

# sudan



The ICRC opened an office in Khartoum in 1978. In 1984, it initiated operations in the context of the armed conflict between government forces and the Sudan People's Liberation Movement/Army and is now adapting its programmes to the transition to peace. Since early 2004, it has been responding to needs arising from the hostilities in Darfur. The ICRC's priority is to ensure that people directly affected by armed conflict are protected in accordance with IHL, receive emergency aid, medical care and basic assistance to preserve their livelihoods, and can re-establish family links. It supports the Sudanese Red Crescent Society and provides leadership for other Movement partners working in Sudan.

## EXPENDITURE (IN KCHF)

|                                     |               |
|-------------------------------------|---------------|
| Protection                          | <b>13,280</b> |
| Assistance                          | <b>82,892</b> |
| Prevention                          | <b>7,502</b>  |
| Cooperation with National Societies | <b>6,236</b>  |
| General                             | -             |

► **109,911**

of which: Overheads **6,708**

## IMPLEMENTATION RATE

|                           |            |
|---------------------------|------------|
| Expenditure/yearly budget | <b>87%</b> |
|---------------------------|------------|

## PERSONNEL

**151** expatriates  
**1,561** national staff (daily workers not included)

## KEY POINTS

### In 2008, the ICRC:

- helped hundreds of thousands of people in Darfur improve their economic situation through an integrated programme of agricultural, veterinary, water and health projects
- provided food, shelter and all essential services to some 135,000 IDPs in Gereida camp (South Darfur)
- delivered emergency shelter materials, household items and, if needed, food rations, to some 104,000 people affected by military or ethnic clashes
- built and equipped Southern Sudan's first physical rehabilitation referral centre
- was instrumental in reuniting with their families 99 minors detained, then released, by the government in connection with the May attack on Omdurman
- initiated three-year IHL training programmes with the Sudanese Armed Forces and the Sudan People's Liberation Army

## CONTEXT

Darfur remained volatile, while the eruption of fighting in central Sudan in 2008 underlined north-south tensions over the implementation of the 2005 Comprehensive Peace Agreement (CPA).

In Darfur, thousands more people were killed, wounded or displaced as a result of persistent tribal clashes over territory and resources, widespread lawlessness and sporadic military confrontations. Armed groups continued to splinter, shift alliances and sometimes fight each other. The resulting lack of security plunged communities into deeper poverty and hampered aid delivery. An attack on 10 May on Omdurman, Khartoum's twin city across the River Nile, was the closest a Darfur armed group had come to the capital during the five-year conflict.

Peace initiatives failed to stem the violence. By year-end, the International Criminal Court had not yet decided whether it would move ahead with plans, announced in July, to indict Sudanese president Omar el-Bashir for alleged genocide, war crimes and crimes against humanity. In the field, the new UN-African Union Mission in Darfur (UNAMID) was operating at about half its mandated strength.

Elsewhere, tensions erupted into fighting in mid-May between the south's Sudan People's Liberation Army (SPLA) and the north's national army in the disputed oil-rich border region of Abyei, displacing around 50,000 people. Khartoum and Southern Sudan subsequently agreed to form a unified interim administration there and again seek international arbitration to resolve the underlying boundary issue. After the 21-year conflict, Southern Sudan remained poverty-stricken. Ethnic clashes and banditry persisted, and the sporadic presence of Uganda's Lord's Resistance Army in the far south further destabilized the region. The UN Mission in Sudan (UNMIS) maintained some 10,000 peacekeepers in Southern Sudan.

## MAIN FIGURES AND INDICATORS

|   | Total  |  | Total            | Women   | Children |        |
|---|--------|--|------------------|---------|----------|--------|
| <b>PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)</b>   |        |  | <b>CIVILIANS</b> |         |          |        |
| Detainees visited and monitored individually  | 137    | <i>Economic security, water and habitat</i>        |                  |         |          |        |
|   |        | Food   | Beneficiaries    | 387,872 | 19%      | 61%    |
|   | 99     | Essential household items                          | Beneficiaries    | 246,051 | 21%      | 60%    |
| Number of visits carried out  | 18     | Agricultural inputs and micro-economic initiatives | Beneficiaries    | 292,232 | 45%      |        |
| Number of places of detention visited   | 12     | Water, sanitation and habitat projects             | Beneficiaries    | 665,861 | 66%      | 18%    |
| <b>RESTORING FAMILY LINKS</b>   |        | <b>Health</b>                                      |                  |         |          |        |
| <i>Red Cross messages (RCMs) and reunifications</i>   |        | Health centres supported                           | Structures       | 11      |          |        |
| RCMs collected  | 13,166 | Consultations                                      | Patients         | 170,083 |          |        |
| RCMs distributed  | 11,719 |  |                  |         | 43,150   | 69,343 |
| People reunited with their families   | 52     |  |                  |         |          | 1      |
| <i>Tracing requests, including cases of missing persons</i>   |        | Immunizations                                      | Doses            | 212,551 |          |        |
| People for whom a tracing request was newly registered  | 361    | <b>WOUNDED AND SICK</b>                            |                  |         |          |        |
|   | 141    | <i>Physical rehabilitation</i>                     |                  |         |          |        |
|   | 93     | Patients receiving services                        | Patients         | 3,158   | 754      | 752    |
| Tracing cases closed positively (persons located)   | 153    | Prostheses delivered                               | Units            | 1,172   | 270      | 80     |
| Tracing cases still being handled at 31 December 2008 (people)  | 582    | Orthoses delivered                                 | Units            | 1,227   | 263      | 740    |
|   | 175    |  |                  |         |          |        |
|   | 171    |  |                  |         |          |        |
| <i>Unaccompanied minors (UAMs) and separated children (SCs), including unaccompanied demobilized child soldiers</i> |        |  |                  |         |          |        |
| UAMs/SCs newly registered by the ICRC   | 89     |  |                  |         |          |        |
| UAMs/SCs reunited with their families by the ICRC   | 50     |  |                  |         |          |        |
| UAM/SC cases still being handled at 31 December 2008  | 53     |  |                  |         |          |        |
| <b>DOCUMENTS ISSUED</b>   |        |  |                  |         |          |        |
| People to whom travel documents were issued   | 26     |  |                  |         |          |        |
| People to whom a detention attestation was issued   | 28     |  |                  |         |          |        |

## ICRC ACTION

Sudan remained the ICRC's largest operation for the fifth consecutive year, with activities firmly focused on protecting and assisting victims of armed conflict and other situations of violence. Operations were constantly adapted to the scale and urgency of needs.

The ICRC delivered relief goods and, where needed, food aid to some 104,000 victims of military and ethnic clashes in Darfur and in central and southern Sudan. Sudanese Red Crescent personnel participated in some of the relief operations, providing invaluable assistance.

In Darfur, the ICRC continued to work mainly in rural and remote regions to complement the large international aid efforts in urban areas. Alongside relief operations, the delegation carried out quick-impact livelihood-support projects, rehabilitated water facilities and supported 11 health clinics and Darfur's only physical rehabilitation centre. The aim was to help farmers and nomads alike remain self-sufficient, thus stemming the exodus to urban centres, where they risked becoming aid dependent.

The ICRC's mobile surgical team treated wounded fighters and civilians throughout Darfur and, for the first time since its deployment in 2005, in central and southern Sudan. Medical facilities also received emergency supplies and other assistance to cope with influxes of wounded people.

In addition, the ICRC provided some 135,000 IDPs in Gereida camp (South Darfur) with food, shelter and all essential services. It sought to hand over those responsibilities to suitable partners, but in May had to appeal for an additional CHF 19.9 million to maintain camp services and its surgical team until year-end. WFP later agreed to provide food in 2009. The ICRC had been obliged to

resume assistance in Gereida camp in January 2007 after a security incident and the suspension of activities by most aid agencies. The ICRC expanded its programme to ensure services for physically disabled people, including building and equipping Southern Sudan's first physical rehabilitation referral centre.

ICRC delegates visited a small number of people held by armed groups in Darfur, while negotiations continued with the government to obtain authorization to visit all detainees according to the organization's standard procedures. Exceptionally, the ICRC visited, at the government's request, 99 minors detained in Khartoum in connection with the attack on Omdurman and, after their release, was instrumental in reuniting them with their parents. Thousands of other family members dispersed by conflict also got back in touch through the tracing and RCM services.

As a neutral and independent organization, the ICRC had access to most conflict-affected areas of Sudan. It fostered relations with all parties to conflict, stressing their obligations under IHL to ensure the safety of civilians and aid workers. This was complemented by long-standing programmes to develop national and grassroots support for IHL among the authorities, weapon bearers and civil society. With ICRC support, for example, the armed forces in the north and south initiated three-year IHL training programmes. Despite those efforts, the ICRC suffered security incidents in Darfur, including the killing of an employee on 8 February during an attack on Seleia.

With ICRC support, the Sudanese Red Crescent reinforced its emergency response, tracing and communication programmes and opened two new branches in Southern Sudan. The ICRC also facilitated coordination within the Movement and stayed in contact with UN and other agencies in the field to further maximize the impact of humanitarian activities.

## CIVILIANS

### Protecting civilians

Armed conflict and ethnic clashes continued to claim civilian casualties and drive people from their homes in Darfur and, increasingly over 2008, in central and southern Sudan.

The ICRC made 43 representations, in confidence, to the relevant authorities and parties to conflict concerning allegations of IHL violations collected from the people affected and eye witnesses. Delegates reminded all sides of their obligations under IHL, urged them to take measures to halt the violations and monitored their response. However, difficulties accessing some areas of Darfur, often because of security constraints, hampered the documentation of alleged violations and dialogue with potential perpetrators.

### Delivering relief goods

Conflict-affected families in Darfur, Southern Sudan and the north-south border region were able to set up makeshift homes using ICRC shelter and household items. The worst-off families also received food rations to survive the difficult first few weeks after being attacked.

- 104,611 people (20,473 households), including 67,386 IDPs, received essential household items
- 10,320 people (1,720 households), including 7,820 IDPs, received emergency food rations

### Preserving livelihoods

The conflict in Darfur deepened economic hardship in an already poverty-stricken region. The lack of security restricted people's movements, disrupting agriculture, herd migration and trade, prompted more villagers to move to urban centres seeking aid, and prevented IDPs from returning home. In addition, the 2007 harvest had suffered because of a dry spell, so communities had little food to share with IDPs.

To help communities preserve their economic security, some 44,000 families received seed and tools, as well as a one-off food ration to maintain their strength during the planting season. Most were living in the remote Jebel Marra massif straddling West and North Darfur. Preliminary assessments showed that, in general, the resulting crop yield of ICRC beneficiaries was higher than in 2007. Some imported seed varieties did not, however, adapt to Darfur conditions, so measures to increase the availability of local seed were to be implemented in 2009.

Some villages also received items such as irrigation pumps, donkey ploughs and vegetable seed to help them boost their food production or income.

To improve livestock health, 145 herders were trained and equipped to provide basic veterinary services in rural areas and 464,011 animals were vaccinated against common diseases.

- 220,477 people, (43,759 households) received food
- 292,232 people (56,357 households) benefited from agricultural/veterinary/micro-economic initiatives, including:
  - 221,001 people from distributions of seed and tools
  - 45,629 people from veterinary projects

### Providing clean water and health care

Water and health services were breaking down in Darfur, largely because security constraints prevented State services from reaching rural or opposition-controlled regions. In many urban areas, water points needed upgrading to serve increasing numbers of IDPs.

People across Darfur faced fewer health risks thanks to the ICRC's rehabilitation and maintenance of 409 water points or systems in 201 locations. Wherever possible, the local authorities or water committees worked with the ICRC. After receiving ICRC training and spare parts, many villages could maintain their hand pumps and wells themselves.

- 534,758 people benefited from water projects, 470,458 of them in rural areas

A total catchment population of nearly 300,000 IDPs and residents in remote conflict-affected areas across Darfur had access to primary health care at the ICRC's clinic in Gereida camp (see below) and at 10 other centres, which received ICRC medical supplies and staff incentives. The clinics provided curative and mother and child care, vaccinations and, in Gereida, treatment for victims of sexual violence and people with tuberculosis. Mobile ICRC teams also carried out vaccination campaigns in areas inaccessible to the Health Ministry and, in West Darfur, provided curative and antenatal services to communities that could not reach a clinic.

In the 11 ICRC-supported health centres (average monthly catchment population: 236,500)

- 170,083 people given consultations, including 16,839 attending ante/post-natal consultations and 153,244 attending curative consultations
- 212,551 vaccine doses administered (including 204,231 to children aged five or under and 6,311 to women of childbearing age)
- 733 patients referred to a second level of care
- 577 health education sessions held

### Providing services in Gereida IDP camp

For the second consecutive year (see *ICRC action*), IDPs in Gereida camp were provided with monthly food rations, shelter, essential household items, and health, water and sanitation services by the ICRC.

The rate of malnutrition in the camp remained below WHO alert levels. Food rations were adjusted to include more vitamins and minerals, and hygiene and nutrition education sessions and regular screening of young children were increased. Malnourished children benefited from a therapeutic feeding programme run in partnership with the British and Australian Red Cross Societies. With ICRC support, Sudanese Red Crescent volunteers also maintained the camp's latrines and showers and regularly disposed of rubbish and solid waste.

- 134,875 IDPs (27,012 households) received monthly food rations
- 22,200 children benefited from supplementary/therapeutic feeding programmes
- 141,440 IDPs received essential household items
- 131,000 IDPs benefited from water and sanitation services

## Restoring family links

Thousands of conflict-affected people in Sudan contacted relatives through the tracing and RCM services, run by the ICRC and the Sudanese Red Crescent. These included, for example, Sudanese families with relatives detained abroad in centres under the authority of the United States of America, recently arrived Congolese refugees and the minors held in Khartoum in connection with the attack on Omdurman (see *People deprived of their freedom*). When the minors were released by a presidential amnesty, they were reunited with their families in Sudan or Chad (44 of them by the ICRC and the rest through the combined efforts of the authorities, the ICRC and other agencies). In addition, six children whom the French charity Zoe's Ark had attempted to fly out of Chad in October 2007 were reunited with their families in Sudan in April by the ICRC, with the agreement of the Chadian and Sudanese authorities.

- ▶ 13,155 RCMs collected from and 11,687 RCMs distributed to civilians, including 84 from and 101 to unaccompanied/separated children
- ▶ new tracing requests registered for 361 people (141 females; 93 minors at the time of disappearance); 153 people located; 582 people (175 females; 171 minors at the time of disappearance) still being sought
- ▶ 52 people, including 50 unaccompanied/separated children, reunited with their families
- ▶ 89 unaccompanied/separated children registered (including 1 demobilized child); 53 cases of unaccompanied/separated children still being handled
- ▶ 26 people issued with an ICRC travel document

## PEOPLE DEPRIVED OF THEIR FREEDOM

Negotiations with the Sudanese authorities were still under way at year-end on a draft agreement authorizing ICRC visits to all detainees according to the organization's standard procedures.

Exceptionally, at the government's request, 99 minors detained in Khartoum in connection with the attack on Omdurman were visited by ICRC delegates, who monitored their treatment and living conditions and informed the authorities confidentially of their findings and recommendations (see *Civilians*).

The ICRC also visited a small number of people held by armed groups in Darfur, but security constraints and the movement of groups hampered access to detainees.

At the request of all parties, five members of the Sudanese armed or security forces and four civilians held by armed groups in Darfur were released and handed over to the government, with the ICRC acting as a neutral intermediary.

- ▶ 137 detainees visited and monitored individually (99 minors), of whom 132 newly registered (99 minors), during 18 visits to 12 places of detention
- ▶ 11 RCMs collected from and 32 RCMs distributed to detainees

## WOUNDED AND SICK

### Treating the wounded

Fear of crossing front lines and transport problems prevented many wounded people from reaching hospital, while many hospitals lacked the surgical resources to treat people with serious weapon wounds.

A total of 128 wounded fighters and civilians were treated by the ICRC's four-person mobile surgical team during flying missions to Darfur and central and southern Sudan. The team worked in the field and in overwhelmed medical facilities, as needed. Hospitals and clinics in conflict-affected areas also received ad hoc medical supplies to care for the wounded and assistance in rehabilitating infrastructure. To further reduce fatalities, a total of 70 Sudanese medical personnel working in Darfur or Southern Sudan participated in three war-surgery seminars, while some 600 people in Darfur, mainly fighters, were trained in first aid.

### Supporting physical rehabilitation services

Southern Sudan's first physical rehabilitation referral centre, built and equipped by the ICRC, was set to open in Juba in January 2009. The 100-bed facility took two years to build and, as agreed with the authorities, would be co-managed with the ICRC until mid-2012. In parallel, Juba's prosthetic/orthotic workshop continued to treat patients with the help of ICRC materials and staff. These initiatives aimed to help Southern Sudan meet the increased demand for physical rehabilitation services following the ICRC's closure in 2006 of its Kenya-based centre, which had treated Sudanese patients during the north-south conflict.

In the north, the National Authority for Prosthetics and Orthotics (NAPO) continued to run its Khartoum centre and Nyala workshop, with the ICRC providing materials, technical expertise and assistance in upgrading infrastructure. The Nyala workshop, the only such facility in Darfur, also received ICRC funds to treat all patients free of charge. Another three NAPO workshops (Addamazeen, Kadugli and Kasala) were being rehabilitated by the ICRC.

To ensure a base of skilled staff, directors of physical rehabilitation centres across Sudan participated in an ICRC-organized management course, while 15 students began a three-year prosthetics/orthotic diploma course taught by the ICRC. Another 12 students were enrolled in courses abroad, under ICRC sponsorship.

- ▶ 3,158 patients (including 754 women and 752 children) received services at 3 ICRC-supported physical rehabilitation centres
- ▶ 504 new patients (including 149 women and 24 children) fitted with prostheses and 590 (including 113 women and 327 children) fitted with orthoses
- ▶ 1,172 prostheses (including 270 for women, 80 for children and 171 for mine victims), 1,227 orthoses (including 263 for women, 740 for children and 112 for mine victims), 5,622 crutches and 27 wheelchairs delivered

## AUTHORITIES

National and local authorities' commitment to IHL was vital to ensure the protection of the civilian population amid armed conflict and the safe delivery of aid.

In line with the CPA, Sudan was revising national legislation, including incorporating IHL treaty provisions. With ICRC input, the government adopted a new law protecting the emblem, was revising its criminal code to be compatible with the Rome Statute and was drafting a law implementing the Ottawa Convention and an act regulating the status of the Sudanese Red Crescent. To further support the implementation process, four government representatives participated in IHL courses in Morocco and Tunisia (see *Tunis*).

Southern Sudan also requested and received ICRC legal assistance in integrating IHL into drafts of an armed forces act, a bill on children's rights and penal and criminal procedures codes.

Local authorities across Darfur participated in IHL briefings and were updated on ICRC activities. International and regional authorities and diplomats involved in Sudan's peace processes were also regularly informed about humanitarian issues and ICRC operations through bilateral discussions, newsletters and the ICRC's participation as an observer in aid coordination meetings.

## ARMED FORCES AND OTHER BEARERS OF WEAPONS

IHL presentations in the field for armed forces and armed groups in Darfur remained a priority, the aim being to improve respect for the civilian population and ensure ICRC personnel's safe access to people in need. In a breakthrough, Border Intelligence Guards, comprising militia members integrated into the Sudanese Armed Forces (SAF), began participating in ICRC courses and briefings on IHL. Similarly, IHL sessions reached more units of two other key forces active in Darfur and central Sudan – the National Intelligence and Security Service and the Central Reserve Police. In addition, some 600 UNAMIS military observers and 1,000 members of Joint Integrated Units, comprising SAF and SPLA personnel, were briefed on IHL, and contacts were initiated with UNAMID.

In parallel, the SAF and the ICRC agreed on a three-year training programme to help integrate IHL into SAF training, doctrine and operations and subsequently held several courses for high-ranking officers. Implementation of a similar programme agreed with the SPLA in 2007 was delayed, with officers attending one course.

## CIVIL SOCIETY

Opinion-makers within civil society could generate support for IHL and the ICRC at national and local levels.

Through grassroots dissemination in Darfur and central and southern Sudan, more than 3,000 people, from religious and tribal leaders to members of women's and youth groups and NGOs, learned more about IHL. The campaign was backed by the distribution of promotional materials geared to all literacy levels. Under ICRC sponsorship, representatives of two Sudanese NGOs also participated in an IHL course abroad.

Sustained contact with journalists resulted in regular Sudanese media coverage of ICRC activities, which increased public awareness of the plight of conflict victims. Radio journalists from Darfur were also better able to report on humanitarian issues after participating in an ICRC workshop on IHL held in Nairobi, Kenya.

Law faculties of Sudanese universities continued to receive ICRC support to teach IHL. For example, a total of 18 lecturers in Darfur took part in ICRC-organized IHL courses, while two lecturers from Juba University's Centre for Peace and Development Studies began drafting an IHL master's syllabus after attending the all-Africa course on IHL (see *Pretoria*).

## RED CROSS AND RED CRESCENT MOVEMENT

The Sudanese Red Crescent, supported by ICRC funds, materials and technical back-up, contributed to ICRC relief operations around Abyei and in Omdurman, helped to run the tracing and RCM services and to promote IHL and the Fundamental Principles, and made progress in developing its capacities in Southern Sudan. ICRC funding for the salaries of some 60 headquarters and branch posts was partially suspended between February and August while the National Society restructured.

With ICRC support, the Sudanese Red Crescent:

- provided emergency aid to IDPs fleeing Abyei and first aid to casualties in Omdurman, and collected and buried the bodies of victims of the conflicts
- provided some 6,000 flood victims in Southern Sudan with relief goods and hygiene training, in coordination with the International Federation
- trained 24 leaders and instructors of emergency action teams in Darfur and provided 28 teams in Darfur, Southern Sudan and the greater Khartoum area with first-aid materials
- opened two new branches and trained 75 volunteers in emergency preparedness in Southern Sudan
- trained some 1,200 personnel as first-aiders and stocked branches with first-aid supplies
- trained 96 volunteers in tracing in Darfur
- held dissemination events across Sudan

### Movement coordination

To maximize the impact of aid efforts, Movement partners met weekly to coordinate their activities in Darfur and monthly to discuss support for the Sudanese Red Crescent. Partner National Societies active in Darfur also received ICRC assistance with logistics, security and public communication.