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

## ***Sudan – Complex Emergency***

Situation Report #2, Fiscal Year (FY) 2010

December 11, 2009

*Note: The last situation report was dated November 6, 2009.*

### **BACKGROUND**

In 2009, Sudan continues to cope with the effects of conflict, displacement, and insecurity countrywide. Since 2003, a complex emergency in Sudan’s western region of Darfur has affected more than 4.7 million people, including nearly 2.7 million internally displaced persons (IDPs). In Darfur, conflict continues among armed opposition factions, the Sudanese Armed Forces, militias, and ethnic groups. Since 2006, humanitarian agencies have experienced reduced access to affected populations due to increased insecurity, targeted attacks against aid workers, and bureaucratic impediments to program implementation.

The National Congress Party and the southern-based Sudan People’s Liberation Movement continue to implement the 2005 Comprehensive Peace Agreement (CPA) through the joint Government of National Unity (GNU). The formation of the GNU officially ended more than two decades of north–south conflict. During the conflict, famine, fighting, and disease killed more than 2 million people, forced an estimated 500,000 Sudanese to seek refuge in neighboring countries, and displaced an additional 4 million individuals within Sudan. The U.N. estimates that since 2005, more than 2.2 million people have returned to Southern Sudan and the Three Areas of Southern Kordofan, Blue Nile, and Abyei, straining scarce resources and weak infrastructure. In eastern Sudan, the GNU and the Eastern Front opposition coalition signed the Eastern Sudan Peace Agreement in 2006. However, humanitarian needs persist in the area, which has experienced slow recovery following decades of conflict. Access to the east remains restricted due to GNU control on travel.

Since March 2009, humanitarian agencies have encountered further reduced access to affected populations in Darfur and the Three Areas following the GNU-mandated expulsion of 13 international humanitarian organizations and closure of three national humanitarian agencies. Remaining relief organizations, in coordination with the Sudanese government, have implemented short-term measures and expanded existing programs and areas of operation to prevent deterioration of humanitarian conditions in Darfur and GNU-controlled regions of the Three Areas; however, the quality and sustainability of the humanitarian services provided remains tenuous.

The U.S. Government (USG) is the largest bilateral donor to Sudan and has contributed more than \$3.9 billion for humanitarian programs in Sudan since FY 2004. During FY 2009, USAID provided more than \$687 million to support humanitarian activities in Sudan. The USG continues to support implementation of the CPA and joins the international community in seeking a peaceful resolution to the Darfur conflict. On October 1, 2009, U.S. Chargé d’Affaires, a.i., Mark L. Asquino renewed the disaster declaration for the complex emergency in Sudan for FY 2010. The U.S. Mission in Sudan has declared disasters due to the complex emergency annually since 1987.

<b>NUMBERS AT A GLANCE</b>		<b>SOURCE</b>
<b>IDPs in Sudan</b>	From Southern Sudan: 2.7 million In Darfur: 2.7 million In Eastern Sudan: 168,000	UNHCR <sup>1</sup> – October 2008 OCHA <sup>2</sup> – January 2009 U.N. – September 2007
<b>Sudanese Refugees</b>	From Darfur: 268,000 From Southern Sudan: 138,270 Returnees to Southern Sudan: 327,984	OCHA – June 2009 UNHCR – February 2009 UNHCR – August 2009
<b>Refugees in Sudan</b>	From Eritrea, Chad, Ethiopia, Democratic Republic of the Congo (DRC), and other countries: 220,790	UNHCR – December 2009

### **FY 2010 HUMANITARIAN FUNDING PROVIDED TO DATE**

**USAID/FFP<sup>3</sup> Assistance to Sudan .....\$101,627,200**  
**Total USAID and State Humanitarian Assistance to Sudan .....\$101,627,200**

<sup>1</sup> Office of the U.N. High Commissioner for Refugees (UNHCR)

<sup>2</sup> U.N. Office for the Coordination of Humanitarian Affairs (OCHA)

<sup>3</sup> USAID’s Office of Food for Peace (USAID/FFP)

## **CURRENT SITUATION IN DARFUR**

Insecurity and attacks targeting relief workers continue to hinder the provision of humanitarian assistance to affected populations in Darfur. Humanitarian organizations nevertheless continue to monitor food security, access to safe drinking water, health concerns, and population movement throughout Darfur and to provide food and non-food assistance to affected populations.

In early November, USAID/OFDA technical specialists, including an agriculture and food security advisor and a water, sanitation, and hygiene advisor, presented the results of mid-October program assessments in IDP camps, host communities, and rural areas in North, South, and West Darfur.

On November 15, USAID staff attended a stakeholders' conference in Khartoum providing a preview of the U.N. and partners' 2010 Sudan Humanitarian Work Plan. Developed by aid organizations to plan and monitor emergency response and appeal for funds cohesively, the work plan is the outcome of a two-month planning process with participation from local and national government counterparts, donors, U.N. agencies, and other relevant stakeholders. Within the work plan, Darfur programs comprise 55 percent of total funding requirements.

### ***Security and Humanitarian Access***

As of December 2009, security remains a significant concern for humanitarian organizations operating in Darfur. Several humanitarian organizations have suspended programs following multiple recent staff kidnappings while additional relief agencies have relocated international staff from deep field locations to urban centers as a precautionary measure.

On November 22, the International Committee of the Red Cross (ICRC) announced the suspension of ICRC humanitarian operations throughout Darfur, pending the release of two ICRC international staff members kidnapped in West Darfur and eastern Chad. In mid-November, five non-governmental organizations (NGOs) suspended humanitarian programs in eastern Chad and at least two other organizations relocated international staff from Darfur as a result of ongoing insecurity and attacks on staff. As of December 11, both ICRC staff members remain missing.

On December 4 and 5, unidentified armed men killed five African Union–U.N. Hybrid Operations in Darfur (UNAMID) peacekeepers in two separate incidents in North Darfur, increasing to 22 the number of peacekeepers killed since January 2008 when the mission began operating in Darfur. In addition, two UNAMID international civilian staff members kidnapped from a U.N. residence on August 29 remain missing as of December 11.

In a November 16 report on UNAMID, the U.N. Secretary General indicated that increased threats to international staff; ongoing military action by Chad, Sudan, and armed opposition groups; and GNU restrictions on peacekeeper movements and activities continue to hamper efforts to stabilize Darfur and provide protection for civilians. According to the U.N., Sudanese government officials have denied UNAMID freedom of movement at least 42 times since January 2009, a violation of the Status of Forces Agreement (SOFA) between the U.N. and the GNU. On November 29, the U.S. Permanent Representative to the U.N., Ambassador Susan E. Rice, criticized the GNU actions and called for increased U.N. freedom of movement to monitor IDP camps and protect civilians in Darfur. Restrictions limit UNAMID's ability to fulfill the organization's mandate, which includes the protection of civilian populations and the facilitation of effective humanitarian assistance provision.

Between November 16 and 23, the U.S. Special Envoy to Sudan Major General J. Scott Gration (Ret.) visited Darfur to attend meetings regarding the deteriorating security situation along the Chad–Sudan border.

### ***Food Security and Emergency Food Assistance***

Despite insecurity, humanitarian agencies continue to monitor food security throughout Darfur and to provide food assistance where necessary.

During October meetings with USAID staff, U.N. agencies indicated that parts of West Darfur were experiencing sufficient rainfall and had potential to experience a successful harvest concluding in December. However, November U.N. World Food Program (WFP) Food Security Monitoring System survey results indicated a sharp rise in local market food prices in West Darfur, noting that rising prices will adversely affect food security due to the high vulnerability of resident communities to market fluctuations. USAID/OFDA field staff note that the harvest trends in North and South Darfur remain unclear. Some areas of South Darfur received sufficient rainfall; however, other areas experienced a two-week gap during a critical phase of crop production, which may impact harvests. U.N. agencies in North Darfur have expressed concern regarding limited water resources for animals and agriculture, noting that poor rains in North Darfur have already affected pastoralists. In addition, assessments predict a depletion of food supplies available in markets and an accompanying rise in grain prices in North Darfur.

During an October visit by USAID/OFDA technical specialists, partners reported improved access to land for farmers in 2009 compared to 2008, at all sites visited throughout Darfur. Following interviews with local farmers, the USAID/OFDA team reported that many farmers had adequate access to agricultural inputs, such as seed, during the current season.

However, USAID/OFDA staff noted that insecurity and lack of humanitarian access continue to render pastoralist programming difficult.

In FY 2009, USAID/OFDA provided nearly \$6.2 million for agriculture and food security activities in Darfur, including support to ongoing U.N. Food and Agriculture Organization programs to improve agricultural activities for approximately 31,000 households in North, South, and West Darfur. In FY 2010 to date, USAID/FFP has contributed an estimated \$77.4 million in emergency food aid to WFP operations in Darfur.

### ***Nutrition***

Overall July to September admissions into supplementary feeding centers and therapeutic feeding centers declined in all three Darfur states, according to a November U.N. Children's Fund (UNICEF) report. However, the results of 16 localized nutrition surveys conducted since May in North, South, and West Darfur indicated that global acute malnutrition (GAM) rates remained above the U.N. World Health Organization (WHO) 15 percent emergency threshold. In addition, UNICEF's nutrition surveys indicated localized pockets of elevated malnutrition and severe acute malnutrition (SAM) rates.

In FY 2009, USAID/OFDA provided more than \$6.1 million for nutrition interventions in Darfur, including support to NGO Tearfund for ongoing interventions to improve management of moderate acute malnutrition (MAM) and SAM and to improve nutritional education and behavior.

### ***Water, Sanitation, and Hygiene***

Humanitarian organizations continue to provide safe drinking water, sanitation facilities, and hygiene services to populations throughout Darfur. Relief agencies have focused particular attention on highly populated areas that continue to experience strain on existing resources, including the local water table and hygiene facilities.

Despite adequate safe drinking water supply in most IDP camps in Darfur, substantial gaps remain in sanitation and hygiene services, according to field assessments by a USAID/OFDA water, sanitation, and hygiene advisor. During an October field visit, USAID noted that hygiene and sanitation needs have been chronically underserved in Darfur. In addition, USAID staff noted that many deficiencies existed prior to the March NGO expulsions despite efforts by the U.N., NGOs, and local authorities. The NGO expulsions also resulted in fewer organizations providing sanitation and hygiene services and a subsequent decline in sanitation and hygiene conditions in several areas, including Kalma IDP camp in South Darfur. The USAID/OFDA advisor also highlighted that security for beneficiaries and service

providers remains a major constraint in addressing water, sanitation, and hygiene concerns in rural areas. The December 5 attack on UNAMID staff occurred while peacekeepers distributed water to local civilians outside an IDP camp in North Darfur.

In addition to providing water and hygiene services for area populations, the GNU Office of Water and Environmental Sanitation (WES) and UNICEF continue to monitor groundwater depletion throughout Darfur, noting that the water table shows signs of depletion near urban areas with large populations and near UNAMID facilities where water demand and usage remains high. UNICEF and WES engineers plan to examine methods to increase groundwater recharge in areas of high water demand, and note that future water shortages are likely in high water demand areas if groundwater is insufficiently recharged by a less than average rainfall.

In FY 2009, USAID/OFDA provided nearly \$13.7 million to support water, sanitation, and hygiene programs throughout Darfur, including support to NGO Samaritan's Purse for ongoing interventions to improve water facilities for 32,000 beneficiaries, improved sanitation services for 10,000 individuals, and hygiene promotion activities for 320,000 people in South Darfur.

### ***Population Movement and Returns***

On November 10, the Commissioner of the GNU Humanitarian Aid Commission, Hassabo Abdel-Rahman, announced the Sudanese government's intention to close Darfur IDP camps by early 2010, according to Sudanese English language media outlets. Local media reports also indicated that the commissioner outlined two choices for IDPs; to return to villages of origin or move into limited Sudanese government-constructed housing complexes. Working with other USG staff, USAID continues to advocate for voluntary returns and remains prepared to provide for returnees' humanitarian needs contingent upon external verification that returns are voluntary, appropriate, and to secure areas.

## **CURRENT SITUATION IN SUDAN, EXCLUDING DARFUR**

Humanitarian agencies continue to provide food and non-food assistance to vulnerable populations, as well as to monitor ongoing inter-ethnic conflict and continued Lord's Resistance Army (LRA) attacks throughout Southern Sudan causing significant population displacement.

### ***Security and Humanitarian Access***

Southern Sudan continues to experience LRA attacks and inter-ethnic conflict, particularly in Western Equatoria, Lakes, and Upper Nile states. According to the U.N., violence in Southern Sudan has killed approximately 2,500 people and displaced more than

350,000 others since January 2009. Current displacement rates are more than twice the 2008 rate and represent levels equivalent to civilian displacement rates during the north–south war, according to the U.N. Office for the Coordination of Humanitarian Affairs. In addition, localized flooding and environmental degradation have resulted in further reduction of humanitarian access to affected populations.

During November, humanitarian agencies reported continued ethnic conflict resulting in civilian deaths, casualty, and displacement. On November 16, conflict between the Mundari and Dinka ethnic groups in Kaltok area, Lakes State resulted in approximately 14 casualties, significant local structural damage, and displacement toward Minkamman area, Lakes State. USAID staff continue to monitor the situation.

#### ***Food Security and Emergency Food Assistance***

According to a November Famine Early Warning Systems Network (FEWSNET) report, food security has improved in Southern Sudan particularly in Central Equatoria, Northern Bahr El Ghazal, Unity, and Upper Nile states. However, the FEWSNET report also noted that the expected improvement in food security following the second harvest will likely be temporary, and that food insecurity in Southern Sudan may worsen again starting in January 2010. In addition, preliminary findings from the food security partners' Crops and Food Supply Assessment Mission indicate that the 2009 harvest will be below average and less than the 2008 harvest in all states with the exception of Central and Western Equatoria states.

On October 29, WFP commenced an air drop operation using 22 drop zones in priority areas that relief agencies could not reach by land or river to drop 2,083 metric tons (MT) of food to affected individuals in nine locations in Jonglei, Upper Nile, and Warab states. The air drop operations concluded on

November 28, one month prior to the scheduled end date due to improved land accessibility to priority areas. Prior to the recent air drops, WFP had not delivered food by air since 2006, with the exception of limited flood response deliveries.

In response to ongoing needs and increased vulnerability USAID/FFP recently committed an additional \$24 million in P.L. 480 Title II emergency food aid to WFP for non-Darfur Sudan, and USAID/OFDA provided funding to support WFP's emergency airdrop operation.

#### ***Health***

During November, humanitarian agencies reported an increase in visceral leishmaniasis cases in Southern Sudan. As of November 23, WHO reported that health facilities were treating more than 900 visceral leishmaniasis cases in Jonglei and Upper Nile states. Visceral leishmaniasis—a parasitic disease that can be fatal if left untreated—is endemic in some areas of Southern Sudan and outbreaks typically occur every five to ten years. However, the rapid rise in cases has caused concern, particularly because health staff have reported cases in remote areas of Upper Nile and Jonglei states—areas with decreased humanitarian access due to the recent rise in inter-ethnic violence. WHO and UNICEF continue to monitor incidence of the disease.

During FY 2009, USAID/OFDA provided more than \$15.6 million to support health programs in Southern Sudan and the Three Areas, including support to Catholic Relief Services, Christian Mission Aid, and Save the Children to improve health services in Jonglei State, a state reportedly affected by visceral leishmaniasis. Health remains the most highly funded USAID/OFDA sector in non-Darfur Sudan.

<b>USAID AND STATE ASSISTANCE TO SUDAN IN FY 2010</b>			
<b><i>Implementing Partner</i></b>	<b><i>Activity</i></b>	<b><i>Location</i></b>	<b><i>Amount</i></b>
<b>USAID/FFP ASSISTANCE</b>			
WFP	83,060 MT of P.L. 480 Title II Emergency Food Assistance	Sudan-wide	\$101,627,200
<b>TOTAL USAID/FFP</b>			<b>\$101,627,200</b>
<b>TOTAL USAID AND STATE HUMANITARIAN ASSISTANCE TO SUDAN AND EASTERN CHAD IN FY 2010</b>			<b>\$101,627,200</b>

<sup>1</sup> Estimated value of food assistance.