

# sudan



The ICRC opened an office in Khartoum in 1978. In 1984, it initiated operations in the context of the 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	17,349
Assistance	93,342
Prevention	6,864
Cooperation with National Societies	4,437
General	1

► **121,993**

of which: *Overheads* **6,918**

## IMPLEMENTATION RATE

Expenditure/yearly budget	<b>96%</b>
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## PERSONNEL

**187** expatriates  
**1,838** national staff (daily workers not included)

## KEY POINTS

### In 2006, the ICRC:

- welcomed Sudan's ratification of the 1977 Additional Protocols;
- documented allegations of IHL violations in Darfur, appealed to all sides to halt the abuses and promoted IHL at grassroots level among the authorities, weapon bearers and community leaders;
- in Darfur: provided food to over 300,000 people; improved access to clean water for 775,000 people; delivered seeds and tools to some 116,000 people; vaccinated over 230,000 animals against disease; and trained over 100 community animal-health workers;
- in Darfur, facilitated the release of detainees held by opposition groups and visited opposition-held detainees in 30 detention facilities; countrywide, distributed some 23,600 RCMs on behalf of family members separated by conflict;
- in Darfur, deployed a mobile surgical team that operated on over 400 weapon-wounded, supported 5 health centres and assisted in vaccination campaigns; elsewhere, supported 2 hospitals and 4 limb-fitting facilities treating patients from across Sudan;
- assisted the Sudanese Red Crescent in strengthening its capacity and helped coordinate the activities of partner National Societies working in Sudan.

## CONTEXT

Following the signing of the north-south Comprehensive Peace Agreement in January 2005, the new government of Southern Sudan, supported by UN peacekeepers and international aid, consolidated its structure and development plans. The north-south boundary had yet to be demarcated because of disagreement over the ruling on the resource-rich region of Abyei handed down in 2005 by the Abyei Boundary Commission. The Southern Sudan government faced the daunting challenge of rebuilding a region which, after 21 years of armed conflict, was poverty-stricken, had little infrastructure and few basic services and lacked skilled workers. Crime was on the rise, ethnic clashes persisted and a number of militias had yet to demobilize or join regular armed forces. In late November, fighting erupted over several days in the city of Malakal, involving a militia, the Sudanese army and the Sudan People's Liberation Movement/Army (SPLM/A). The Lord's Resistance Army, a Ugandan armed opposition group, remained a destabilizing presence in the far south, but from April entered into peace talks with the Ugandan government, mediated by the Southern Sudan authorities.

On 5 May 2006, the government and one faction of the Sudan Liberation Movement/Army (SLM/A) signed the Darfur Peace Agreement. However, other opposition groups demurred and the security situation in Darfur deteriorated further. Violations of IHL continued amidst ongoing military operations, the splintering of opposition groups and increasingly frequent ethnic clashes over land and resources. The escalating violence affected all of Darfur to varying degrees, forcing more people to flee their homes and restricting aid delivery. At year-end, an estimated 2 million people had been displaced during the three-year conflict. International pressure mounted to replace the 7,000-strong African Union (AU) peacekeeping force in Darfur with a stronger UN force. In December, the Sudanese government agreed in principle to a hybrid AU/UN operation.

Following the signing in October 2006 of a peace agreement with the opposition Eastern Front, mediated by Eritrea, Khartoum lifted the state of emergency in the north-east.

## MAIN FIGURES AND INDICATORS

PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)		CIVILIANS		
Detainees visited and monitored individually	172	<i>Economic security, water and habitat</i>		
Number of visits carried out	50	Food	Beneficiaries	311,542
Number of places of detention visited	30	Essential household items	Beneficiaries	412,086
<b>RESTORING FAMILY LINKS</b>		Agricultural inputs and micro-economic initiatives	Beneficiaries	196,127
<i>Red Cross messages (RCMs) and reunifications</i>		Water supply schemes and sanitation systems (completed projects)	Beneficiaries	775,000
RCMs collected	21,752	<i>Health</i>		
RCMs distributed	23,686	Health centres supported	Structures	5
People reunited with their families	21	Consultations	Patients	167,535
<i>Tracing requests, including cases of missing persons</i>		Immunizations	Activities	135,814
People for whom a tracing request was newly registered	289	<b>WOUNDED AND SICK</b>		
Tracing requests closed positively (persons located)	418	Hospitals supported	Structures	2
Tracing requests still being handled at 31 December 2006	1,148	Admissions	Patients	22,308
<i>Unaccompanied minors (UAMs) and separated children (SCs), including unaccompanied demobilized child soldiers</i>		Operations	Operations performed	7,021
UAMs/SCs newly registered by the ICRC	43	<i>Physical rehabilitation</i>		
UAMs/SCs reunited with their families by the ICRC	20	Patients receiving services	Patients	2,454
UAMs/SCs cases still being handled at 31 December 2005	144	Prostheses delivered	Pieces	1,342
<b>DOCUMENTS ISSUED</b>		Orthoses delivered	Pieces	1,059
People to whom a detention attestation was issued	127			

## ICRC ACTION

Sudan remained the ICRC's largest operation for the third consecutive year. Activities stayed focused on protecting and assisting conflict victims and were constantly adapted to the scale and urgency of needs in Darfur. Like other organizations, the ICRC experienced a series of security incidents in Darfur (37 in 2006), one in which a driver was killed. While the security situation interrupted some activities, the ICRC, as a neutral and independent organization, remained operational in a large number of conflict-affected areas in Darfur.

Given the volatile situation in Darfur, the ICRC reinforced its efforts to ensure that people who were not or no longer taking part in the hostilities were protected and that its delegates had safe access to conflict victims. It stepped up its dialogue with all parties to the conflict, insisting on full compliance with IHL and explaining the ICRC's strict principles of neutrality, independence and impartiality. Delegates documented allegations of IHL violations, took them up with the relevant parties and monitored their response. This dialogue became more difficult as armed groups fragmented and chains of command weakened. Sudan's ratification in 2006 of the 1977 Additional Protocols signified a step forward in the protection of conflict victims.

In Darfur, the ICRC continued to focus on assisting populations in rural and remote areas as a complement to the large inter-

national aid effort in urban IDP camps. The aim was to help residents be self-sufficient, so that they would not have to move to urban centres for aid. During 2006, most of the ICRC's remaining assistance projects in IDP camps were handed over to suitable partners. A security incident in mid-December delayed this process in Gereida IDP camp. The ICRC's provision of food aid and agricultural support in rural Darfur since May 2004 contributed to an improvement in the economic situation of the beneficiaries. As a result, fewer people than anticipated needed full food rations in 2006. This, combined with the interruption of some distributions owing to security constraints, meant that 62% of the planned tonnage of food was delivered. The ICRC continued to deploy a mobile surgical team in Darfur, which treated wounded civilians and fighters in remote areas, and supported rural health care and services for amputees.

The ICRC visited some people held by opposition groups in Darfur, while negotiations continued with Khartoum aimed at obtaining authorization to visit all detainees falling within the organization's mandate.

Tracing and RCM services were expanded in Darfur and downsized in Southern Sudan, where people had increasing access to other means of communication.

After 19 years of treating patients evacuated from southern Sudan during the north-south conflict, the ICRC's hospital in

Lokichokio, Kenya, was handed over, as planned, to the Kenyan Health Ministry and its physical rehabilitation centre there closed. At the same time, the delegation took steps to ensure that equivalent services would be available in Southern Sudan.

The ICRC continued to assist the Sudanese Red Crescent in boosting its capacity to help vulnerable populations in conflict-affected regions. It also facilitated coordination within the Movement and stayed in contact with UN and other agencies in the field to further maximize the impact of aid.

## CIVILIANS

Around 4 million people were affected by the conflict in Darfur, about half of whom were IDPs living in camps or host communities.

### Protecting civilians

On the basis of credible information, the ICRC made 11 written and 63 oral representations, in confidence, to the relevant authorities and parties to the conflict concerning alleged IHL violations collected from the people affected and eye witnesses. The allegations ranged from armed and sexual violence against individuals and the destruction of personal property and public infrastructure to forced taxation and protection fees. The ICRC urged all sides to take steps to halt the violations and monitored their response.

### Delivering food aid and relief goods

From April, in coordination with WFP, needy residents in rural Darfur began receiving monthly half-rations of food from the ICRC. This allowed them, security permitting, to stay in their villages and farm their land. On the basis of ongoing monitoring, beneficiaries in only 3 of the ICRC's 38 distribution areas required full rations from July to tide them over until the October/November harvest. Security constraints disrupted some food distributions, especially in the Jebel Marra massif, which the ICRC had taken over from WFP. Nonetheless, most beneficiaries targeted in 2006 received enough food to cover their basic needs until the harvest. The combination of lower than expected needs and insecurity meant that the delegation distributed 62% of its planned tonnage of food in 2006.

IDPs in Gereida, South Darfur, continued to receive monthly food rations, which the ICRC had been providing since the camp's establishment in July 2004. Because of fighting nearby, the camp population swelled from 66,000 in January to some 120,000 in August when WFP took over the caseload. Throughout 2006, malnourished children in the camp continued to be treated at two ICRC feeding centres set up in 2005 in partnership with the British and Australian Red Cross Societies. Child malnutrition rates dropped after the centres provided mothers with more guidance on child care and hygiene, as recommended in a nutritional survey done in early 2006. IDPs in and around Seleia, West Darfur, also received food aid until July, when WFP took over the area.

Residents and IDPs recently affected by armed violence in rural Darfur and Southern Sudan set up home again with the help of ICRC shelter materials and essential household items.

- ▶ 311,542 people (64,350 households) in Darfur, including 135,026 IDPs (27,583 households), received food (22,445 tonnes in total)
- ▶ 412,086 people (86,513 households), including 102,814 IDPs (22,365 households), 53,276 of them (11,898 households) in Gereida IDP camp, received essential household items

### Restoring livelihoods in Darfur

Before the June planting season, beneficiaries of ICRC food aid and other near-desitute families in rural Darfur with access to arable land were given, as appropriate, a combination of staple- and cash-crop

seeds, together with 42,300 hoes and weeders and 40,000 explanatory leaflets. The worst-off beneficiaries, many of them women heads of household, also received donkey ploughs (5,116 in total) to lighten their physical workload and thus boost production. A July evaluation showed that 99.5% of the seeds were planted as recommended and some beneficiaries were cultivating over 50% more land compared with 2005. Security conditions permitting, the harvest was expected to cover a significant part of their needs for 12 months. There were, however, geographical variations, and the yield would still be below pre-conflict levels. The security situation prevented monitoring in some areas.

The conflict had also disrupted veterinary services, which was affecting livestock production, a mainstay of the Darfur economy. By year-end, with ICRC training and a starter kit of drugs, community animal-health workers were providing basic veterinary services in all three Darfur regions. A spot check done in Garsilla, West Darfur, showed that these services had contributed to a drop of up to 50% in the livestock mortality rate. In addition, the Department of Animal Resources and Fisheries revived its Darfur-wide livestock health surveillance network, thanks to regular updates from the community animal-health workers. Animals were also vaccinated against disease during two campaigns, with the ICRC organizing transport and logistics and the federal and local authorities providing vaccines and experts respectively. A third campaign and two veterinary courses had to be cancelled because of security constraints.

- ▶ 196,127 people (38,949 households) benefited from agricultural and veterinary projects, including the provision of seeds and tools to 96,492 residents (19,603 households) and 20,087 IDPs (3,435 households)
- ▶ 232,165 animals vaccinated
- ▶ 114 animal-health workers trained during 4 basic and 3 refresher courses

### Providing clean water in Darfur

Over 700,000 people had their access to clean water restored through the ICRC's rehabilitation of water facilities in small towns and the countryside. Wherever possible, the work was done in coordination with the local authorities. Communities with a regular supply of clean water nearby faced fewer health risks, while women could fetch water closer to home, thus reducing their risk of being attacked or harassed.

During 2006, the delegation handed over the water systems in four urban IDP camps to suitable partners. Oxfam, which took over Gereida IDP camp, continued to receive ICRC support to cope with influxes of IDPs and security-related disruptions.

- ▶ 677,000 residents in Darfur benefited from completed (647,000 people) and ongoing (30,000 people in Zalingei, West Darfur) water projects in 263 locations (3 urban networks, 370 hand pumps, 17 wells and 23 water yards – mechanized water points – rehabilitated)
- ▶ 128,000 IDPs benefited from the maintenance of water systems in 4 camps in North Darfur and emergency water services in Gereida camp

### Ensuring primary health care

Around 212,000 people, 75% of them IDPs, had access to primary health care at five ICRC-supported clinics in North, West and South Darfur. The ICRC also helped out with routine immunization campaigns, especially in no-go areas for the Health Ministry. The clinic in Gereida was run in partnership with the British and Australian Red Cross Societies and the one in Seleia with the Canadian Red Cross. Seleia was handed over to Médecins sans Frontières at year-end. The handover of Gereida to Merlin was postponed because of a security incident.

In the five ICRC-supported health centres:

- ▶ 167,535 consultations (17,141 ante/post-natal and 150,394 curative) were given;
- ▶ 135,814 vaccine doses were administered (104,015 to children aged five or under and 31,564 to women of childbearing age).

### Restoring family links

Thousands of Sudanese uprooted by conflict contacted relatives through the tracing and RCM services. The services were reinforced in Darfur and downsized in southern Sudan, where people had increasing access to other means of communication. Efforts focused in the south on restoring contact between children and their parents and, where requested, reuniting the families.

- ▶ 21,554 RCMs collected from and 23,551 RCMs distributed to civilians, including 133 from and 131 to unaccompanied/separated children

- ▶ new tracing requests registered for 289 people (87 females, 100 minors at the time of disappearance); 418 people located; 1,148 people (365 females; 645 minors at the time of disappearance) still being sought
- ▶ 21 people reunited with their families, including 20 children
- ▶ 43 unaccompanied/separated children newly registered; 20 reunited with their families; 144 cases of such children still being handled

## PEOPLE DEPRIVED OF THEIR FREEDOM

Discussions regarding visits to detainees were ongoing, but the Sudanese government had yet to sign an agreement negotiated by the ICRC and submitted in late 2005 authorizing such visits to take place according to standard ICRC procedures.

In Darfur, the ICRC visited some detainees held by the SLM/A and the National Redemption Front (NRF). Follow-up visits to monitor detainees' treatment and living conditions were often hampered by security conditions, splits within the groups or attacks on detention facilities. The ICRC continued to follow up requests from families for information on the whereabouts of relatives allegedly captured or detained in connection with the Darfur conflict. It also acted as a neutral intermediary in facilitating the release and handover of detainees to the authorities or their families.

The authorities in the south were asked for feedback on 37 cases still pending of SPLA/M-held detainees whom the ICRC had registered during the north-south conflict.

- ▶ the cases of 172 detainees monitored individually (2 females, 10 minors), including 141 newly registered (10 minors), during 50 visits to 30 detention facilities
- ▶ 198 RCMs collected from and 135 RCMs distributed to detainees
- ▶ the release and handover of 93 SLM/A- or NRF-held detainees facilitated
- ▶ 35 of 82 new allegations of arrest resolved, leaving 181 cases being processed
- ▶ 127 detention certificates issued to former detainees or their families

## WOUNDED AND SICK

### Darfur

Despite the volatile security situation, 442 wounded fighters and civilians without access to a medical facility were operated on by a four-person ICRC field surgical team during 61 missions to remote and rural areas. To further boost surgical skills in Darfur, a total of 245 medical personnel, including 64 doctors, participated in war-surgery workshops organized by the ICRC in all three of the region's capitals. In addition, 170 people in rural and remote areas attended sessions on first aid.

### Southern Sudan

The ICRC's Kenya-based Lopiding hospital, set up 19 years earlier primarily to treat the weapon-wounded evacuated from southern Sudan, was handed over, as planned, to the Kenyan Health Ministry on 30 June 2006. To help Southern Sudan provide equivalent services, the 500-bed Juba Teaching Hospital (JTH) continued to receive substantial ICRC support (16 expatriate personnel, training and incentives for 850 Sudanese staff, medicines and meals for patients and help with building maintenance). When a cholera epidemic hit in February, JTH received 30 tonnes of drugs, flown in by the ICRC, plus equipment and managerial back-up to expand the isolation ward. A contingency plan was drawn up to handle subsequent epidemics. This contributed to the effective treatment of over 100 cholera victims in just one day in November during another outbreak of the disease.

After the November fighting in Malakal, the hospital and armed forces were provided with dressing materials to treat the wounded, and the ICRC also helped collect the dead bodies.

In the 2 ICRC-supported hospitals:

- ▶ 22,308 patients (7,398 women and 10,342 children) admitted: 320 weapon-wounded (35 women, 82 children, 9 people injured by mines or explosive remnants of war); 2,242 other surgical cases; 6,981 medical, 3,656 gynaecological/obstetric and 9,109 paediatric patients;
- ▶ 7,021 surgical operations performed;
- ▶ 22,717 outpatient consultations given.

### Treating disabled people

There were an estimated 40,000 people in Sudan needing artificial limbs or orthoses, 25% of them weapon-wounded.

The ICRC's physical rehabilitation centre in Lokichokio, Kenya, closed, as planned, in 2006. Key staff and the equipment were transferred to the Juba Orthopaedic Workshop, run by the Social Welfare Ministry. The ministry and the ICRC also signed an agreement to build a new prosthetic/orthotic referral centre in Juba in 2007. In the north, the National Authority for Prosthetics and Orthotics continued to receive substantial support (staff, funds, training and materials) to run its Khartoum centre and Nyala workshop, the only such facility serving Darfur. In addition, war amputees from across Sudan had their transport and treatment costs at the Juba and Nyala workshops covered by the ICRC.

- ▶ 2,454 patients (505 women and 596 children) received services at 4 ICRC-supported physical rehabilitation centres
- ▶ 790 new patients (159 women and 45 children) fitted with prostheses and 533 (98 women and 310 children) with orthoses
- ▶ 1,342 prostheses (309 for women and 74 for children; 117 for mine victims), 1,059 orthoses (207 for women and 661 for children; 5 for mine victims) and 2,029 crutches delivered
- ▶ 14 students attended a three-year prosthetic/orthotic diploma course in Khartoum taught by the ICRC, and another 14 Sudanese students sponsored to attend courses abroad

## AUTHORITIES

The authorities in Khartoum and the ICRC met regularly to discuss the organization's activities, protection issues and the ratification and implementation of IHL treaties, for which the delegation provided legal and technical advice. The authorities in Southern Sudan and the ICRC also began working together to promote IHL.

Given the volatile situation in Darfur, it was crucial that the local authorities there supported IHL and the ICRC's mandate, both for the protection of the civilian population and to ensure that ICRC workers had safe access to conflict victims.

- ▶ Additional Protocol I ratified by Sudan on 7 March and Additional Protocol II on 13 July
- ▶ 20 judges participated in a two-day IHL seminar in Khartoum, organized by the ICRC and Sudan's Legal Reform Institute

- ▶ 3 government legal advisers and 2 Justice Ministry representatives sponsored to participate in regional IHL events in Egypt and Lebanon, respectively
- ▶ over 50 members of Southern Sudan's legislative assembly attended a one-day IHL seminar
- ▶ local authorities across Darfur attended IHL presentations

## ARMED FORCES AND OTHER BEARERS OF WEAPONS

IHL presentations in the field for armed groups in Darfur remained a priority. In parallel, the Sudanese Armed Forces (SAF) and national security and police forces continued to work together with the ICRC to integrate, as appropriate, IHL and human rights standards into their training, doctrine and operations. The AU Mission in Sudan (AMIS) and the UN Mission in Sudan (UNMIS) were also in frequent contact with the ICRC, and the SPLA and the ICRC initiated discussions on establishing an IHL training programme.

- ▶ 500 opposition fighters in Darfur, 520 central reserve forces members (army and police), including 60 officers, several hundred SAF members, including 30 officers at Khartoum's War College, members of the SAF-SPLA Joint Integrated Units, AMIS officers and UN military observers attended IHL presentations
- ▶ 15 national security and military intelligence personnel took part in a week-long IHL course
- ▶ 1 national security member sponsored to participate in an IHL course abroad
- ▶ the SAF assisted in revising its army training manual
- ▶ local police countrywide attended IHL presentations

## CIVIL SOCIETY

As armed violence escalated in Darfur, the ICRC stepped up its grassroots dissemination of IHL, holding seminars, workshops and presentations for tribal and community leaders, women's groups, union members and young people. An increased use of videos, posters and photo albums proved effective in getting key IHL messages across to illiterate audiences.

Journalists regularly received updates, press releases and audiovisual material highlighting the humanitarian situation in Darfur.

Through the Sudanese and international media, the ICRC consistently advocated that all parties to the conflict in Darfur assume their responsibilities in preventing violations of IHL and providing a secure environment for civilians and aid workers. Sudanese journalists participated in two round-tables on IHL, chaired by the ICRC, while two Sudanese media representatives attended an ICRC seminar abroad on IHL and reporting on conflicts.

To further broaden support for IHL and the ICRC's activities, religious leaders and academics in Khartoum and Darfur took part in discussions with the ICRC on the theme of Islam and IHL. For example, over 100 lecturers, students and politicians attended seminars on the topic at two universities in Khartoum.

Universities across Sudan continued to receive materials and technical advice to help them adapt their curricula to incorporate IHL. With ICRC support, 16 of Sudan's 25 higher-education institutions taught IHL, assisted by a network of Sudanese legal experts.

## RED CROSS AND RED CRESCENT MOVEMENT

### Strengthening the Sudanese Red Crescent Society

The Sudanese Red Crescent Society (21 branches) worked with the ICRC and partner National Societies active in Sudan, as well as UN agencies and NGOs, to meet the needs of vulnerable populations. It received substantial ICRC support (funds, training, materials, logistics back-up and technical advice) to build up its capacity to assist conflict victims, help run the countrywide tracing and RCM network and promote IHL and the Fundamental Principles.

With ICRC support, the Sudanese Red Crescent:

- ▶ assisted conflict and flood victims;
- ▶ covered the salaries of 7 headquarters staff, as well as the salaries of 83 personnel, plus volunteers' incentives and running costs in 10 branches located in violence-prone regions;
- ▶ conducted first-aid courses for 45 volunteers in Malakal and Juba;
- ▶ organized 8 tracing workshops for 187 volunteers and training in the Safer Access approach for 279 staff members across Sudan;
- ▶ held a management workshop for all heads of branches.

## Movement coordination

Movement partners active in Darfur met weekly to share information and coordinate activities, while partner National Societies received ICRC assistance in the fields of logistics, security and communication. In parallel, the International Federation and the ICRC coordinated their efforts to help the Sudanese Red Crescent extend its activities in the south. At year-end, the National Society signed a memorandum of understanding with the government of Southern Sudan regulating its status and appointed an interim director for the south.