in the blockage at Port Sudan of 2,800 MT of USG humanitarian food assistance, and made uncertain the delivery of an additional 32,700 MT of USG food assistance already in the pipeline. To enable food assistance to resume, on July 9 the GOS issued a six month suspension of the certification requirement.

During his July 16-17 visit to Sudan, Senator Danforth raised the genetically modified organisms (GMO) issue with President Omar Hassan al-Bashir. Senator Danforth emphasized the importance of resolving the issue so that USG humanitarian food assistance can continue unimpeded to Sudan. President Bashir issued a statement that confirmed the six month suspension of the GMO-Free certification policy and that the issue will be resolved when the GOS is assured about the healthfulness of GMO.

### *Nuba Mountains*

On June 24, the GOS and SPLM agreed to a fourth extension of the cease-fire in the Nuba Mountains that began in January 2002. Under the auspices of the Joint Monitoring Committee (JMC) and the Joint Military Mission (JMM), comprised of U.S. and European delegates and representatives of the GOS and SPLA, the

extension will begin on July 20 and expire on January 19, 2004.

### *Darfur*

Persistent drought and lack of access due to ongoing conflict have produced a serious humanitarian situation in North and West Darfur. The U.N. estimates that three years of drought have disrupted the coping mechanisms of 800,000 people. In addition, ongoing fighting between GOS and opposition groups has displaced over 30,000 people since December 2002. A U.N. security assessment conducted from May 29 to June 15 determined that the Nyala—El Fasher and Ed Da'ain—Nyala roads are accessible, but the El Fasher—Um Kadada Road is inaccessible.

On July 25, UN OCHA reported that the Sudan Liberation Movement/Army (SLM/A), an opposition group operating in Darfur, denied signing a cease-fire with the GOS. The SLM/A emerged in February, claiming responsibility for several attacks against government forces in North and West Darfur. UN OCHA also reported widespread looting by the SLM/A and an increased presence of government forces within the region. The SLM/A has accused government forces of bombing villages in Darfur. The situation has limited humanitarian access to Kebkabia and Northern Kutum, where drought-affected residents are increasingly in need of emergency food assistance.

### *Bahr el Ghazal*

The U.N. reported in May that despite almost four years of steadily increasing food assistance and a relatively peaceful situation compared to other regions, prolonged drought poses a serious threat to food security in northern Bahr el Ghazal.

During the week of July 5-12, several hundred participants from the numerous communities in Upper Nile gathered for a peace and reconciliation conference. According to a UN OCHA report, conference participants resolved to stop ongoing cattle rustling and establish peace councils to monitor the agreement.

### *Upper Nile*

Due primarily to continuous fighting and geographic isolation, Western Upper Nile has consistently shown the highest rates of malnutrition in Sudan. Sponsored jointly by USAID/OFDA, UNICEF, and the European Community Humanitarian Office (ECHO), Action Contre La Faim (ACF) took ten nutritional surveys of Global Acute Malnutrition (GAM) in Upper Nile between January and December 2002. The average GAM for the entire population between the survey sites was 28 percent, nearly twice the figure that relief workers generally accepted to reflect a critical situation. More alarmingly, the GAM reached nearly 38 percent in one location of Phou State during the period from April to September when food stocks are low and many members of the community were engaged in planting.

Relief agencies continue to prioritize this region in their relief assistance.

WFP plans to begin the second phase of the Sobat corridor barge operation in early August. Approximately 1,546 MT of mixed food commodities will be distributed among 88,077 people throughout the region.

#### *Eritrean Refugees*

On June 23, UNHCR began returning Africa's longest standing refugees from camps in Eastern Sudan to Eritrea. Approximately 16,050 refugees returned in five convoys that included their possessions and livestock.

#### *Peace Talks*

The IGAD-supported peace talks between the GOS and the SPLM convened in Machakos, Kenya from May 10-23. The negotiating parties agreed to an administrative framework for a transitional period of increased autonomy in the south. The two sides also agreed on procedures for monitoring and verifying the cessation of hostilities MOU. The peace talks convened again in Nakuru from July 6-12, but ended without progress. U.S. Special Envoy for Peace to Sudan Danforth traveled to the region in mid-July and met with GOS and SPLM, in an effort to get the parties to resume the talks. The current plan is that the talks will resume on August 10.

#### *Joint Planning Mechanism*

With the facilitation of the U.S. Government, the GOS and the SPLM met in Washington, D.C. from July 8-9 in the first meeting of the Joint Planning Mechanism (JPM). Created at a meeting in Nairobi from May 9-10, the JPM brings the parties together to discuss and agree on immediate steps to prepare for international assistance after peace. A full-time JPM secretariat composed of three technical experts from each side will be established in Nairobi in August. The U.N. will assist the secretariat to coordinate their efforts with local authorities and Sudanese civil society.

## **CURRENT FLOODING SITUATION**

#### *Northeastern Sudan*

On August 1, UN OCHA reported severe flooding in Kassala town, near the border with Eritrea. Following a week of heavy rains, the river Gash burst its banks on July 29 and broke through the town's flood barriers built in 1988. On August 2 and 3, an assessment team composed of international and local NGOs, U.N. agencies, and Sudanese officials visited Kassala town and the surrounding areas. According to the team, more than 13,500 houses were partially or completely destroyed, affecting more than 15,000 families. Rising waters damaged the water supply system, inundated the central city, submerged an important bridge, and affected more than 327,000 people, most of whom were displaced and are now sleeping in the open on higher

ground. On August 2, the GOS appealed to the international community for assistance for flood-affected populations.

Based on this appeal and continued assessments of the situation, on August 6 the USG declared a disaster in Kassala due to the effects of the floods. USAID/OFDA immediately provided \$50,000 through the U.S. Embassy in Khartoum to the NGO GOAL and the Sudanese Red Crescent Society for distribution of humanitarian assistance commodities. USAID/OFDA is also sending two flights to Kassala town from Dubai containing 580 rolls of plastic sheeting, 7,000 blankets, and 3,504 hygiene kits at a total value of about \$350,000, including transportation.

## **USG HUMANITARIAN ASSISTANCE**

USAID/OFDA's priorities in FY 2003 include continuing programs in the sectors of health, nutrition, food security, and water and sanitation; 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 has finalized a new Interim Strategic Plan (ISP) for Sudan for FY 2004-2006. The ISP incorporates all humanitarian, development, refugee and political assistance programs implemented throughout Sudan. The new strategy focuses on five strategic objectives: expanded support to the peace process; governance; education; health, water and sanitation; and economic recovery. The goal of the new strategy is to establish a foundation for a just and durable peace, with broad participation of the Sudanese people.

USAID's Africa Bureau manages the development assistance, which currently is limited to opposition-held areas of the country. USAID Africa Bureau development assistance funding planned in FY 2003 is \$18.4 million.

In FY 2003, USAID's Office of Food for Peace (FFP) has provided 124,180 MT of Title II emergency food assistance for Sudan valued at more than \$113.8 million to WFP and several NGOs.

In FY 03, USAID's Office of Transition Initiatives (OTI) began activities in Sudan. OTI's program focuses on increasing access to balanced information and supporting the development of independent media in southern Sudan. OTI funded Education Development Center to establish a local language short wave radio service for southern Sudan which began transmission in July 2003. OTI's Sudan initiative also includes a small grants program to support indigenous efforts to promote good governance, the judiciary and civil society development, and people-to-people peace processes.

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 in Sudan from neighboring countries, and \$1.85 million to UNHCR for refugee assistance and protection and refugee children's programs. In addition, State/PRM has committed \$51,625,000 to UNHCR and \$52,623,000 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>
<b>FY 2003 (to date)</b>				
<b>USAID/OFDA<sup>1</sup> .....</b>				<b>\$40,165,318</b>
<i>Southern Sector Programs</i>				
	AAH/USA	Nutrition Surveillance	Southern Sudan	\$649,997
	ADRA	Water/Sanitation, Animal Health	Eastern Upper Nile	\$350,000
	ARC	Primary Health, Water/Sanitation	Eastern Equatoria	\$1,763,998
	CARE	Agriculture, Primary Health, Water/Sanitation, Food Security	Jongli, N. Bor, Mapel	\$2,514,993
	CONCERN	Food Security	Southern Sudan	\$2,094,954
	CMA	Primary Health	Central Upper Nile	\$496,980
	CRS	Primary Health, Food Security	Southern Sudan	\$2,787,852
	GOAL	Primary Health Care	Blue Nile	\$1,750,996
	IAS	Water, Road Repair	Bahr el Ghazal, Upper Nile	\$1,412,310
	IRC	Primary Health, Livestock, Agriculture, Food Security, Water/Sanitation	Bahr el Ghazal, Upper Nile	\$2,847,845
	MEDAIR	Food Security, Relief, Health, Water, Capacity Building	Upper Nile	\$859,230
	NPA	Food Security, Water/Sanitation	Southern Sudan	\$3,097,764
	PACT	Water	Bahr el Ghazal	\$500,000
	Samaritan's Purse	Food Security, Water	Sudan	\$2,088,234
	SCF/UK	Food Security, Relief, Water	Bahr el Ghazal, Upper Nile	\$1,150,000
	SCF/US	Primary Health	South Kordofan	\$1,134,998
	UNFAO	Livestock, Coordination	Southern Sudan	\$600,000
	UNICEF	Multi-Sectoral	Southern Sudan	\$4,282,000
	VSF/G	Animal Health	Bahr el Ghazal, Eastern Equatoria	\$400,000
	VSF/B	Animal Health	Bahr el Ghazal, Upper Nile	\$300,000
	World Vision	Relief	Bahr el Ghazal, Nuba Mountains, Upper Nile	\$300,000
<i>Northern Sector Programs</i>				
	ACF	Primary Health	Juba, Bahr el Ghazal	\$804,125
	ADRA	Primary Health, Water/Sanitation	White Nile	\$400,000
	AFCAP	Humanitarian Assistance Commodities to flood victims; transportation of commodities from Dubai to Kassala	Kassala	\$348,000
	GOAL	Primary Health	Western Kordofan, Kassala	\$939,653
	MEDAIR	Primary Health, Water	Western Darfur	\$400,000
	SCF/UK	Food Security	North Darfur	\$605,602
	SCF/US	Primary Health	South Kordofan	\$993,103
	IRC	Primary Health, Water/Sanitation	Upper Nile	\$399,680
	UNDP	IDP return, Capacity Building	Sudan	\$1,231,002

<sup>1</sup> USAID/OFDA funding indicates committed and/or obligated amounts as of August 11, 2003.

	UNFAO	Livestock, Coordination	Northern Sudan	\$300,000
	UNICEF	Health/Nutrition	Bar el Ghazal	\$300,000
	UNWFP	Humanitarian Air Operations	Sudan	\$700,000
<i>Administrative Support</i>				
	USAID/Khartoum	Technical Assistance	Sudan	\$241,106
	USAID/ARO	Technical Assistance	Sudan	\$1,120,896
<b>USAID/FFP.....</b>				<b>\$113,826,758</b>
	ADRA	2,600 MT of Title II emergency food assistance	Sudan	\$1,961,900
	CARE	5,450 MT of Title II emergency food assistance	Sudan	\$3,151,158
	CRS	6,960 MT of Title II emergency food assistance	Sudan	\$7,245,300
	Norwegian Peoples Aid	9,090 MT of Title II emergency food assistance	Sudan	\$11,287,400
	Samaritan's Purse	3,510 MT of Title II emergency food assistance	Sudan	\$1,957,300
	WFP	96,570 MT of Title II emergency food assistance	Sudan	\$88,223,700
<b>USAID/OTI.....</b>				<b>\$3,331,639</b>
	Christian Aid	Governance and judicial sector activities	Southern Sudan	\$645,053
	EDC	Independent media/radio service	Southern Sudan	\$900,000
	PACT, Inc.	Governance and peace-building activities	Southern Sudan	\$1,500,000
	USAID	Administrative/Travel	Southern Sudan	\$286,586
<b>State/PRM<sup>2</sup>.....</b>				<b>\$2,450,000</b>
	WFP/Sudan	Refugee feeding programs	Sudan	\$600,000
	UNHCR	Refugee protection and assistance programs and refugee children's programs	Sudan	\$1,850,000
<b>USDA .....</b>				<b>\$61,820</b>
	WFP	30 MT of dried milk under 416b	Sudan	\$61,820
<b>Total USG Humanitarian Assistance in FY 2003 (to date) .....</b>				<b>\$159,835,535</b>



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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](http://www.usaid.gov/hum_response/ofda/publications/situation_reports/index.html)

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

